

# Report to the Meeting of the

# Oxford Health NHS Foundation Trust

**BOD 47/2023**

(Agenda item: 10)

# Board of Directors

**19 July 2023**

**Partnerships report: update on BOB Mental Health Provider Collaborative**

**For: Information and Discussion**

**Executive Summary**

The integrated care design framework[[1]](#footnote-1) states that:

* ‘*The arrangements put in place by each ICS Partnership and ICS NHS body must harness the expertise, energy and ambition of the organisations directly responsible for delivering integrated care’.*
* *‘As constituent members of the ICS Partnership, the ICS NHS body and place-based partnerships, providers of NHS services will play a central role in establishing the priorities for change and improvement across their healthcare systems and delivering the solutions to achieving better outcomes’.*
* *‘We expect the contracts health service providers hold (NHS Standard, or national primary care11 supplemented locally) to evolve to support longer term, outcomes based agreements, with less transactional monitoring and greater dialogue on how shared objectives are achieved’.*

To achieve its vision of outstanding care delivered by an outstanding team Oxford Health NHS Foundation Trust (thereafter ‘Oxford Health’) needs to play an active role in the Integrated Care Systems (ICSs) it operates in. ICSs, by aligning actions between partners, enable NHS organisations to address the significant challenges that they face for the benefit of patients, service users and the public. The core purpose of ICSs are:

* improve outcomes in population health and healthcare.
* tackle inequalities in outcomes, experience and access.
* enhance productivity and value for money.
* help the NHS support broader social and economic development.[[2]](#footnote-2)

Provider Collaboratives are a defining feature of ICSs and all trusts providing acute and/or mental health services are expected to be part of one or more provider collaboratives since April 2022. The ICS design framework states that: *‘providers are expected to work together to agree and deliver plans to achieve inclusive service recovery, restoration and transformation across systems, and to ensure services are arranged in a way that is sustainable and in the best interests of the population’*.[[3]](#footnote-3)

Oxford Health has extensive experience working as part of Provider Collaboratives and is notably the lead provider of three NHS-led provider collaboratives for specialised mental health, learning disability and autism services. The Trust has also extensive experience working with partners across the health and care sector, such as through the Oxfordshire Mental Health Partnership[[4]](#footnote-4) established with six different voluntary, community or social entreprise (VCSE) organisations.

One of the priority areas of work for the Trust to ensure it plays an active role in the development of ICSs has been the development of a Mental Health Provider Collaborative in Buckinghamshire, Oxfordshire and Berkshire West (BOB) ICS. In February 2023, this Provider Collaborative was selected as one of the nine collaboratives part of the NHS England ‘NHS provider Collaborative Innovators scheme’ that seeks to help accelerate the development of provider collaboratives and the benefit they can deliver for patients as well as inform national policy[[5]](#footnote-5).

**Governance Route/Escalation Process**

This is part of a regular update to the Board on the Trust’s partnership work.

**Statutory or Regulatory responsibilities**

The code of governance for NHS provider trusts, section A point 2.1 states that : ‘*The board of directors should ensure the trust actively addresses opportunities to work with other providers to tackle shared challenges through entering into partnership arrangements such as provider collaboratives’.*

**Recommendation**

The Board is asked to discuss and confirm that it is assured with progress.

**Author and Title:** Amelie Bages, Executive Director of Strategy and Partnerships

**Lead Executive Director:** Amelie Bages, Executive Director of Strategy and Partnerships

1. *A risk assessment has been undertaken around the legal issues that this report presents and there are no issues that need to be referred to the Trust Solicitors*
2. ***Strategic Objectives/Priorities******and strategic Board Assurance Framework (BAF) risk themes*** *– this report relates to or provides assurance and evidence against the following Strategic Objective(s)/Priority(ies) of the Trust*

*1) Quality - Deliver the best possible care and health outcomes*

*Strategic risk themes: triangulating data and learning to drive Quality Improvement; Demand and Capacity (Mental Health inpatient and Learning Disabilities); and Demand and Capacity (Community Oxfordshire).*

*2) People - Be a great place to work*

*Strategic risk themes: Workforce Planning; Recruitment; Succession Planning, Organisational and Leadership Development; Culture; and Retention.*

*3) Sustainability – Make best use of our resources and protect the environment*

*Strategic risk themes: planning and decision-making at System and Place level and collaborative working with Partners; governance of external Partners; Financial Sustainability; Governance and decision-making arrangements; Business Planning; Information Governance & Cyber Security; Single Data Centre; Business Continuity and Emergency Planning; Environmental Impact; and Major Capital Projects.*

*4) Research and Education – Become a leader in healthcare research and education*

*Strategic risk themes: failure to realise Research and Development potential.*

**MAIN REPORT**

**BACKGROUND**

One of the priorities of the Trust to ensure it plays an active role in the development of the ICSs has been the development of a Mental Health Provider Collaborative in Buckinghamshire, Oxfordshire and Berkshire West (BOB) ICS. In February 2023, this Provider Collaborative was selected as one of the nine collaboratives part of the NHS England ‘NHS provider Collaborative Innovators scheme’ that will help accelerate the development of provider collaboratives and the benefit they can deliver for patients as well as inform national policy[[6]](#footnote-6).

The BOB Mental Health Provider Collaborative (thereafter ‘the Provider Collaborative) is in its early stages of development and formal agreements and ways of working are currently being developed. Membership in the national Innovators scheme is supporting this work. The initial application to the NHS England Provider Collaborative Innovators Scheme was made by Oxford Health and Berkshire Healthcare NHS Foundation Trust (thereafter ‘Berkshire Healthcare’) in partnership with BOB Integrated Care Board (ICB). As part of the work to develop the Provider Collaborative, membership from partners across the Local Authorities, Primary Care and the VCSE sectors has been invited and is currently being agreed.

The aim of the Provider Collaborative is to improve the mental health of our population in BOB ICS by leading comprehensive transformation of mental health services at scale, linking with and supporting the work of our Place-Based Partnerships. It will strengthen the joint working between our organisations to ensure that resources are used in the most efficient way possible, that unwarranted variations are tracked and tackled, and pathway redesigned, to improve the lives of our population with a focus on addressing health inequalities. [[7]](#footnote-7)

This works aligns with the wider policy development of the role of provider collaboratives as part of ICSs. Provider Collaboratives are a defining feature of ICSs and all trusts providing acute and/or mental health services are expected to be part of one or more provider collaboratives since April 2022. The ICS Design Framework specifies that: ‘*The purpose of provider collaboratives is to better enable their members to work together to continuously improve quality, efficiency and outcomes, including proactively addressing unwarranted variation and inequalities in access and experience across different providers. They are expected to be important vehicles for trusts to collaboratively lead the transformation of services and the recovery from the pandemic, ensuring shared ownership of objectives and plans across all parties’.* The framework further states that: ‘*We expect ICS NHS body could ask NHS trusts and foundation trusts to take on what have been ‘commissioning’ functions for a certain population, building on the model that NHS-led provider collaboratives for specialised mental health, learning disability and autism services have been developing’*.[[8]](#footnote-8)

**MAIN FEATURES OF THE BOB MENTAL HEALTH PROVIDER COLLABORATIVE**

**Reasons for creating the provider collaborative, priorities and anticipated benefits[[9]](#footnote-9)**

In creating the Provider Collaborative, Oxford Health and Berkshire Healthcare, in partnership with BOB ICB, identified the following reasons:

* Significant challenges that member organisations face and that can best be addressed through partnership working- such as increasing demand, rising unmet need, funding squeeze and workforce challenges.
* Ambitions and scale of transformation that cannot be achieved by organisations working in isolation. The Provider Collaborative is an enabler to systematise joint working for the benefit of our population.
* Creating an ‘engine room’ to drive the delivery of a comprehensive Mental Health Programme for BOB ICS as part of a cross-sector approach.
* Strengthen how the Mental Health programme of work for BOB ICB is managed and delivered, fulfilling the statutory function of the ICB for NHS performance and resource management.

The Provider Collaborative will notably identify and deliver on key priorities that can best be driven at scale across partners in the ICS. The following priorities have been identified to support early discussions. Further engagement work with our clinicians, people with lived experience of mental health services and wider stakeholders will help to develop these. Potential areas of focus include:

* Out of area placements, community mental health transformation and physical health checks for those with serious mental illness.
* Building on the collective work done to date to tackle system wide challenges for CAMHS services.
* Implementation of the new national Mental Health, Learning Disability and Autism Inpatient Quality Transformation Programme, working in partnership with other relevant groups in the ICS.
* Addressing health inequalities: This includes improving the use of data and insights to strengthen our equalities strategy at scale, a focus on workforce transformation, and embedding our equalities work across our services.
* Embedding a culture of quality improvement: Using the Provider Collaborative as a way to learn from each other and scale best-practice across both of our trusts, engaging with the ICB to embed learnings from quality improvement work at system level.

The following anticipated benefits for patients, organisations and staff were identified:

* All people in BOB ICS regardless of where they live will receive the same quality and consistency of service.
* Patients can access local services rather than out of area.
* Organisations working together provide better outcomes and value.
* Staff will feel braver together to take action, working together developing innovative solutions to challenges.
* Resilience will be improved by, for example, providing mutual aid within the Provider Collaborative including working together such as sharing staff.
* Organisations will learn and improve together to make a difference to patients.
* The collaborative will create opportunities for staff development.
* The collaborative will encourage diversity in discussions to test new and innovative approaches for Mental Health services.
* The collaborative will help identify where efficiencies and economies of scale can be made.

**Principles and Governance[[10]](#footnote-10)**

A Mental Health Provider Collaborative Design Group has been set up, with representatives from both NHS provider trusts, the ICB, the VCSE sector, primary care (being agreed) and Local Authorities (being agreed). The Design Group is a time limited group that aims to develop the functions and governance structure for the Provider Collaborative. It is currently the main governance mechanisms for the Provider Collaborative but will become embedded as part of future structures when these have been formalised.

As part of this work, a formal governance for the Mental Health Programme in BOB ICS was created, the BOB Mental Health Partnership. This governance strengthens the oversight of the Mental Health programme delivery at ICS- level and includes the existing Mental Health Boards in each Place. This BOB Mental Health Partnership is now identified in the BOB Joint Forward Plan as the governance route for the oversight of the Mental Health Programme of work in the ICB.

The following principles have been identified to support the development of the Provider Collaborative:

* Residents from across the different communities within BOB ICS and people with lived experience of poor mental health will be at the centre of decision making.
* The Provider collaborative will work both at ICS and Place-levels and enhance transparency, accountability, and enable decision-making to take place as close as possible to the communities it serves.
* The BOB ICS Mental Health Partnership offers a clear point of accountability and governance for Mental Health in BOB, fulfilling the NHS statutory function of the ICB, whilst bringing together all partners across the ICS to drive transformation and improvement across sectors in line with our Integrated Care Strategy. Ensuring that transparent and robust information on use of resources against need, performance, and plan is available to all partners and used to drive improvement and transformation in BOB ICS.
* The Provider Collaborative will harness clinical leadership and build on QI methodology and transformation programme of work.
* The Provider Collaborative will develop the approach to population health data to inform planning and transformation at scale, with a key focus on reducing health inequalities.

**OPPORTUNITIES, RISKS AND NEXT STEPS**

The Provider Collaborative offers a great opportunity to support the development of the BOB ICS by building more transparent and collaborative ways of working to enable equitable delivery of excellent care for people in the ICS. Existing NHS-led Provider Collaboratives for specialised mental health, learning disability and autism services have delivered significant benefits to patients in terms of improving access to care, enabling care closer to home and improving the quality of the care provided overall. By harnessing the expertise and commitment of both NHS Mental Health providers in BOB ICB, and proactively involving a wider range of partners, the BOB Mental Health Provider Collaborative can unlock such benefits for our local BOB populations. In the medium-term, there will also be an opportunity to link the work of the BOB Mental Health Provider collaborative with the work of existing specialised Mental Health Provider Collaboratives to enable improvement across the full Mental Health pathway.

Successful implementation of this work relies on significant changes to current ways of working, developing new information flows, decision-making and accountability processes, as well as building a strong culture of collaboration across all partners in the ICS. Co-production and engagement are essential elements that will enable the success of this approach. The current high-level risks to the successful implementation of this work and mitigations put in place are as follows:

* There are currently limited resources to support this work with no new resources currently identified beyond dedicated roles in each trust- work is underway with BOB ICB as part of the Provider Collaborative Design group to identify opportunities to resource this work.
* The BOB Mental Health Partnership governance has now been established but more work will be required for it to become fully embedded and effective- workstreams are being developed as part of the Provider Collaborative Design Group to ensure that clear executive and senior leadership is identified to set up and enable key areas of work such as clinical governance, population health management and plans to improve health equalities, co-production and engagement, performance and financial management.
* The large range of partners involved in this work adds to the complexity of formalising provider collaborative arrangements- the membership of the NHS Innovator schemes enables the Provider Collaborative to access national expertise and peer-support to develop future arrangements.

The key next steps for the Provider Collaborative in 2023/24 are as follows:

* Identify and support delivery of key transformation programmes of work to improve access, quality of care and health outcomes.
* Design and formalise arrangements for the future ways of working of the Provider Collaborative. Ensure that clinical leadership and co-production are central to future structures.
* Strengthen the BOB Mental Health Partnership governance to improve transparency, joint working and effective decision-making as part of the 2024/25 planning round and ongoing ICS Strategy development work for Mental Health.

**RECOMMENDATION**

The Board is asked to discuss and confirm that it is assured with progress.

1. NHS England, [Integrated Care Systems: design framework](https://www.england.nhs.uk/wp-content/uploads/2021/06/B0642-ics-design-framework-june-2021.pdf), June 2021, p27. [↑](#footnote-ref-1)
2. NHS England, [Integrated Care Systems: design framework](https://www.england.nhs.uk/wp-content/uploads/2021/06/B0642-ics-design-framework-june-2021.pdf), June 2021, p6. [↑](#footnote-ref-2)
3. Ibid, p 31. [↑](#footnote-ref-3)
4. <https://www.oxfordhealth.nhs.uk/omhp/> [↑](#footnote-ref-4)
5. NHS England, Blog- Accelerating the benefits of collaborations for patients and communities, <https://www.england.nhs.uk/blog/accelerating-the-benefits-of-collaboration-for-patients-and-communities/> [↑](#footnote-ref-5)
6. NHS England, Blog- Accelerating the benefits of collaborations for patients and communities, <https://www.england.nhs.uk/blog/accelerating-the-benefits-of-collaboration-for-patients-and-communities/> [↑](#footnote-ref-6)
7. Appendix 1- BOB Mental Health Provider Collaborative- Discussion document, slide 7. [↑](#footnote-ref-7)
8. NHS England, [Integrated Care Systems: design framework](https://www.england.nhs.uk/wp-content/uploads/2021/06/B0642-ics-design-framework-june-2021.pdf), June 2021, p31; 29; . [↑](#footnote-ref-8)
9. Appendix 1- BOB Mental Health Provider Collaborative- Discussion document, slides 7-11. [↑](#footnote-ref-9)
10. Ibid, slides 12-14. [↑](#footnote-ref-10)