

One Devon

Integrated System Development the Devon way

A case study on Devon Integrated Care System

One  **Devon**



One Devon's integrated system development programme: a case study

An interview with Tracey Cottam, ICB Organisational Development Programme Director, and Naomi Pardington Green, Communications and Engagement Lead for the Integrated System Development Programme, NHS Devon

Developing a system

All of England's 42 new integrated care systems (ICS) faced their own landscape of challenges in the run-up to launch on 1 July 2022, and in the 200 or so days since.

Government turmoil, policy changes, the impact of Brexit on global supply chains, funding challenges, the pandemic... This is a period of extraordinary pressure on public, third and many private sector organisations. And that makes it a tricky time for transformational reform.

Just like every other system, Devon has its own unique characteristics. It has endured its fair share of well-documented challenges, not least financial ones. It was one of a few systems assessed as SOF 4 by NHS England as a result.

In November 2021 Devon conducted a piece of work led by Dr Rob Dyer, Clinical Advisor. The report – *The way we do things in Devon* – was informed by clinical and professional colleagues across the system, with the headline message that things needed to change. The report, including system principles, was agreed by NHS Devon and the One Devon Partnership in July 22.

An integrated system development programme was set up to take forward the work of strengthening collaboration and integration between partners, identified in the report. Starting with a thorough system diagnostic and maturity benchmarking, over the past 12 months the ISD programme has played a significant role supporting the development of the integrated care system, One Devon.

Late last year GGI sat down with Tracey Cottam, the programme director, and Naomi Pardington Green, communications and engagement lead for the ISD Programme, to find out more. What follows is an inside look at Devon's integrated care system development in Tracey and Naomi's words.

The One Devon ISD programme

The way we do things in Devon report provided a clear narrative for the health and care providers confronted with the task of building a system structure that would genuinely drive integration and provide a platform for systemic issues to be effectively managed.

ONE DEVON'S PRINCIPLES

We will strive for:

- A personalised approach to health and care
- Shared Decision-making consistently across all services
- Support for our workforce to do their best work
- Reduction in unwarranted variation in practices, outcomes and inequality
- Prioritising high value interventions and stopping health and care that does not add value and may be causing harm
- Reduced environmental impact of our services
- Balance of risk across the health and care system
- A whole population perspective (including the wider determinants of health)
- Spread of improvement and innovation
- A 'Culture of Stewardship'

The integrated system development programme was established with the driving purpose of strengthening integrated and collaborative working in One Devon, to become a thriving ICS and more effectively tackle its shared challenges and improve health and care for people in Devon.

Knowing that it was essential for leaders of health and care services across Devon to buy into and have a stake in the work, the programme started with a system-wide collaborative effort to understand One Devon's current ways of working, to inform the co-design of an effective development programme.

This design phase saw hundreds of healthcare leaders from across One Devon participate in a range of activities, including a Devon system diagnostic, system working group, ICS maturity assessment and system leader development.

These exercises and the broad input helped to establish a shared:






- understanding of current system working
- future aspiration
- identification of opportunities to strengthen system working
- baseline from which to evaluate improvement.

System diagnostic

The system in Devon has undertaken several assessments and diagnostics over previous years. Capturing the learning, feedback, and impact of those in a thematic review was an important starting point for the ISD programme. To this end, 26 documents from 2015 to 2022 were reviewed and 12 thematically analysed. The analysis was built into a system-wide diagnostic approach involving hundreds of people across Devon through interviews, focus groups and questionnaires, supported by partners at the South West Academic Health Science Network.

The diagnostic identified key areas of concern, particularly around the system's ability to work together (noting issues around understanding and listening to each other, trust, collaboration, fragmentation and leadership), along with repeating patterns of system behaviour likely to undermine our ability to thrive. The word cloud below indicates the main barriers identified:



Opportunity Area	Description
	Real change will come from undertaking real work together and acting upon the learning we generate. One Devon will be able to continually develop if we embed a culture of learning and improvement.
	Implementing a small number of priority projects and programmes will create the conditions for us to deliver real change together on the journey towards achieving One Devon's vision.
	Defining and articulating (continuously) why we are doing what we are doing, and what we hope to achieve from it, will support One Devon to collectively realise a common purpose.
	Increasing levels of trust and collaboration between us will be vital to creating the conditions for progress towards One Devon's vision.
	Movement towards One Devon's vision will be enabled by the extent to which we seek to understand, listen to, and take into consideration each other's needs and constraints.

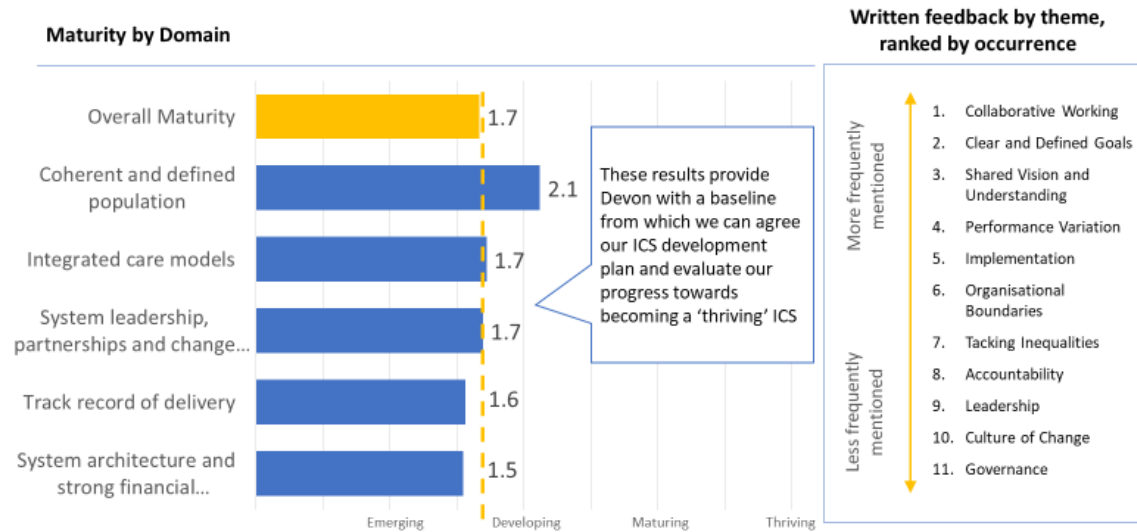
ICS maturity assessment

In parallel, One Devon undertook a self-assessment, using a survey-based maturity framework tool developed by NHS England, to assess its state of system maturity. Participants placed Devon on a maturity spectrum, ranging from 'emerging' to 'thriving, against five system domains.

More than 200 people were invited to take part and 50% responded, giving Devon a maturity of 1.7 (between 'emerging' and 'developing'), with 'coherent and defined population' identified as the most mature domain and 'collaborative working' as the most important theme.

The results provided an agreed baseline and a target to measure and evaluate our system development. The significant quantitative and qualitative data also contributed to a growing shared understanding of Devon's current ways of working and focus for change – informing the design of the ICS development roadmap and focus of the ISD programme.

Overall, responses gave Devon a maturity of 1.7 – between ‘emerging’ and ‘developing: with ‘coherent and defined population’ identified as the most mature domain and ‘collaborative working’ recurring as the most important theme



System development plan

The outcomes of the system diagnostic and maturity assessment were triangulated with output from other key system work – including a clinical and professional leadership survey, local care partnership development programme, and the way we do things together in Devon narrative – and strong correlations were found. The analysis further reinforced the scope, focus and approach identified for year one of the ISD programme plan, including:

- supporting a new collaborative approach to developing One Devon’s new operating model and system strategy, providing the foundations for new ways of working
- mapping our system development to become a thriving ICS in a roadmap to align activities, increase value and identify gaps
- supporting very senior system leaders to develop an outward mindset and apply the approach to key areas of work
- embedding new collaborative ways of working and transformative approaches into key pieces of work / hot topics such as Urgent and Emergency Care, for more immediate impact and to evaluate and learn as we go, to codify and spread best practice.

System endorsement

In May 2022 more than 50 system executives and senior representatives came together to reflect on the diagnostic findings and proposed scope and focus, following their involvement in the diagnostic process.

Leaders participated in a gallery walk and discussions around some key lines of enquiry including:

- general reflections on the analysis and its findings, to ensure authenticity and shared understanding

- specific areas of opportunity to strengthen system working
- missing areas of focus for the implementation phase.

The session produced a rich set of feedback and partners fully endorsed the diagnostic and proposed scope and focus for the ISD programme implementation phase, gaining buy-in and commitment to progress as planned.

ISD programme implementation phase

Underpinned by the extensive evidence and analysis of the design phase, the ISD programme plan focuses in the short term on supporting One Devon to lay the foundations for a new way of working, developing a shared purpose, and adopting new approaches to tackle key issues.

Not only did the five opportunities to strengthen system working help shape the plan, but they also form the bedrock of a collaborative ‘by Devon, for Devon’ approach, bringing together partners to co-produce key pieces of work, test new ways of working, and sharing learning.

Since June 2022, the approach has been applied to a range of system development work underway in One Devon. Examples include:

ICS development roadmap



In September 2022, system partners came together to map One Devon’s development activities against the ICS maturity framework. This resulted in the co-production of a comprehensive ICS development roadmap, detailing how Devon will move from an emerging / developing to a thriving ICS. During 2023, a system-wide group of colleagues will continue to work together to deliver the roadmap, aligning support to bring increased value and ensuring it is continually adapted to meet Devon’s needs. During this time the diagnostic activities from the design phase will be repeated to evaluate One Devon’s progress against our baseline.

Working together to develop One Devon's strategy

In October 2022, more than 100 senior system leaders from across health and care in Devon came together (digitally) for Devon's first change leaders event, led by the ISD programme.

The event aimed to support leaders to gain a shared understanding of our current system context and development, and to begin to co-design One Devon's strategic goals. The output was cross-referenced with other system data, including an analysis of public engagement from 2018-2022, the Devon Case for Change, and the Health and Wellbeing Strategies from Devon's three local authorities, to inform One Devon's Strategy. Co-production work is ongoing with system partners, the public and our communities.

Attendees were overwhelmingly positive about the change leaders event and another session is due to take place in spring to involve system leaders in the co-development of Devon's Joint Forward Plan (JFP), as part of wider involvement activities.

Our ICS strategy and JFP together form the 'Devon Plan', which for the first time articulates One Devon's shared strategic ambitions and a comprehensive plan to deliver them.

“The conversations with attendees from across the system challenged traditional ways of thinking about services and helped develop creative ideas.”

One Devon operating model

A wide range of partners from across One Devon were involved in co-developing a new operating model. The model outlines how Devon will make the best use of our new collaborative structures, including the One Devon Partnership (ICP), NHS Devon (ICB), provider collaboratives, local care partnerships and neighbourhoods. It includes the various components that are key to establishing new integrated ways of working, with people and communities of Devon at the heart. Devon will commence the phased adoption of the model over the next 12-18 months, taking a 'learn-by-doing' approach to continually adjust and improve the model as the system and context evolves.

ONE DEVON'S NEW OPERATING MODEL

Our values and behaviours

Governance arrangements, performance reporting and assurance

Roles, responsibilities and functions of system parts

Vision for our One Devon architecture

Development journey for new operating mode

Urgent and emergency care (UEC)

UEC remains a hot topic for One Devon's partners, with significant operational demands and challenges. The ISD programme is supporting UEC to embed organisational development into its work, to enable improved delivery of sustainable change and outcomes.

In September, a wide range of system partners were invited to a refresh event to explore and develop our approach to UEC. This work was welcomed by participants, enabling more rounded discussions and output, including the identification of priorities to support winter plans and an

agreed focus for longer-term improvements. Devon is now working to embed new improvement approaches to improve urgent care navigation, including establishing conditions for success, adopting outward mindsets, and utilising the 100-day challenge. The learning from both will be evaluated and codified to benefit other programmes.

Evaluation, governance and learn by doing

Evaluation is built into every aspect of the ISD programme, as part of Devon's learn-by-doing approach. The ISD team are currently working with partners at the South West Academic Health Science Network to develop a rigorous methodology for measuring and evaluating the programme's impact and value, in particular One Devon's progress towards becoming a thriving ICS. This includes methods established during the design phase, notably a repeat of the diagnostic and ICS maturity assessment, enabling an evidence-based and consistent approach to evaluating and tailoring the work of the programme and sharing the learning developed.

Governance

The programme provides assurance to One Devon's executive strategy and transformation group, who in turn provide assurance to the ICS executive committee, NHS Devon board and the One Devon partnership, as part of a robust governance structure.

In addition, the programme provides regular system updates and learning opportunities for a wide range of system partners, as part of a comprehensive communications, engagement and education workstream. The programme is committed to ensuring transparency, honesty and inclusion in all areas and across all activities, as key attributes to establishing greater trust and collaboration – fundamental for good system working.

The programme also benefits from the ongoing support of an advisory group, including a wide range of system partners representing a cross section of views. This group acts as a check and challenge to the programme, along with providing invaluable insight, reflections and suggestions to support the ongoing development of our work.

What next

The first year of the ISD programme has focused on laying the foundations for stronger integrated working: building a shared understanding of our current ways of working together, agreeing our ambition to become a thriving ICS and how to get there, and supporting One Devon to adopt new collaborative approaches in key system work.

As the ISD programme enters its second year, we recognise the need to translate the positive impact of stronger integrated working into improvements in health and care for people in Devon. This is no small task in a context that remains extremely challenged, both in terms of operational pressures and finances. However, it is hoped that by focusing on hot topics such as

urgent care, along with the adoption of a new operating model, that the green shoots of change will become apparent soon.

Embedding a new collaborative culture system-wide will require a longer-term and sustained approach. The key will be balancing larger scale strategic change with increased efforts to learn from and support colleagues already championing integrated working in areas across Devon. Success will enable us to deliver real improvements for our people and communities.