

Clinical leadership in service redesign using Clinical Commissioning Groups: a mixed-methods study

John Storey,^{1*} Richard Holti,¹ Jean Hartley,¹
Martin Marshall² and Tatum Matharu¹

¹The Open University Business School, The Open University, Milton Keynes, UK

²Department of Applied Health Research, University College London, London, UK

*Corresponding author john.storey@open.ac.uk

Declared competing interests of authors: none

Published January 2018

DOI: 10.3310/hsdr06020

Plain English summary

Clinical leadership in service redesign using CCGs

Health Services and Delivery Research 2018; Vol. 6: No. 2

DOI: 10.3310/hsdr06020

NIHR Journals Library www.journalslibrary.nihr.ac.uk

Plain English summary

When Clinical Commissioning Groups (CCGs) were set up in 2012/13, they were designed to devolve responsibility and accountability to clinicians – especially general practitioners (GPs). The policy rationale was that layers of bureaucracy could be removed if GPs took responsibility for assessing local health needs and designing and commissioning services that met the needs of their patients. The ‘commissioning’ element offered purchasing power to their work. A number of important questions arise from this innovation. The first and most obvious is whether or not, and, if so, how, GPs would rise to this challenge and opportunity. As far as we are aware, despite a number of research reports about CCGs (e.g. about their governance and their engagement of GPs), until now there has been no systematic reporting and analysis of the actualities of clinical leadership in and around CCGs in specific service redesign attempts.

The research found some novel examples of active clinical leadership in new forms of service design. These occurred at different levels and in different arenas, and the patterns are described and illustrated in this report. On the other hand, many CCGs struggled even to find GPs willing to serve on their governing bodies. In a significant number of cases, non-clinical managers exercised the most influence. Managers took their lead from the NHS England (NHSE) hierarchical structures, and thus the centre-led influence persisted. Moreover, within 3 years of their existence, other major nationally led initiatives and policy priorities took centre stage. Notably, sustainability and transformation plans, launched in 2016, handed strategic service redesign to larger institutional footprints than the CCGs. Likewise, the influential NHSE initiative, the *Five Year Forward View* (NHS England. *Five Year Forward View*. London: NHS England; 2014), placed emphasis on integration and collaboration rather than on competition and commissioning. Many clinical leaders gravitated towards new provider organisations, such as the federations of general practices and other forms of large-scale general practice, rather than towards the commissioning bodies.

Health Services and Delivery Research

ISSN 2050-4349 (Print)

ISSN 2050-4357 (Online)

This journal is a member of and subscribes to the principles of the Committee on Publication Ethics (COPE) (www.publicationethics.org/).

Editorial contact: journals.library@nihr.ac.uk

The full HS&DR archive is freely available to view online at www.journalslibrary.nihr.ac.uk/hsdr. Print-on-demand copies can be purchased from the report pages of the NIHR Journals Library website: www.journalslibrary.nihr.ac.uk

Criteria for inclusion in the *Health Services and Delivery Research* journal

Reports are published in *Health Services and Delivery Research* (HS&DR) if (1) they have resulted from work for the HS&DR programme or programmes which preceded the HS&DR programme, and (2) they are of a sufficiently high scientific quality as assessed by the reviewers and editors.

HS&DR programme

The Health Services and Delivery Research (HS&DR) programme, part of the National Institute for Health Research (NIHR), was established to fund a broad range of research. It combines the strengths and contributions of two previous NIHR research programmes: the Health Services Research (HSR) programme and the Service Delivery and Organisation (SDO) programme, which were merged in January 2012.

The HS&DR programme aims to produce rigorous and relevant evidence on the quality, access and organisation of health services including costs and outcomes, as well as research on implementation. The programme will enhance the strategic focus on research that matters to the NHS and is keen to support ambitious evaluative research to improve health services.

For more information about the HS&DR programme please visit the website: <http://www.nets.nihr.ac.uk/programmes/hsdr>

This report

The research reported in this issue of the journal was funded by the HS&DR programme or one of its preceding programmes as project number 12/136/104. The contractual start date was in December 2013. The final report began editorial review in December 2016 and was accepted for publication in May 2017. The authors have been wholly responsible for all data collection, analysis and interpretation, and for writing up their work. The HS&DR editors and production house have tried to ensure the accuracy of the authors' report and would like to thank the reviewers for their constructive comments on the final report document. However, they do not accept liability for damages or losses arising from material published in this report.

This report presents independent research funded by the National Institute for Health Research (NIHR). The views and opinions expressed by authors in this publication are those of the authors and do not necessarily reflect those of the NHS, the NIHR, NETSCC, the HS&DR programme or the Department of Health. If there are verbatim quotations included in this publication the views and opinions expressed by the interviewees are those of the interviewees and do not necessarily reflect those of the authors, those of the NHS, the NIHR, NETSCC, the HS&DR programme or the Department of Health.

© Queen's Printer and Controller of HMSO 2018. This work was produced by Storey *et al.* under the terms of a commissioning contract issued by the Secretary of State for Health. This issue may be freely reproduced for the purposes of private research and study and extracts (or indeed, the full report) may be included in professional journals provided that suitable acknowledgement is made and the reproduction is not associated with any form of advertising. Applications for commercial reproduction should be addressed to: NIHR Journals Library, National Institute for Health Research, Evaluation, Trials and Studies Coordinating Centre, Alpha House, University of Southampton Science Park, Southampton SO16 7NS, UK.

Published by the NIHR Journals Library (www.journalslibrary.nihr.ac.uk), produced by Prepress Projects Ltd, Perth, Scotland (www.prepress-projects.co.uk).

Health Services and Delivery Research Editor-in-Chief

Professor Jo Rycroft-Malone Professor of Health Services and Implementation Research, Bangor University, UK

NIHR Journals Library Editor-in-Chief

Professor Tom Walley Director, NIHR Evaluation, Trials and Studies and Director of the EME Programme, UK

NIHR Journals Library Editors

Professor Ken Stein Chair of HTA and EME Editorial Board and Professor of Public Health, University of Exeter Medical School, UK

Professor Andrée Le May Chair of NIHR Journals Library Editorial Group (HS&DR, PGfAR, PHR journals)

Dr Martin Ashton-Key Consultant in Public Health Medicine/Consultant Advisor, NETSCC, UK

Professor Matthias Beck Professor of Management, Cork University Business School, Department of Management and Marketing, University College Cork, Ireland

Dr Tessa Crilly Director, Crystal Blue Consulting Ltd, UK

Dr Eugenia Cronin Senior Scientific Advisor, Wessex Institute, UK

Dr Peter Davidson Director of the NIHR Dissemination Centre, University of Southampton, UK

Ms Tara Lamont Scientific Advisor, NETSCC, UK

Dr Catriona McDaid Senior Research Fellow, York Trials Unit, Department of Health Sciences, University of York, UK

Professor William McGuire Professor of Child Health, Hull York Medical School, University of York, UK

Professor Geoffrey Meads Professor of Wellbeing Research, University of Winchester, UK

Professor John Norrie Chair in Medical Statistics, University of Edinburgh, UK

Professor John Powell Consultant Clinical Adviser, National Institute for Health and Care Excellence (NICE), UK

Professor James Raftery Professor of Health Technology Assessment, Wessex Institute, Faculty of Medicine, University of Southampton, UK

Dr Rob Riemsma Reviews Manager, Kleijnen Systematic Reviews Ltd, UK

Professor Helen Roberts Professor of Child Health Research, UCL Institute of Child Health, UK

Professor Jonathan Ross Professor of Sexual Health and HIV, University Hospital Birmingham, UK

Professor Helen Snooks Professor of Health Services Research, Institute of Life Science, College of Medicine, Swansea University, UK

Professor Jim Thornton Professor of Obstetrics and Gynaecology, Faculty of Medicine and Health Sciences, University of Nottingham, UK

Professor Martin Underwood Director, Warwick Clinical Trials Unit, Warwick Medical School, University of Warwick, UK

Please visit the website for a list of members of the NIHR Journals Library Board:
www.journalslibrary.nihr.ac.uk/about/editors

Editorial contact: journals.library@nihr.ac.uk