

# **TEC Transforming Local Systems (TLS) Pathfinder Programme**

## **Phase 1 Evaluation: From Concept to Pathfinders**

**January 2020**

**V2**

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## Acknowledgements

The author would like to thank all those contributing to this review for their time and insights.

## **2 Introduction**

### **2.1 Purpose**

This report is an early-stage qualitative review of the TEC TLS Pathfinders workstream undertaken on behalf of the Programme Director. Its purpose is to identify any immediate learning for the programme that can inform future stages, and to capture early stakeholder feedback as part of overall evaluation before it is lost to the programme.

### **2.2 Context**

The 2018 Digital Health and Care Strategy identifies Service Transformation as one of six key Domains in using technology to reshape and improve services, support person-centred care and improve outcomes. Within this strategic domain, the TEC Programme is supporting four local Pathfinder projects to embed digital technology in the transformation of local supports for health and wellbeing that shift local delivery upstream towards prevention and supported self-management.

### **2.3 Scope**

This review covers the period from development of the Pathfinder concept to the selection and early support of Lead Partners.

Each Pathfinder Project will carry out its own evaluation relevant to the transformation of local services. The national programme will review the overall approach being taken, its impact and wider learning. This will be shared with others working to transform services and used to inform future plans. This report contributes to that wider review.

### **2.4 Method**

Background information was gathered from a review of programme documents and observation of meetings.

Semi-structured telephone or face-to-face interviews took place between mid-July and end August 2019. Interviews were based around a set of questions agreed with the review sponsor. Views were captured from three stakeholder perspectives: the partnerships themselves - both those that achieved Pathfinder status and those that did not; senior leaders and programme sponsors; and the national programme team. A list of those interviewed is included as Appendix 1.

Note that the range and number of stakeholders interviewed is not all-inclusive and the information gathered reflects individual views. There is, however, sufficient commonality to group findings into themes and draw out learning points for consideration.

### 3 Background and Activity in period covered by review

In February 2017, an initial think-piece was presented to the TEC Programme Board for discussion. This reflected on and identified future opportunities based on the activity and learning from close to three years of the TEC Programme.

In May 2017 the TEC Strategic Priorities paper was considered by the TEC Board. This was developed over the coming months and approved by the TEC Programme Board in August 2017. The final version was published in October 2017 as *Strategic Priorities for Technology Enabled Care, 2018-2021*.

The initial approach to the Pathfinders programme was developed in collaboration with leaders from the stakeholder community through a number of scoping interviews in January 2018. A two-stage approach was unanimously supported. Stage 1 would take a relatively light touch and focus on identifying those with enthusiasm, commitment and ambition to take part in the programme. Stage 2 would be the development of proposals. The period between stages 1 and 2 would be used to support the development of proposals in line with programme aspirations.

Expressions of interest in the programme were invited in August 2018. 19 of the 32 Health and Social Care Partnerships in Scotland responded. Of these, 14 met the criteria and were provided with seed funding to support development of their proposals.

It had been agreed in principle that the Pathfinders programme would adopt and promote the Scottish Approach to Service Design. In the spirit of the SATSD, the Programme decided to undertake a Discovery period for design of the programme itself, including co-production of the process design with partnerships. In December 2018 co-design workshops were held with the 14 partnerships, followed up by telephone meetings with stakeholders to inform and clarify the approach.

The *Discovery End Phase Report, 17/1/2019* provides an overview of the approach adopted to co-designing the Pathfinders process.

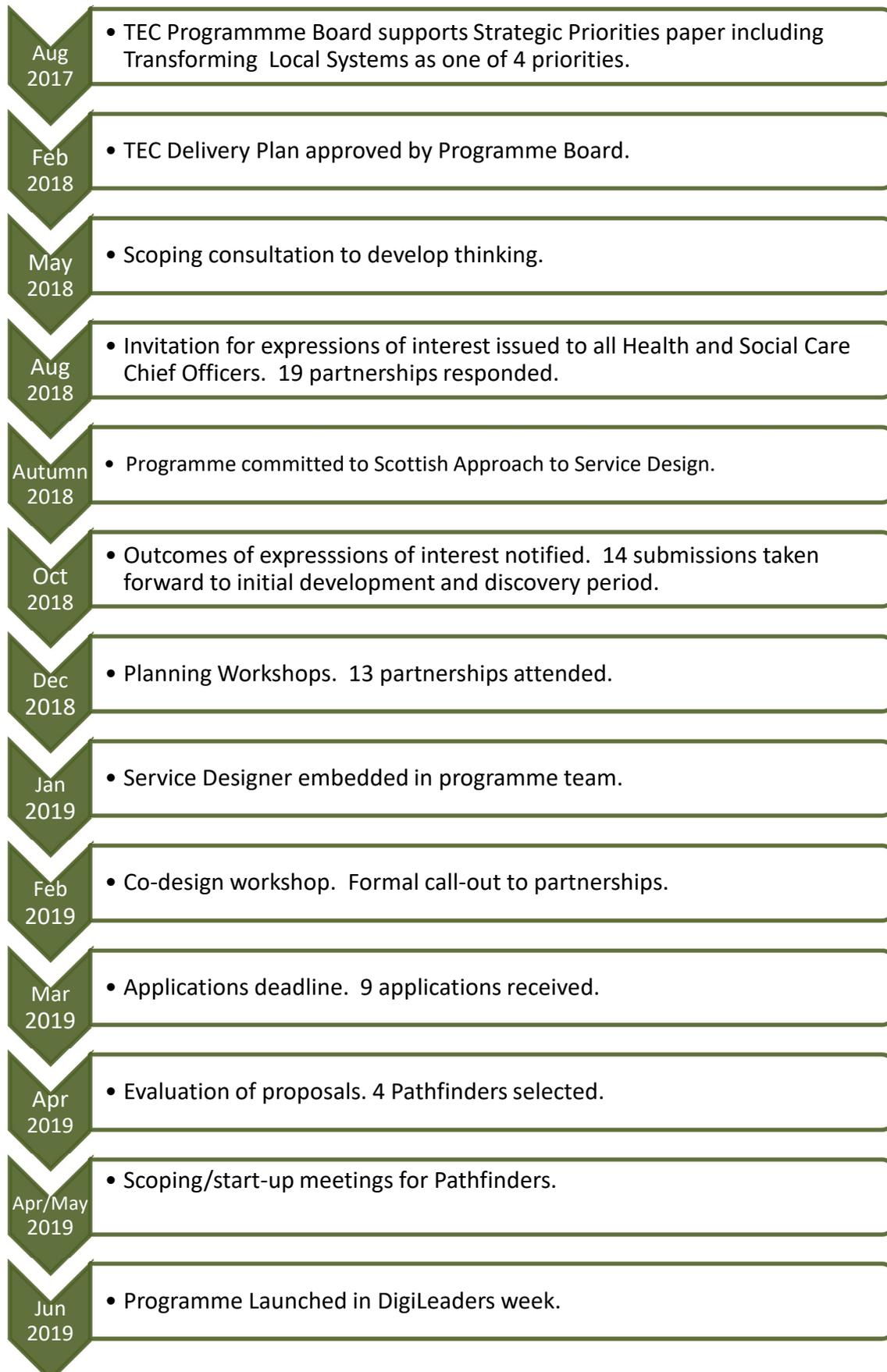
In December 2018, the TEC Programme started discussions with HIS Improvement Hub (iHub) and the Scottish Government Office of the Chief Designer. Strong synergies between the Scottish Approach to Service Design (SATSD) and the TEC Programme were recognised. This would be the first programme in the Health and Social Care sector to adopt “the Scottish Approach”. In January 2019, the Office of the Chief Designer and the iHub supported placement of an experienced service designer within the national programme team.

Partners were formally invited to submit proposals in February 2019. The deadline for submissions was the end of March 2019. Partners had been invited to consider whether the evaluation process itself should be undertaken collaboratively but the consensus was that a traditional approach should be taken, led by the national programme team.

In April 2019 four Pathfinders were selected. Start-up workshops took place with each of the Pathfinders, followed by Discovery workshops to provide more information and tools in

relation to the Scottish Approach to Service Design. The Programme was formally launched in June 2019.

Figure 1: Milestones Timeline



## 4 Findings

This section groups feedback gathered during the interview process into themes. Where comments or quotes are included, the type of stakeholder is indicated in square brackets as partnership [p], sponsor/senior stakeholder [s] or national team member [n].

### 4.1 Need for the programme

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*“this feels different”*

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A number of organisations offer funding opportunities to the public sector in Scotland, including Innovation Centres, Research Institutes, Funding Councils, Universities, Charities and Government. Stakeholders were asked what was different about the TEC TLS Pathfinders programme or whether it was simply another route to achieve funding in straitened times.

Support for the funding opportunity combined with the programme approach was overwhelmingly positive. This was often attributed to the TEC Programme itself now being an established and credible ‘brand’. Those partners interviewed generally had a long involvement with the TEC Programme and were supportive of its ethos and approach. Feedback indicated that the ongoing involvement and follow-up of the programme is important; funding has not simply been doled out and the projects left to their own devices.

The “wrap around” [p] availability of national support and access to national frameworks through the national programme was viewed as key. One partnership commented that if the TLS Pathfinders programme did not exist then activity would only have “partially happened with a narrower focus. There would have been a clinical focus on making the process lean and looking for waste in the system... [it] would have focused more on clinical practice.” [p].

The TLS Pathfinders programme was often viewed as a unique and exciting opportunity.

Comments included:

- This feels different. The expectation is transformation and co-production with people. This is different from other programmes where usually the focus on transformation is less explicit. [p]
- This programme is needed. Innovation funding focuses on the development of new things and not their adoption. [s]
- Local authorities won’t have the money to invest in testing new things. [p]
- We would have attempted this without the Pathfinder but wouldn’t have had the resource to support it. [p]
- The TEC programme is definitely necessary, bringing the traditional understanding of eHealth into line with 21<sup>st</sup> century economy and delivery...There are big gaps in maturity models. We need seed funding and access to expertise. [p]
- I don’t think we could have done this in another way. There are different income streams but no funding proposed in this way – that want you to explore and want

transformational change in health and social care...Other funding streams don't give that level of buy-in. [p]

- Health and Social Care desperately need transformational change but don't know what it looks like. They can't look above the parapet. This gives them the confidence since it's from the Scottish Government. [p]
- In a statutory environment you reduce risk. The Pathfinder almost gives a way through that. As a Scottish Government project, whatever we find out will have credibility. It gives it a stamp of approval. [p]
- It gives us an opportunity that wouldn't have been there. [We have] never had the opportunity to have the time and support. [p]
- Permission to work differently. [s]

**Finding 1:** *Stakeholders voiced a clear need for this type of programme in Scotland. The combination of national status, programme approach and funding opportunity was viewed as a unique offering.*

## 4.2 Scottish Approach to Service Design

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*“exciting and necessary”*

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The programme is adopting the Scottish Approach to Service Design (SAtSD or “the Scottish Approach”). This aims to ensure a consistent, common approach to designing services and supports across the public sector that makes it easier and more efficient to deliver transformation. Its practical application means that the first six months of the Pathfinder projects will focus on understanding the problem through a process of discovery and problem definition.

The SAtSD was not embedded at the outset of the TLS Pathfinders programme, and this was viewed as unfortunate by some. There was a perception that the programme was “still adopting the ‘come with an idea and we’ll fund it’ approach” [s] until design-thinking was adopted:

- When we initially looked at the pathfinders approach, it tended to underplay what partnerships were trying to do and overplay what they could do about it...Can we inject space?...Can we create a bit more space for people to spend time making sure they are tackling the right thing? [s]

At this point the programme was already underway, and partnerships were starting to form ideas around their proposals. When SAtSD was embedded in the programme, the “approach changed in line with its adoption” [n]. The new approach meant that some unpicking was required in those partnerships who had started to develop plans. There was frustration from design colleagues that “We came to the process late - the level and shift of change is small” [s]. It was perhaps “not early enough to avoid the situation [of jumping to solutions]” [s].

**Finding 2:** *The Scottish Approach to Service Design was not embedded at the outset of the TLS Pathfinders programme, and this was viewed as a missed opportunity by some.*

**Reflection 1:** Future programmes seeking to make transformational change should embed the Scottish Approach to Service Design, and the skills to support it, from the outset to free-up thinking. This would provide maximum exposure to the design principles and increase the potential for challenging traditional behaviours.

Partners were generally enthused by the approach. The investment of the programme in time to explore the problem was welcomed:

- The difference between this project and the overarching TEC programme is that in the first three years of TEC you bid for something you wanted to do. The change with this is more time to work it out. [p]
- ..an opportunity to think through the issues.[p]
- This is really different and really interesting. [p]
- We wouldn't have spent as long finding out. It's safer to do that in this programme. Gives us time and space. Sometimes targets need met very quickly – there's no time and space to lift your head up. [p]
- April to June to start discovering – SUCH an amount of time after the fact that we weren't required to 'do something'. [p]
- Something new – quite nice to legitimise the state of lead-in time. [p]
- The approach feels pretty liberating... empowers you to take the time... more sustainable and more 'right'. [p]
- A good thing has come out of this. It's exciting and necessary. [p]
- We are too busy trying to make Scottish Government targets to have time to do anything more focused. It's a reactive environment. Unless you're taken out of the rat race then the rat race goes on and on. This is why it's so different. [p]
- This approach is needed because most projects come with an idea of the solution... TEC is providing support to identify the *real* problem – not just seeing TEC as an add-on but as part of an end-to-end service. [n]
- This approach allowed the pathfinders to understand the national drive to provide space and time in the first Diamond [Scottish Design Council Double Diamond approach] to understand the problem. [n]

The Scottish Approach was described variously as “fantastic”, “amazing” and “exciting”.

**Finding 3:** *The Scottish Approach to Service Design has fired genuine enthusiasm and excitement within partnerships and the national team.*

**Finding 4:** *The opportunity and permission to take time exploring the problem has been welcomed by partners.*

There were, however, notes of caution around translating the theory into practice, and how to gain support for the approach more widely across the partnership:

- If you are immersed in it, taking the idea academically for a walk is fine...but how to explain to those not immersed in it? [p]
- So far so good, haven't practically tested. [p]
- The Approach is refreshing – but it would have been nice to go into more depth and be practical: 'this is how we could apply the approach to this programme'. [p]
- The workshops aided understanding, but it was described in a kind of zealous, theoretical way. It could have been more realistic and used better examples of what happens in practice. You need to be aware of the nitty gritty and problems along the way. [p]
- This approach is right...there has to be a move towards co-production in a way that really embraces adaptive change, profound change... The Scottish Approach makes sense to me, but the current working environment couldn't be further from it. [p]
- Clinicians are uncomfortable about the Discovery phase – too wishy washy for them. It's not scientific or a clinical trial. [p]
- We are wrestling with the PRINCE approach. It's an issue for the whole partnership – it will be a change. [p]
- It challenges the entire infrastructure for project delivery – PRINCE starts with project definition. [s]
- Our project manager is totally uncomfortable. [p]
- It has been quite stressful. I appreciate the intention but when trying to interact with others you get "that's all very well but..". [p]

**Finding 5:** *There will be challenges in the practical application and communication of the approach in the current delivery environment.*

**Reflection 2:** There is a risk that the programme approach is 'preaching to the converted' and may be less well understood in the wider context. This is a clear area of focus for national programme support.

### 4.3 What does success look like?

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*"in Improvement you don't fail"*

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Stakeholders were asked what success of the national programme would look like for them. Three broad definitions of success were identified: direct learning from the Pathfinder process; local service innovation and transformation; and learning as a shareable asset.

#### 4.3.1 Learning from the process

Building experience of applying the Scottish Approach to Service Design in practice was seen by some senior stakeholders as a positive achievement in its own right:

- The approach and adaptation is as important as the end result. [s]
- In Improvement you don't fail. [s]
- Embracing service design methodology is different. Success will be where it is truly embraced. [s]
- True success will be if [partnerships] engage meaningfully with users and conduct good user research. [n]
- Success would be to find out what they originally thought is not the problem. [s]

#### 4.3.2 Local service innovation and transformation

Partners were ambitious for local transformational change:

- It should not just solve a problem we had anyway but be a step towards doing something quite different. [p]
- Conversations in clinic will be entirely different. [p]
- The best outcome would be genuine transformation starts to happen. If people are involved and it works for them it becomes contagious: contagious innovation. [p]
- Creating opportunities for more innovation, more risk-taking around using solutions in ways not used before. [p]
- Success would be a collaborative bit of shared working that persists and ripples out. Once enabled the approach can be used again without additional funding. [p]
- There will be a shift towards prevention rather than addressing acute presentation. [p]
- People receiving packages of care where there is undoubtedly a human component but where the TEC approach is maximised as well. [p]
- The Service as the innovation and not the technology. [s]

#### 4.3.3 Learning as a shareable asset

There was strong support for the idea that learning from the Pathfinders will have national significance:

- Learning will spread to other areas in Scotland. [p]
- The model is taken broadly and widely across Scotland. [p]
- Success would be partnership approaches having take-up and being incorporated into the mainstream. [p]
- Other partnerships take the learning and apply the approach to other things. [s]
- Finding an implementation model that could be used in different areas. [s]

It was notable that while stakeholders often identified the spread of learning as a measure of success, there was less clarity around *how* successful models might be adapted and propagated more widely.

**Finding 6:** *Three broad definitions of success were identified: direct learning from the Pathfinder process; local service innovation and transformation; and learning as a shareable asset.*

**Reflection 3:** The success criteria identified by stakeholders might inform measurement of benefit and evidence of value in programme evaluation.

## 4.4 Factors for success

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### *“ a remarkable level of senior support”*

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Stakeholders were asked about the conditions for success of the national programme, and whether these were present. Factors for success fell into three main categories: leadership; governance; and collective experience.

#### 4.4.1 Leadership

The level of senior support and visibility of the programme was recognised. The presence of Scottish Government Directors-General at the launch was described as remarkable.

- The route of the funding through a Scottish Government national programme gives it weight. The National TEC programme gives priority and credibility. [p]
- Some things need to be addressed at national level since they can't be fixed at the local level. [p]
- The national programme team went in high, and raised the profile. [s]
- Chief Officers are engaged. It's important to ensure this ties in at a strategic level and is on the agendas of IJB. [s]
- TEC Programme has the capacity to engage nationally and locally and raise enthusiasm. Framing within the 4-year TEC programme helps – this has not come 'out of the blue'. We have been able to engage and tap into national networks. [p]
- There is a leadership opportunity for government to support and raise the profile – and provide a bit of challenge. It is hard internally to challenge – it's difficult to create momentum when people are wedded to a way of working. [p]
- A remarkable level of senior support at the launch. [s]

**Finding 7:** *The level of senior support and visibility of the programme is recognised.*

**Reflection 4:** The importance of national and local leadership cannot be underestimated.

#### 4.4.2 Governance

The way in which Pathfinders were selected and the follow-up process were cited as protective factors:

- The conditions for change needed to be in place. [s]

□ It is – wisely - quite clear that the TEC Pathfinder people won't just walk away and leave the Pathfinders to their own devices. That level of scrutiny – a critical friend - will help projects succeed. [p]

□ The national team can highlight progress and keep partnerships on board. [p]

**Finding 8:** *The approach to programme governance is viewed as a factor for success.*

**Reflection 5:** There is a clear role for the national team in providing challenge and support to the Pathfinders.

#### 4.4.3 Collective experience

The experience of the team and the combined experience of the partnerships were viewed positively:

□ [The programme] will succeed because of good experience and good, committed partners that we have worked with before. [s]

□ We can apply our team/networks to underpin what will be a great opportunity. We are very grateful for that.. This really feels like it can work ... it has already created important conversations. [p]

**Finding 9:** *Collective experience is recognised as key.*

**Reflection 6:** Setting the Pathfinder challenge in the context of a well-established national programme will enable a progression of collective knowledge and understanding and re-use of the assets, connections and experience it has built over time.

### 4.5 Risks, challenges and barriers

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*“will they leave it alone?”*

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Stakeholders were asked for their views on the risks and challenges that would be faced by the programme. Comments fell broadly into 4 categories of risk: resources – time, money, people; culture and change; leadership; and strategic fit.

#### 4.5.1 Resources: time, money, people

##### Time

A number of interviewees commented on the risk of a “lack of staying power” [p] for the time it would take to achieve transformational change and the “deliverables against spend if solving a wicked problem” [p]. There was a recognition that it “takes much longer to have an output” [s] and that a “community empowered engagement programme is time consuming” [s].

There was a concern that Scottish Government priorities might change, along with the strategic commitment to move in this direction – “will they leave it alone?” [p].

There was acknowledgement that “there will be frustrations – people want to get it done!” [p].

Extending the programme from two to three years was supported, “since it will take time to apply the approach” [n].

**Finding 10:** *There is a nervousness that support for the time it will take to deliver transformational change will fade and that political, operational and financial pressures will be brought to bear within the lifetime of the programme.*

**Reflection 7:** It will be important for senior leaders to provide consistent, visible commitment for the longer timescales associated with transformational change.

## Money

Funding risks for the national programme were identified, for example “if they don’t get what’s committed for the next year” [s] or “if Brexit changes funding cycles” [p]. One self-confessed optimist qualified their positivity with “The big BUT is the financial envelope”. [p]

One partnership talked about the impact of short term funding on staff churn:

- If posts can only be recruited as short-term this results in a stop/start approach that means conversations often have to start again from scratch. Shared learning and experience gets lost. [p]

## People

The level of resources required to achieve desired outcomes was perceived as a risk:

- Resources aren’t sufficient collectively. Capacity and capability at local level against the pressures of keeping the lights on. [s]
- Capacity of the system to engage in change where there are so many priorities... capacity of local teams to focus on one thing. [s]
- Resources. Most of the teams are recruiting lead posts for the work. [n]

### 4.5.2 Culture and change

Comments generally focused on buy-in and managing expectations:

- Getting people to understand the approach. [s]
- Getting everyone on the same page. [p]
- Where it requires the input of health.... experience has shown this is where some projects fall down...unless clinicians engage there is no point. [p]
- There are people who we will never convince that TEC has a rightful place in the care package. [p]
- They have pressing agendas and priorities. Shoe-horning an opportunity into an ongoing programme of work is a risk – it’s not just about fitting it in. [p]
- There’s a lot of talk about innovation but the organisation is quite traditional and risk averse. [p]
- There’s a risk of lack of aspiration or too much aspiration. There is lots of change happening at systems level and there may be push-back from staff. There is a risk

this will be viewed as the ‘emperor’s new clothes’ – still too far away to be achievable. [p]

- Creates expectations – generates unrealistic aspirations that amazing things will happen and that there is a silver bullet. That we need to come up with something that ‘fixes all this’. [p]

### 4.5.3 Leadership

The risk of leaders not being fully sighted or engaged was highlighted:

- The TEC programme is not visible enough to folks like directors. The national team should be more actively canvassing around IJBs and primary care. [p]

One partner expressed concern that there was a gap between aspirations for collaborative leadership and their experience of the environment:

- What I observe is hierarchical, status orientated, command and control approaches that kill this stuff stone dead. [p]

There was recognition from the national team of the role they might play as senior influencers and as a conduit to bring the learning into Scottish Government:

- A potential barrier to progress might be a top down drive for focus on meeting targets rather than allowing space for innovation. The central programme can help with senior stakeholders looking for targets and numbers. [n]
- [Pathfinders] need to identify the barriers that senior sponsors won’t address. There is potential to get stuck if the project has a dependency on an area there’s no appetite to change. [n]
- Some problems are much bigger than local...and bigger than the national team. [p]
- The national team and national boards collaborative will have a big role – stuff around financial governance versus care governance needs explored. [p]
- [The Pathfinders] will come up with issues – thorny issues – that will need discussion and links at national level, such as digital support and care governance. [p]

**Finding 11:** *Not all issues can be resolved within the Pathfinder (or TEC) Programme.*

**Reflection 8:** There is a collective responsibility within Scottish Government and partner organisations to influence senior leadership and provide direction on issues where a national approach for Scotland would maintain momentum and achieve consistency.

### 4.5.4 Strategic fit

Some views were expressed around strategic fit with the new national digital platform that is being developed by the National Digital Service (NDS) of NES:

- At the one end we have systems architecture looking at BYOD [Bring Your Own Device], at the other Tunstall boxes and buttons coming through the Pathfinders. Where are the stepping stones to get us from here to there? [p]

- There is a danger of going into products that are easy to buy off-the-shelf – ‘the supplier has this and it’s digital’. This might not be where we want to go...we need to have influence over suppliers. [p]
- A bit more Strategy and Policy time would be helpful to ensure the work continues to align with the many strategies around. [n]
- The projects must fit both with local strategy and national strategic priorities. There is an inherent dichotomy in locality level strategies based on local need and the “once for scotland” approach. What will be delivered nationally is still unknown. [s]
- TEC has been a thing apart. It needs to be cemented in the digital strategy. Not something to one side. [p]

**Finding 12:** *There is some lack of clarity around how different Scottish Government strategies and policies work together to support a coherent approach.*

**Reflection 9:** There is a need to align and clarify Scottish Government strategies and their reach to maximise impact and reduce duplication.

## 4.6 Experience of the Pathfinder process to date

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*“it was refreshing”*

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### 4.6.1 Co-design of process

The process was described by one partner as one of “joint discovery from the programme and partners” [p]. It was decided to co-produce the process itself through discovery workshops and follow-up, and this was viewed very positively by some partners:

- The process was absolutely co-produced... Feedback through the application process and other partnerships’ feedback was welcome...It was interesting to hear the collaborative view – we were comfortable.. it was very refreshing – were others comfortable? [p]
- Amazing programme – loose in terms of what you could bid for and a wide range of projects. Great opportunity. It’s a bonus to be allowed that scope and that opportunity. [p]
- I found [the approach] refreshing...I like the fact that there were no complete tablets of stone.. There was not an absolute level of clarity but a sense of involvement. [p]
- The way that innovation funding often works is by encouraging partnership working and then forcing competition to achieve the funding. The co-design approach of the Pathfinders project addressed that competitiveness and opened things up by not pitting the projects against one another. It allowed projects to get funding that might not normally succeed. [n]

Other partners were less comfortable with this approach:

- Co-production bordered on no clear direction. Replacing structure with an approach that people would buy into resulted in a lack of clear direction. [p]

- It felt a big vague and woolly – I was getting back at the ranch ‘what is it they are looking for’? There was a pressure back at work to be successful. ‘Give us something firmer about what’s required’. [p]
- I got the impression they weren’t as clear in the initial stages. Loose ideas here. Although laudable to canvas views, the negative side is a lack of clear direction. Organic or oblique? [p]
- The process became clear but it wasn’t at the outset. It seemed to be a collaborative approach, which muddled the water initially. We thought more people would get less money – ‘we’ll all get something’. It registered we were in a competitive bid process only after a phone call with the national team. [p]

These reflections are perhaps understandable with a new approach. Both the national team and the partnerships were learning at the same time, and some partners were looking for the national programme to act with its customary confidence and expertise. It may be significant that the first three views voiced above came from partnerships that did not achieve Pathfinder status.

**Finding 13:** *There were mixed views around the co-design of the programme. Although a real enthusiasm for the concept was in evidence, some found the approach confusing.*

**Reflection 10:** It will take time and support to embed co-design into current ways of working.

#### 4.6.2 Application process

There were mixed views on the ease and clarity of the application process. It would seem that these different experiences came down largely to levels of local resource and experience. It is notable that the programme was conscious of this potential issue and provided funding of £10k to help partnerships avoid this issue. Positive feedback included:

- The application process was not onerous. The form was very logical with helpful layout. [p]
- I enjoyed putting the application together. We know our population, our priorities and our strategic direction. [p]
- Rational, seemed to make sense. Not hugely onerous. [p]
- There was an opportunity to talk to peers during the application process. [p]
- Felt informed – I knew what needed to be done. [p]

The experience for some was more challenging:

- Compared to previous submissions it was quite labour intensive. The guidance was quite contradictory...a lot of the background information was not particularly helpful and took time to navigate through and interpret. [ p]
- Some bigger partnerships have big teams and can churn out numbers of applications. [p]

- It was onerous because we are extraordinarily short of people – even on an even keel it would have represented a fair bit of work. [p]
- It’s hard in a small system...you can’t put a team together before funding is available. [p]
- I want to say it was a LOT of work. [p]
- It was not clear how to apply, and in particular about how much time we had. [p]
- It was difficult – you want to say what you are going to do. [p]
- The £10k was useful but the process to spend it meant that we had to commission someone. [p]

**Finding 14:** *There were mixed views about the ease and clarity of the application process. Levels of local resource and experience were key to these perceptions. Only one partner mentioned the availability of up-front funding, but this in the context of the challenge to spend it.*

**Reflection 11:** It would be helpful to gain a clear understanding of how and where the £10k was spent by partnerships, and whether in fact it helped ‘level the playing field’ in terms of resource allocation and focus.

#### 4.6.3 Assessment and feedback

The openness of the brief resulted in a mix of applications:

- The quality of submissions was very mixed, probably down to the scope of the programme and the ask. The very wide scope provided an opportunity to focus on any local problem. [n]

Two partners voiced a lack of understanding of the assessment process:

- We didn’t know how it would be scored except that the digital office would be involved. [p]
- Decision making behind closed doors. [p]

Those proposals that were not funded reported clear feedback:

- Feedback was clear. [p]
- I understood where they were coming from in feedback. [p]

**Finding 15:** *The approach to assessment was not clear to all applicants.*

**Reflection 12:** Those submitting proposals should fully understand the assessment process.

**Finding 16:** *Feedback provided by the national team after evaluation was understood and accepted.*

#### 4.7 National guidance and support

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*“very impressed with the central team”*

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### 4.7.1 National team

There was strong support for the “highly experienced people leading the programme” [s] and the “different skills and expertise” [s] they brought to the table. Comments included:

- More of the same needed. [p]
- The Team work well together. [s]
- Communication has been good. [p]
- Margot, Amanda and Alex are very helpful in calming nerves. This could be really good. [p]
- We have had offers of additional support right through. [p]
- Very impressed with the central team. [p]
- The central team have a huge amount of background, experience, and tools we wouldn't normally have easy access to...Without their support we would have gone nowhere. [p]
- The use of contractors in senior roles works well and fits naturally within the team. [n]

The level of respect for the team was such that even where some less positive views were expressed, these were constructive and expressed in the context of support for the team:

- The national team has a concept that partnerships have a team of people ready and waiting to do the work, for example asking to arrange meetings “when you know what dates your team can do”. We don't have that level of infrastructure. [p]
- We need continued input and support [from the national team] but not taking over individual projects – the national team need to step back. They have provided strong guidance but will need to step back and let the project team take the lead. It has been more prescriptive than anticipated and in other parts of the TEC programme. [p]

**Finding 17:** *There is strong and unanimous support and respect for the skilled and experienced national team.*

**Reflection 13:** The value of skilled and experienced national resources with domain knowledge is important to relationship-building and confidence. The level of input and guidance from the national team will need to be balanced with local leadership and empowerment.

### 4.7.2 Workshops and events

The programme has run a number of events and webinars, particularly in respect of communicating the Scottish Approach to Service Design (SAAtSD). Delegates were invited to complete feedback forms on the day, and that feedback has been largely very positive. The detailed analysis is not included here since it is available separately. Interview comments included:

□ Helpful, useful events. Good networking support. [p]

□ Events have been positive and encouraging. [p]

One partner complained of “death by presentation” [p] while another could not get enough of it “There were two rooms with presentations happening at the same time so we only saw half of the groups pitch. You wanted to be in the room to support your own pitch so couldn’t see them all” [p]. One partner commented that the workshops could have been more practical – “more learn and do, rather than a repeat of what had already been said”.

**Finding 18:** *Workshops and events run by the programme have been generally very well received. The networking opportunity in particular is valued.*

**Reflection 14:** Other programmes might learn from the approach to communication and information provision offered by the TEC TLS Pathfinders national team.

### 4.7.3 National Programme planning and resources

Some difficulties were identified internally around the initial set-up and organisation of the national programme. This was exacerbated by changes in personnel within the TEC programme and a single part-time resource working on the programme until late 2018:

□ We need to get our house in order – who’s supporting each partner? ...national support has been a bit of an afterthought. [s]

□ What support do the Pathfinders want? We could have initiated that conversation with partnerships earlier, perhaps at the initial workshop. [s]

□ A lot of people are involved in the national team – who’s doing what?...Is it good or bad to have so many people? The team is still being formed. [s]

□ [It would have been good to] bring in someone to help create the project documentation sooner. We are still drafting, and having this in place from the very start would have been good. The impact of this has been that the project is not as well co-ordinated as it might have been. [n]

□ The programme could make good use of more programme management and project support capacity. [n]

□ The time, effort and capacity required at national level was underestimated. [s]

□ How do we capture what we’re doing in an interactive and engaging way that sells the story of why it’s being done like this? We need a communications role [within the national team]... to pull information together so we can blog all the time and do the storytelling of what we are learning through the process. [n]

**Finding 19:** *The internal programme reported challenges around national resourcing and programme documentation in its initial stages.*

**Reflection 15:** Future initiatives should not underestimate the requirement for central co-ordination and support to get things off the ground.

### 4.7.4 National collaboration

There was some feedback around the difficulty of maintaining wider collaboration at this stage in the programme:

- Keeping in touch with pathfinders can be a struggle. [n]
- It doesn't feel like peer review is happening. [p]
- We are all struggling to get own projects and thoughts together – it would be futile to meet with other partnerships at this stage – meeting for the sake of it. [p]
- [It will be difficult to] maintain a community of partnerships. [There is] no direct correlation between our project and others. Working together will be awkward – there is no real synergy. [p]
- It will be a challenge to keep the community of TEC within the programme. [p]
- How to share learning and approach between pathfinders. Midlothian and Highland both have frailty focus. Will there be shared learning at operational level with others? This is a challenge. [s]
- The competitive element, where only some get resource, introduces a risk of fracture in the overall TEC programme community which has been running for some years. There is a risk of insularity and potential duplication of learning. [p]
- The Knowledge Hub is dormant. Everyone has been invited and a few have joined (about 30%), but it's not being used...It has died a death due to lack of capacity at this end and lack of usage at the other. [n]

Some unfunded partners expect to have no further involvement:

- It's very difficult to keep up with emails – if not front-and-centre then it goes down the list of priorities. [p]
- We have not been invited to anything else. As a fairly small organisation, where do we put our resources? [p]
- The pathfinders are quite niche.... Finding synergies is difficult. [p]
- We need to make the right network connections to take a lead role with others who didn't get funding. They might be feeling aggrieved.

Where others were positive:

- We expect to have close involvement with the Pathfinders... We see the opportunity and it's too great to let it go by the wayside. We want to make sure that we don't just learn from one Pathfinder but from all. [p]
- Really enjoyed working with programme and the attendance at workshops was useful – some that we knew already and some new. Very interested in where it goes ...Margot fleshed out the themes and suggested links. [p]
- We want to be connected to the other pathfinders. [p]
- [named partners] can contribute by providing a constructive critical friend role. [p]

**Finding 20:** *Some concerns were raised around the challenge of maintaining wider collaboration and communication within the TEC community.*

**Reflection 16:** It will be important for the national programme to find ways to include the wider IJB community and how to get the learning out to other stakeholders. The national programme team will play a significant role in maintaining and promoting connections.

## 4.8 What do stakeholders want to learn from the national evaluation?

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*“it will show people the art of the possible”*

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Stakeholders were asked what they wanted to understand from the overall programme evaluation. There was significantly more interest in this question from senior stakeholders and the national team than the partnerships, whose natural focus will be on their own Pathfinder evaluations. The main interest from partners at this stage was in what their colleagues in other partnerships thought of the co-production of the programme and the Scottish Approach to Service Design. What people wanted to understand from evaluation fell into three main areas: information for national strategic direction and planning; an improved evidence base; and understanding the views of others.

### 4.8.1 Information for national strategic direction and planning

- If there's value in this approach then how quickly do we offer it again to other areas? [s]
- What is the optimal level of support? The programme is providing more dedicated support to the four pathfinders – this would be diluted if providing to more. [s]
- How can we support the development of design capacity and expertise – do we employ a team of designers and developers? [s]
- Does the design approach belong to Digital or is it part of a corporate ambition of embedding design in service delivery? Is it a Digital issue or a Workforce one? [s]
- Is this the sort of support the HIS Improvement Hub should offer? Does it influence our leaders and politicians in terms of their understanding of how long it takes to do proper service redesign? [s]
- How do we apply national resources in a way that gives the best chance of success? Can national supports link in with other reform programmes? [s]
- How are we supporting the pathfinders to embrace emerging challenges? How can we set them up for cultural shift? [s]
- Hoping to learn where the pinch points/pain points are and how to solve them. [s]

### 4.8.2 An increased evidence base

- Is it an improved way of working? Better outcomes? [s]
- Is it a better model? [s]

- It will show people the art of the possible...We need stronger evidence to demonstrate that if we do digital plus systems plus workforce we can create community. [s]

### 4.8.3 Understanding the views of others

- I'm interested in the views of other partnership areas. In the February workshop you could sense after the elevated pitches that some were less comfortable working in collaborative partnership. [p]
- What do partners like about the process? [s]
- What are the support needs, what are the barriers, is there a role for national bodies in helping?...Knowing about them in advance would inform the next phase. [s]
- How do others feel about the Scottish Approach to Service Design? [p]

**Finding 21:** *What people wanted to understand from evaluation of the programme fell into three main areas: information for national strategic direction and planning; an improved evidence base; and understanding the views of others.*

**Reflection 17:** The questions stakeholders want answered might inform subsequent evaluation exercises and provide a focus for learning.

## 4.9 What will be important for the next stage?

Areas identified as important for the programme included:

- Signposting so the right people will hear about it and it can fit with wider work – e.g. workforce transformation colleagues. [s]
- Where does pathfinder work fit in with national performance outcomes? Where to get the real traction? We need to get other people to recognise it has a contribution to make and see how it is part of the whole TEC programme. [s]
- Making sure people are sighted on it so can they make connections – such as Housing [s]
- More influence from the national team to try and engage in a parallel way with IJB Chief Officers or Chief Execs of NHS Boards to help with cultural things – it's hard from a mid-point in the organisation. [p]
- Supportive and enthusiastic leadership, enablement and collaboration. [s]
- Robust evidence and evaluation support to make real the learning. Good rigour in approach to spread. [s]
- We need to have our finger on the pulse of the best things that are happening and support to mainstream things. [p]
- There is a job to do around really raising the profile of capability that technology brings. Don't assume that Health and Social Care Partnerships have a good handle on that or have the resources or capacity in a strong enough way. [p]

💬 We need to improve knowledge of what's possible with digital. [n]

**Finding 22:** *Areas identified as important for the next stages of the programme included programme visibility, strategic fit, leadership and digital awareness.*

**Reflection 18:** Planning for the next phase of the programme should address the areas identified as important in interview.

## 5 Summary of findings

### 5.1 Strengths

- Stakeholders voiced a clear need for this type of programme in Scotland. The combination of national status, programme approach and funding opportunity was viewed as a unique offering (Finding 1).
- The Scottish Approach to Service Design has fired genuine enthusiasm and excitement within partnerships and the national team (Finding 3).
- The opportunity and permission to take time exploring the problem has been welcomed by partners (Finding 4).
- The level of senior support and visibility of the programme is recognised (Finding 7).
- The approach to programme governance is viewed as a factor for success (Finding 8).
- Collective experience is recognised as key (Finding 9).
- Feedback provided by the national team after evaluation was understood and accepted (Finding 16).
- There is strong and unanimous support and respect for the skilled and experienced national team (Finding 17).
- Workshops and events run by the programme have been generally very well received. The networking opportunity in particular is valued (Finding 18).

### 5.2 Learning

- The Scottish Approach to Service Design was not embedded at the outset of the TLS Pathfinders programme, and this was viewed as a missed opportunity by some (Finding 2).
- Three broad definitions of success were identified: direct learning from the Pathfinder process; local service innovation and transformation; and learning as a shareable asset (Finding 6).

- There were mixed views around the co-design of the programme. Although a real enthusiasm for the concept was in evidence, some found the approach confusing (Finding 13).
- There were mixed views about the ease and clarity of the application process. Levels of local resource and experience were key to these perceptions. Only one partner mentioned the availability of up-front funding, but this in the context of the challenge to spend it (Finding 14).
- The approach to assessment was not clear to all applicants (Finding 15).
- What people wanted to understand from evaluation fell into three main areas: information for national strategic direction and planning; an improved evidence base; and understanding the views of others (Finding 21).
- Areas identified as important for the next stages of the programme included programme visibility, strategic fit, leadership and digital awareness (Finding 22).

### 5.3 Challenges

- There will be challenges in the practical application and communication of the approach in the current delivery environment (Finding 5).
- There is a nervousness that support for the time it will take to deliver transformational change will fade and that political, operational and financial pressures will be brought to bear within the lifetime of the programme (Finding 10).
- Not all issues can be resolved within the Pathfinder (or TEC) Programme (Finding 11).
- There is some lack of clarity around how different Scottish Government strategies and policies work together to support a coherent approach (Finding 12).
- The internal programme reported challenges around national resourcing and programme documentation in its initial stages (Finding 19).
- Some concerns were raised around the challenge of maintaining wider collaboration and communication within the TEC community (Finding 20).

## 6 Summary of reflections

### 6.1 Leadership

- The importance of national and local leadership cannot be underestimated (Reflection 4).
- It will be important for senior leaders to provide consistent, visible commitment for the longer timescales associated with transformational change (Reflection 7).

- There is a collective responsibility within Scottish Government and partner organisations to influence senior leadership and provide direction on issues where a national approach for Scotland would maintain momentum and achieve consistency (Reflection 8).
- There is a need to align and clarify Scottish Government strategies and their reach to maximise impact and reduce duplication (Reflection 9).

## **6.2 Pathfinder national programme organisation and support**

- There is a risk that the programme approach is ‘preaching to the converted’ and may be less well understood in the wider context. This is a clear area of focus for national programme support (Reflection 2).
- The success criteria identified by stakeholders might inform measurement of benefit and evidence of value in programme evaluation (Reflection 3).
- There is a clear role for the national team in providing challenge and support to the Pathfinders (Reflection 5).
- Setting the Pathfinder challenge in the context of a well-established national programme will enable a progression of collective knowledge and understanding and re-use of the assets, connections and experience it has built over time (Reflection 6).
- It will take time and support to embed co-design into current ways of working (Reflection 10).
- It would be helpful to gain a clear understanding of how and where the £10k was spent by partnerships, and whether in fact it helped ‘level the playing field’ in terms of resource allocation and focus (Reflection 11).
- The value of skilled and experienced national resources with domain knowledge is important to relationship-building and confidence. The level of input and guidance from the national team will need to be balanced with local leadership and empowerment (Reflection 13).
- It will be important for the national programme to find ways to include the wider IJB community and how to get the learning out to other stakeholders. The national programme team will play a significant role in maintaining and promoting connections (Reflection 16).
- The questions stakeholders want answered might inform subsequent evaluation exercises and provide a focus for learning (Reflection 17).
- Planning for the next phase of the programme should address the areas identified as important in interview (Reflection 18).

### **6.3 Learning for future transformation programmes**

- Future programmes seeking to make transformational change should embed the Scottish Approach to Service Design, and the skills to support it, from the outset to free-up thinking. This would provide maximum exposure to the design principles and increase the potential for challenging traditional behaviours (Reflection 1).
- Those submitting proposals should fully understand the assessment process (Reflection 12).
- Other programmes might learn from the approach to communication and information provision offered by the TEC TLS Pathfinders national team (Reflection 14).
- Future initiatives should not underestimate the requirement for central co-ordination and support to get things off the ground (Reflection 15).

### **6.4 Next steps**

This document captures a range of stakeholder views from the early stages of the TEC TLS Pathfinders programme and makes some observations and recommendations. It will form part of a wider review of the programme. This document will be shared initially with the Programme Steering Group for their information and consideration.

## 7 Appendix 1: Interviewees

*Linda Bradford, Interim Head of Health and Community Care, Orkney Health and Care*

*Alex Clarke, Senior Service Designer, Improvement Hub (ihub), Transformational Redesign Unit, Healthcare Improvement Scotland*

*Matthew Curl, Technology Enabled Care Lead, Midlothian Health & Social Care Partnership*

*Christine Davison, Project Support Officer, Technology Enabled Care and Digital Healthcare Innovation Division, Directorate for Health Finance, Corporate Governance and Value, Scottish Government*

*Diana Hekerem, Head of Transformational Redesign, Improvement Hub (ihub), Healthcare Improvement Scotland*

*Colin Foskett, Head of Innovation, Blackwood Homes and Care*

*Michael Gillespie, Principal Officer, Community Services (Older People/ Telecare), Adult Services Team, Glasgow City Health and Social Care Partnership*

*Jon Harris, Head of IT, NHS Western Isles*

*Alistair Hodgson, Policy & Strategy Lead, Technology Enabled Care & Digital Healthcare Innovation Division*

*Amanda Leithead, Programme Manager, Technology Enabled Care & Digital Healthcare Innovation*

*Cat McAulay, Chief Design Officer, Office of the Chief Designer, Scottish Government*

*Mhairi McIvor, TEC Service Manager, Technology Enabled Care, NHS Highland*

*Adrian McLaughlin, Service Manager, Falkirk Health and Social Care Partnership*

*Lee McLaughlin, Thinking Differently Manager, East Ayrshire Health & Social Care Partnership*

*Dr Lorna Murray, Consultant Respiratory Physician, Raigmore Hospital, NHS Highland*

*Jane Russell, Partnership Manager, Aberdeen Council of Voluntary Organisations (ACVO)*

*Erik Sutherland, Senior Manager, Performance & Planning, East Ayrshire Health & Social Care Partnership*

*Dr Margaret Whoriskey, Head of Technology Enabled Care and Digital Healthcare Innovation, Scottish Government*

*Additional information and context was provided by:*

*Amanda Britain, Programme Lead, TEC TLS Pathfinders Programme*

*Margot White, Pathfinder Facilitator, TEC TLS Pathfinders Programme*