

# **TEC Transforming Local Systems Pathfinders**

## **Executive Summary**

### **Interim Programme Level Evaluation Report**

Version 1 November 2021  
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## About Transforming Local Systems

The Programme is adopting the Scottish Approach to Service Design (SAtdS) in supporting the transformation of local health, housing and care systems. The work seeks to:

1. support local health, housing and care partnerships to contribute to **system transformation towards preventative and (where appropriate) digitally-enabled services and supports**
2. test out the **Scottish Approach to Service Design** in the context of health, housing and social care multi sector partnerships
3. establish a **replicable model of national support**, and
4. **share and spread the learning** from the approach to inform other programmes.

**Four pathfinder areas** have been selected to test this design-led approach in relation to an important aspect of system transformation across their health, housing and social care partnerships and in conjunction with citizens and local partners from all agencies.

The Pathfinder Programme is being delivered as a collaboration between the Scottish Government's Digital Health and Care Directorate through the TEC Programme, Healthcare Improvement Scotland's ihub, the Office of the Chief Designer, Scottish Government Mental Health & Social Care Directorate and the Digital Office for Local Government.

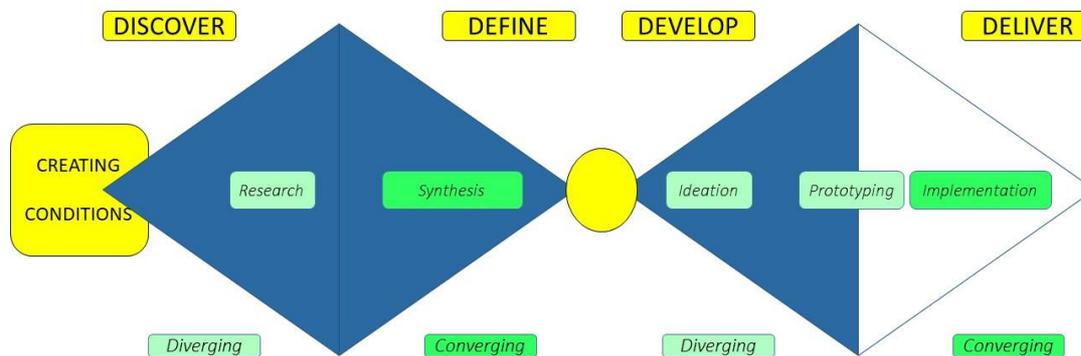
The Pathfinder programme has an agreed and consistent set of principles:



We have **developed and tested a model of national programme support** delivered by a multi-agency, multi-disciplinary team which provides:

- national co-ordination, support and 'critical friend' challenge
- design expertise, including learning sessions and coaching in the application of the Scottish Approach to Service Design
- subject expertise on technology enabled care
- knowledge exchange and skills development
- materials and tools
- co-ordinated support from national agencies, developed on a case-by-case basis

Pathfinders have just passed the midway point of the 'double diamond' process and are broadly at Develop:



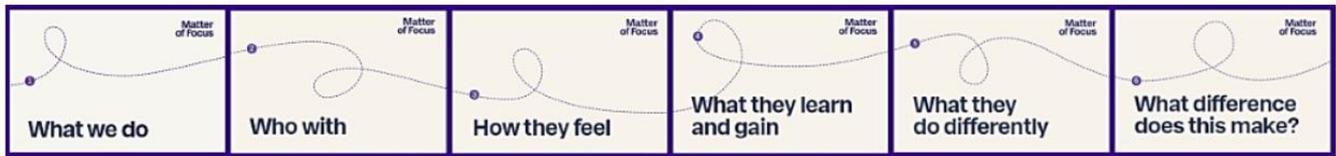
## Approach to the Evaluation

This report focuses on the contribution to the overall programme by the national team at this mid-way point in the programme. It assesses the impacts (to date) of the supports described above and makes recommendations both for the final stages of the current programme and any future similar activity.

We used a theory-based approach to evaluation, informed by contribution analysis to develop a clear understanding of:

- the theory of change underpinning the approach
- the data and evidence required to assess programme progress
- the contribution of the programme to intended outcomes
- what more can be done.

This interim evaluation has been prepared from March 2020 to October 2021 using the Matter of Focus approach. Underpinning the evaluation approach is a simple framework that breaks the change process down into meaningful steps.



*The Matter of Focus headings*

These headings provide an outcome map against which to track progress with the work.

Each of the Pathfinder teams is using this same framework to tell their own contribution stories. This will aid in developing a coherent account across the programme.

As we progress further with the 'Develop' and 'Deliver' phases of the work, the pathfinder evaluations will be embedded with that of the national team.

## Findings

The outcome map on page 6 shows the contribution of the national programme approach to the objectives at this interim stage. Each 'steppingstone' (box) has been colour coded to summarise what the evidence said about how much progress had been made for each step in the process and also how confident we could be in the evidence. The meaning of the colours is shown in the key.

# A replicable model of support for transformation using the SATSD

	Great Progress	Some Progress	No Progress
High Confidence			
Some Confidence			
Low Confidence			

## Pathway progress

What we do	Who with	How we/they feel	What we/they learn and gain	What we/they do differently	What difference does this make?
<p>Invest in, develop and sustain a national multi-agency team including design and TEC expertise to lead the programme</p> <p><b>Progress: Great</b> <b>Confidence: High</b></p>	<p>Core team from different agencies supported by Steering Group and wider TEC programme and DHAC directorate</p> <p><b>Progress: Great</b> <b>Confidence: High</b></p>	<p>This is an exciting, challenging and important opportunity and I'm motivated to play my part</p> <p><b>Progress: Great</b> <b>Confidence: Some</b></p>	<p>New tools, methods and approaches, skills and confidence in service design</p> <p><b>Progress: Great</b> <b>Confidence: Some</b></p>	<p>Use the Scottish Approach to Service Design to transform an aspect of local systems</p> <p><b>Progress: Great</b> <b>Confidence: Some</b></p>	<p>There is progress towards shifting local provision to prevention and self management (using digital technology as appropriate)</p>
<p>Co-design the programme, and its values and principles with applicants and pathfinders</p> <p><b>Progress: Great</b> <b>Confidence: High</b></p>	<p>Each local Pathfinder Team and their named partners</p> <p><b>Progress: Great</b> <b>Confidence: High</b></p>	<p>Supported, valued, challenged and empowered. Open to embrace new perspectives and approaches</p> <p><b>Progress: Great</b> <b>Confidence: High</b></p>	<p>Capacity and resources to engage and focus on important issues/priorities</p> <p><b>Progress: Some</b> <b>Confidence: Some</b></p>	<p>We consolidate our learning and refine a replicable approach to supporting system transformation using service design</p> <p><b>Progress: Great</b> <b>Confidence: Some</b></p>	<p>There is a replicable approach to providing co-ordinated, effective support</p> <p><b>Progress: Some</b> <b>Confidence: Some</b></p>
<p>Provide ongoing funding, learning, coaching, support and critical friendship to the pathfinders within an appropriate accountability framework</p> <p><b>Progress: Great</b> <b>Confidence: High</b></p>	<p>National stakeholders and opinion leaders</p> <p><b>Progress: Some</b> <b>Confidence: Some</b></p>	<p>Supported, valued, challenged and empowered. Open to embrace new perspectives and approaches</p> <p><b>Progress: Great</b> <b>Confidence: High</b></p>	<p>Understanding of how our managed programme approach is working and what can be improved</p> <p><b>Progress: Great</b> <b>Confidence: High</b></p>	<p>We consolidate our learning and refine a replicable approach to supporting system transformation using service design</p> <p><b>Progress: Great</b> <b>Confidence: Some</b></p>	<p>There is a replicable approach to providing co-ordinated, effective support</p> <p><b>Progress: Some</b> <b>Confidence: Some</b></p>
	<p>Relevant experts</p> <p><b>Progress: Some</b> <b>Confidence: Some</b></p>				

## Summary Findings

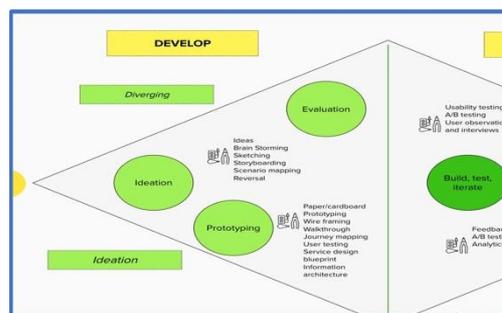
### What we do

To deliver the TLS programme, we have invested in, developed and sustained a national multi-agency team including service design expertise, project support and programme management. We have also ensured direct links into the TEC programme.

The programme, its values and principles have been co-designed with applicants and successful pathfinder sites. We have continued to adapt programme delivery in response to on-going learning.

Throughout, we have provided funding, training, coaching, support and critical friendship to the pathfinders and their named partners, within an appropriate accountability and shared learning framework.

The teams have been supported by a consistent governance framework and opportunities to present and attend international knowledge exchange conferences and events.



Local leadership and facilitation, as well as the creation of local capacity for implementation, has been important to support and to spread the approach within Pathfinder areas.

### Who with

The TLS Programme has had substantial reach, with initial expressions of interest from 19 out of 32 partnerships. The four successful lead pathfinder teams are from Aberdeen City, East Ayrshire, Highland and Midlothian. Each pathfinder site has one or more named partner areas from areas across Scotland. Three of the four pathfinders work collaboratively with design and digital agencies as delivery partners on an ongoing basis.

A core element of the programme - in line with the Scottish Approach to Service Design - is the involvement of people with lived experience and wider stakeholders including all sectors of health, housing and social care as equal partners. Both national and local teams have experienced some barriers to engaging these stakeholders because of limited capacity, competing pressures and workforce instability as well as the impact of the Covid-19 pandemic. Action to remedy this, where possible, is being prioritised in the last 12 months of the programme

### How we/they feel

The response of people involved in this work has been very positive. Managers and practitioners from all sectors have reported that this is a way of working that they enjoy, is in line with their values, and is effective. The training and facilitation are reported to be well

constructed and designed. Qualitative feedback from the sites shows that people with lived experience and local citizens also enjoy the approach and feel more involved.

Challenges were reported relating to the extent to which teams were expected to follow the SAAtSD approach, and the time it took to adopt the approach. It is clear from the response of the pathfinders that the individual coaching aspect has had the most impact - as opposed to delivering support collectively.

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*"This approach is the right way to go – it chimes with how I think services should be designed."*

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*" Sometimes it felt like people were getting bogged down in the approach, and that hindered progress in the actual project activity. "*

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Because of COVID and other local circumstances, pathfinders did not follow the same schedule as each other. As a result, collective workshops planned at six monthly intervals were quickly seen not to be practical. Providing individual workshops and coaching has been well received, but this has eroded the mutual support and learning that pathfinders might otherwise have provided to each other. Monthly webinars have attempted to address this gap, but are different to face to face networking.

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*"Despite everything going on, the national team have been fantastic... they've provided great support."*

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## What we/they learn and gain

Findings from interviews and post training feedback with participants indicate that the four Pathfinder teams and named partners have learned or gained new tools, methods and approaches, skills and confidence in service design. There is also evidence that these newly gained skills and competencies are being used/deployed in places out with the Pathfinder programme. Over the course of the programme to date, approximately 20 individuals have received training in the use of SAAtSD and a total of over 50 people have been involved in steering and working groups and in applying the approach in a practical setting.

Findings from the interim evaluation indicate that participants from across the four key Pathfinder sites have gained capacity and resources to engage and focus on important issues and priorities. These gains in capacity were achieved as a result of the funding made available to the Pathfinders. Some examples of how Pathfinders used the funding to increase capacity:

- Hired additional staff such as, a research assistant and a project manager
- Freed up practitioner time to enable engagement
- Ensured the involvement of external research and design partners
- Ensured that third sector partners are funded appropriately
- Enabled named partners to link in with lead pathfinders



Some examples of how this increased capacity helped Pathfinders to progress with the programme:

- Enabled some Pathfinder teams to take a wider scope in their research
- Ensured engagement of necessary stakeholders
- In a couple of pathfinders, this capacity allowed the programme to continue during Covid-19

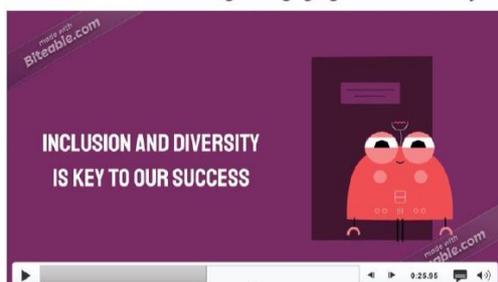
The capacity of the partnerships to engage in the programme has been significantly affected by the pandemic.

Impacts have also been seen due to the short-term nature of the funding and to the time and effort required to adopt the approach, complete the very wide-ranging research and to engage fully across multiple partners. For this reason, we have allocated this 'steppingstone' an amber rating.

## What we/they do differently

Every pathfinder has followed the SATSD methodology. Nearly 500 citizens and practitioners across the different pathfinders have been engaged as part of this work, in addition to the existing consultation and feedback data that has been used to inform the desk research.

*East Ayrshire's focus on social and digital inclusion – and on communicating in engaging and vibrant ways*



*Mapping the complexities of the frailty system of care in Midlothian*

Progress to the end of Define is really strong, and it is clear that pathfinders have used some of the tools to which they have been introduced, although moving into Develop, there is less consistency in their approach.

There is also some evidence from across the pathfinder and named partner sites that those who have used SAtSD will continue to embed the approach in their practice and are already extending the reach of the approach beyond the pathfinder.

## What difference does this make?

At this midway point in the programme, the areas of focus that are emerging align to the ambitions and anticipated outcomes of the work - to progress towards shifting local provision to prevention and self-management (using digital technology as appropriate).

Pathfinders report - as a direct result of the research and the breadth of engagement they have undertaken - that they are understanding more about how their local systems might shift to prevention and self-management. However, there is not yet any implementation or change to existing systems (*none would be expected at this stage*), hence the absence of a rating for this stepping stone.

Whilst the focus in the first diamond has been on understanding need rather than designing solutions, the problem areas emerging do identify a need for change across human, organisational and digital spheres.



The Pathfinders' focus continues to be on prevention and self-management, and each pathfinder has identified many different problem areas which will be taken forward into proposed solutions, demonstrating a commitment to the 'whole system' premise of the programme, as can be seen from Highland's 'web' of potential solutions

We also aimed to be able to develop a **replicable approach to providing co-ordinated, effective support**. Given the adaptations we made to our supports during delivery of this programme - along with the wide-ranging subject areas and levels of progress seen within each pathfinder - we can see both the value of this national managed programme, but also the changes we would make to create a more effective model.

## Conclusions

The above findings show that there are many benefits to be gained from using the Scottish Approach to Service Design within a managed programme of transformation in health, housing and social care partnerships. We are on track for the teams to develop effective solutions that better meet users' needs - in line with the aim of improving personal outcomes for individuals and more preventative whole systems of care.

This is a significant achievement for the pathfinder sites and the national team. They have continued to work with and embed this approach during the pandemic, which continues to be a significant barrier to change. Local leadership, consistency of local teams, availability of expert partners and ongoing national supports, have all been highlighted as factors important to this success.

Some of the delays in the programme have been due to essential programme set up activities, such as allocation of funding, establishment of steering groups, appointment of staff, training in design approaches, designing and applying for ethical approval. We failed to make sufficient allowance for that at the outset.

We have used – and continue to use - the feedback from participants to adapt the programme as we have progressed.

Our learning from implementation with the pathfinders is informing the development of a self-guided resource to support future implementation.

We have been able to compare the different approaches taken by each pathfinder, in order to understand what a consolidated model of support might look like in future.

## Recommendations

Based on our learning to date, we suggest some clear must-do actions for successful implementation of the SAtSD in health, housing and care. We have divided these into recommendations for different types of bodies because there are different needs at different organisational levels.

- Nationally: Scottish Government and National Organisations, that are supporting other organisations to embed SAtSD
- Organisationally: Organisations attempting to embed SAtSD in their ways of working
- Delivery: Delivery Teams implementing SAtSD

### **1. Effective leadership, sponsorship and permissions are vital to the successful embedding of the SAtSD and must be in place from the very beginning**

- Nationally: We need to recognise progress as development of workplace teams and a creative culture, learning insights through user research activities and not just the delivery of interventions. Any applications for programme funding or delivery of interventions must evidence person-centred research and meaningful involvement of people in design.
- Organisationally: Continuous chief officer sponsorship and senior leadership engagement with design-led programmes are vital. These key people must be active champions in prioritising, and unblocking barriers to, person-centred design approaches
- Delivery: Teams should regularly communicate and share ongoing progress in visual formats that enable leadership to be open, transparent and curious and to identify opportunities for change

### **2. Consistent commitment to the time, human and financial resources required to create the conditions and embed a person-centred design approach. This must include a partnership of multiple agencies and be supported by robust programme management**

- Nationally: there must be a consistent programme lead to coach and guide organisations and teams. We need to have a clear understanding and consistent messaging around this approach, and provide support, direction and sign-posting when teams require it.
- Organisationally: the required time, human and financial resources must be allocated, protected and sustained. Changes in personnel significantly disrupt the embedding of new approaches; identifying and supporting new staff to be confident in the approach must be planned for. Effective, detailed and visual project documentation will mitigate this.
- Delivery: Teams require a multi-disciplinary and multi-agency team to deliver a whole-systems focus, and should be committed to adopting this approach, however challenging or uncomfortable it may feel at times.

### **3. Developing skillsets to enable delivery, through coaching, training, recruitment and/or partnership working**

- Nationally: there must be continuous coaching and guidance from the National Team, signposting to wider policies, strategies, and networks.
  - Organisationally: there must be the recognition and commitment to building capacity to support development of person-centred design practice, which we have found works best utilising a blend of coaching and training, supported by expert recruitment and external agency partnership
  - Delivery: Teams must be comprised of multi-disciplinary skillsets including programme management, service design, participation, data, improvement – and feature individuals and partnership working from a variety of organisations, including the third sector.
- 4. Incorporation and/or development of legal, inclusive and ethical practices for meaningfully involving people throughout the programme**
- Nationally: there must be an expectation that any involvement of people – whether staff or members of the public – is evidenced through clearly documented plans. A national approach to ethical recruitment of members of public must be developed to avoid over engagement of certain people, duplication of activity by different teams and repeated asks of third sector partners
  - Organisationally: the meaningful involvement of people, and of community organisations in change programmes must be recognised as vital (and valued through reimbursement) from the very beginning. Current organisational practices must be challenged to ensure they meet legal, inclusive and ethical expectations; supporting teams to complete DPIAs and EQIAs, and ensuring engagement with people who are seldom heard.
  - Delivery: Teams must take the time to involve third sector partners to design and engage with people in the most appropriate methods throughout the programme of work. The questions asked must be accessible, ethical and enable the team to uncover insights to help progress the work.
- 5. Ensuring learning from both the approach taken and subject-specific insights from the programme are shared nationally, locally and internally**
- Nationally: we should develop mechanisms which actively share the learning of embedding a person-centred design approach amongst multi-disciplinary teams. Ensuring consistency and robustness across Scotland will increase the confidence in user-centred research, reducing potential over engagement and increasing the availability of reusable insights
  - Organisationally: time and investment is needed at an organisational level as well as across whole systems to embed this new approach, culture and build confidence. There should be focused learning systems to share experiences, good practice and learn from mistakes across projects with peers and wider partners. Subject specific insights from user research should be made openly available so that they can be reused and built upon
  - Delivery: Recognising this approach is emerging and good practice is still to be uncovered, teams must feel confident and be encouraged to share both what is and isn't working, as well as being open to learning from elsewhere. Their specific achievements in delivering change, as well as their experience of meaningfully involving people, will need to be collated and visible for others.