

Thursday 11th February 2021, 2.00 pm

Outcomes Approach to Performance Management

Item number: 5.2

Executive summary

This report outlines a new approach to evaluating outcomes for users and carers. The approach is based upon the premise that many health and social care services, whilst undoubtedly making a difference to people's lives, do not on their own, lead to an improvement in outcomes. Rather, they make a contribution, working together with other services and informal support systems.

Measuring the contribution made by each service is complex and requires a combination of hard data and more qualitative information. The approach now being introduced, involves the development of Outcome Maps at each level of the organisation. A new software programme, *OutNav*, makes it possible to capture and link a wide range of evidence for evaluating progress with each of the stepping-stones in these maps.

An enhanced capacity to measure outcomes is consistent with the approach now being adopted by the inspection agencies. The implementation of this new approach will enable the Partnership to provide, more effectively, the evidence which the Care Inspectorate and Health Care Improvement Scotland will seek during any future inspection.

Board members are asked to:

1. Agree the high priority of this work- allowing for continuing pressures from the pandemic
 2. Consider how IJB members can contribute to the development of the high level Outcome Map
 3. Comment on the proposed service areas for initial implementation
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Outcomes Approach to Performance Management

1 Purpose

- 1.1 The purpose of this report is to inform the IJB of the main features of a new approach to performance management. The report recognises that it will take some time to roll the approach out across the Partnership. However, the long-term gains in quality assurance will enable the Partnership to be more confident that all its resources are making a positive difference to the health and wellbeing of the people of Midlothian.

2 Recommendations

- 2.1 As a result of this report Members are asked to:-
- a. Reaffirm the high priority of this work- allowing for pressures of the pandemic
 - b. Consider IJB participation in the development of the high level Outcome Map
 - c. Comment on the proposed service areas for early implementation

3 Background and main report

- 3.1 **Outcome-Focussed Services:** For the past 10-12 years, there has been a gradual shift in Health and Social Care towards the delivery of more person-centred and outcome-focussed services. This has been reflected in policies such as *Self-Directed Support* in social care and in *Realistic Medicine* in health care.
- 3.2 **Contribution Not Attribution:** This shift to outcomes is reflected in areas such as staff training, supervision, service procurement and individual assessment processes. Measuring performance has proven problematic. There has been a growing reliance upon user and carer questionnaires such as the Health and Wellbeing Survey. However, measurement systems that gather evidence of user outcomes at a population level, whilst very important, do not enable individual services to evaluate the impact they are having. This is because outcomes are the result of a wide range of influences. This new approach, outlined in more detail in appendix 1, recognises that for the most part services **contribute** to improved outcomes rather than being the sole factor in bringing about change.
- 3.3 **New Software:** Identifying and measuring contributions is much more complex than being able to rely on one or two key performance indicators. Matter of Focus have developed software - **OutNav** - that enables a wide range of relevant information to be captured and linked including service user and staff feedback, individual patient stories and performance data such as numbers of people delayed in hospital. A major benefit of this system is that it provides real-time reports across all the

organisation's activities and sources of evidence. Currently this is only the case for quantitative outputs e.g. number of intensive care packages.

- 3.4 **Work to Date:** Three workshops have been held involving 25-30 staff from the Extended Management Team and the IJB. This has served both to introduce the methodology and to begin the process of outcome mapping. The proposal was then considered and debated at the Strategic Planning Group on 20th January,

There is broad agreement that the starting point has to be a high-level outcome map that outlines what the IJB and the HSCP are seeking to achieve on behalf of the people of Midlothian. The first iteration of this high-level outcome map is available through this [link](#). Alongside this, the contract with 'Matter of Focus' allows the introduction of the approach in 2 or 3 service areas. Options identified so far include Frailty, Number 11, Substance Misuse, Intermediate Care and service developments in Learning Disability.

Consistency with Inspection Evaluation Frameworks: The inspection agencies, the Care Inspectorate and Healthcare Improvement Scotland, work together in evaluating the effectiveness of Health and Social Care Partnerships. While the EFQM (European Framework for Quality Management) has continued to provide the structure for such inspections, the impact on Outcomes is increasingly an underpinning critical consideration. Improving Health and Wellbeing Outcomes is the central criterion for judging the effectiveness of HSCPs along with the demonstration that all services are planned and delivered in keeping with:-

Integration Principles <https://www.gov.scot/publications/guidance-principles-planning-delivering-integrated-health-social-care/pages/2/>

and

Health and Social Care Standards, <https://www.gov.scot/publications/health-social-care-standards-support-life/>

- 3.5 **Workforce Implications:** The programme of work will be an ongoing one with an initial focus on the HSCP at a strategic level and in two or three specified service areas. Staff will require training in the methodology and in the use of the OutNav tool. 'Matter of Focus' will provide this training over the coming two years. During this time, we will seek to build internal capacity to continue the rollout of the approach.

4 Policy Implications

- 4.1 The importance of making a difference to people's lives through integration is a central objective of the Public Bodies (Joint Working) (Scotland) Act 2014 ("the Act"). It aims to achieve tangible improvements to outcomes for people and to the quality of services across health and social care. By focusing on outcomes, integration aims to maximise the impact of this opportunity to shift the focus of performance improvement onto the achievement of individual personal outcomes for those receiving support and care, and their carers.
- 4.2 Legislating for national health and wellbeing outcomes (appendix 2) that apply equally across health and social care services in Scotland, under the Act, enables

service users and carers to have a clear understanding of what they can expect in terms of improvements in their health and wellbeing.

5 Directions

- 5.1 The proposed approach to a stronger focus on outcomes and the application of a more comprehensive performance management system is applicable to all services covered by the Directions.

More specifically, **Direction 23** considers the Health and Social Care Partnership's maturity and includes the commitment to the Outcomes approach:

Work should progress to better capture the impact of the Partnership's integration arrangements on outcomes for local people and on the wider health and social care system by March 2021.

6 Equalities Implications

- 6.1 There are no direct implication for equalities arising from this report. However, as all our services have the potential to impact positively on health inequalities, there will be considerable benefits to the enhanced capacity of this new approach to evaluate the contributions of individual services to the equality agenda.

7 Resource Implications

- 7.1 In addition to the cost of the contract with 'Matter of Focus', the system will require the allocation of staff resources on an ongoing basis. However, we would argue that this investment of staff resources will, in time, be offset by a much stronger approach to quality assurance of our health and care services. The process of developing outcome maps and then measuring progress with each step in the pathway will inevitably identify issues which require redesign enabling the pursuit of Best Value

8 Risk

- 8.1 The risk of continuing with the current arrangements are that our services remain focussed on the achievement of performance that is clearly measurable with hard data e.g. the number of delayed discharges. While such measures remain vital, they do not enable us to evaluate, in a comprehensive way, the outcomes for users and carers.
- 8.2 The complexity of the health and social care system makes it difficult to assess the contribution of individual services. The approach outlined in this report and described in appendix 1 will enable this assessment to be made in a much more focussed way.

9 Involving people

- 9.1 The Outcomes approach was fully considered by the Strategic Planning Group on 29th January. Members endorsed the approach as one which will enhance the capacity of the Partnership to continuously monitor and evaluate its effectiveness across all its services.

- 9.2 The development of outcome maps for each service area will require the inclusion of service-user engagement and feedback

10 Background Papers

- 10.1 None other than the links to Integration Principles and Health and Social Care Standards referenced in section 3.4.

AUTHOR'S NAME	Tom Welsh
DESIGNATION	Integration Manager
CONTACT INFO	tom.welsh@midlothian.gov.uk
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Appendix 1:

Outcomes Approach to Performance Management

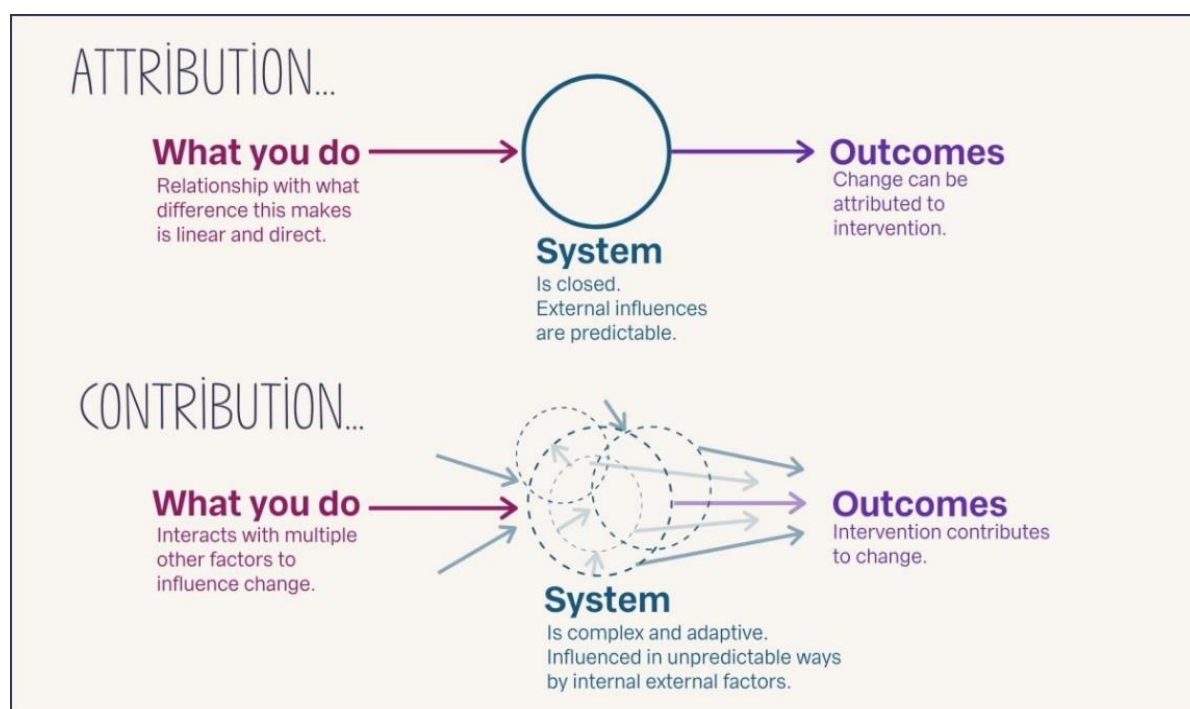
Matter of Focus is delighted to be working with Midlothian HSCP to help strengthen its commitment to outcomes focused working at strategic and service level. The Strategic Planning Group meeting is an important opportunity to outline key features of our approach, and to report on and sense check progress to date and proposed next steps. This paper provides background information and context for the accompanying draft Strategic Outcome Map developed with the HSCP.

Who We Are

[Matter of Focus](#) is a mission led company that supports organisations to understand and improve outcomes for the people and communities they care about. We have developed tools and a practical and robust approach to help organisations make better use of their data and evidence and to work meaningfully with the outcomes that matter to them.

The Matter of Focus Approach

The Matter of Focus approach is based on contribution analysis, a theory of change approach that works well for organisations working to deliver complex, people-based change. That is because it acknowledges that that key outcomes are often defined by outside influences and that people-based change is not driven by direct cause and effect.



Our approach, supported by our software OutNav, takes you through a series of processes to understand and 'map' how your activities link to outcomes. The 'Outcome Map' becomes the framework for thinking about the data and evidence you need, tracking and understanding change, and reporting on the difference you make. Our OutNav software supports reporting and enables you to visualise progress and the strength of your evidence using a colour coding system.

Our Work with Midlothian HSCP

Matter of Focus is working with the HSCP to help strengthen outcomes focused working.

At the strategic level

- Develop an Outcome Map to show the contribution of the HSCP to improving outcomes
- Use OutNav software to bring together existing data to track build a robust contribution story and add to this over time
- Identify opportunities to strengthen this data, feeding in evidence from services

At a service level

- Develop Outcome Maps and implement OutNav in two further service areas to test the approach and inform wider roll out
- Support evaluation of the TEC Pathfinder programme

Progress to Date

To date we have conducted a series of workshops with key staff and stakeholders, augmented by a core group meetings and discussions.

Through these workshops, using the Scottish Government's ISM Framework, we first developed a shared understanding of the unique context in which you work and how factors around Midlothian HSCP help and hinder the partnership to improve outcomes for people. This included thinking through assumptions about what will need to be in place for outcomes to be achieved and the potential risks faced, and how to include them in the way you monitor and evaluate progress.

Building on the sharing of success stories from three distinct service areas, we then worked together to understand the outcomes that matter at a strategic level and built consensus about how activities lead to outcomes. This has been brought together in the draft Strategic Outcome Map that shows how the partnership contributes to improving outcomes.

The Outcome Map can be accessed from this [link](#).

Proposed Next Steps

- Share the Outcome Map widely for comment [beginning with this sense checking with the Strategic Planning Group]
- Refine and further develop the Outcome Map in discussion with core staff
- Start reviewing data and evidence against the strategic map (refining as we go)
- Work with 2-3 service areas to develop service level outcome maps (using strategic map as a basis)
- Use OutNav to review data and evidence and draft reports

Appendix 2

National Health and Wellbeing Outcomes

There are nine national health and wellbeing outcomes which apply to integrated health and social care. Health Boards, Local Authorities and the new Integration Authorities will work together to ensure that these outcomes are meaningful to people in their area.

People are able to look after and improve their own health and wellbeing and live in good health for longer.

People, including those with disabilities or long term conditions, or who are frail, are able to live, as far as reasonably practicable, independently and at home or in a homely setting in their community.

People who use health and social care services have positive experiences of those services, and have their dignity respected.

Health and social care services are centred on helping to maintain or improve the quality of life of people who use those services.

Health and social care services contribute to reducing health inequalities.

People who provide unpaid care are supported to look after their own health and wellbeing, including to reduce any negative impact of their caring role on their own health and well-being.

People who use health and social care services are safe from harm.

People who work in health and social care services feel engaged with the work they do and are supported to continuously improve the information, support, care and treatment they provide.

Resources are used effectively and efficiently in the provision of health and social care services.