

Integration: What does the research tell us?

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Why interprofessional working?

Service-user centred service delivery

Tackling duplication

Establishing good lines of communication

Sharing of ideas: a more 'generic' mind set

- "We trained hard, but it seemed that every time we were beginning to form up into teams, we would be reorganized. I was to learn later in life that we tend to meet any new situation by reorganizing; and a wonderful method it can be for creating the illusion of progress while producing confusion, inefficiency, and demoralization."
- Gaius Petronius Arbiter 66CE

Eccles & Petch (2011)

- Any discussion of partnership working needs to clarify what is meant by the term. There are a range of overlapping terms underpinned by a common concern with partnership working: collaboration; joint working; co-location; inter-professional working; inter-agency working; multidisciplinary working; integration. Some nominally umbrella organisations will have a variety of professions working inside them.
- Amongst all these considerations a major debate which underpins the practical achievement of partnership working is whether what is being sought amongst key workers is a new culture, whereby professional identity is subsumed within a new role, or whether the aim is for retained identities but shared understanding.

External factors influencing inter agency working

- Structures of governance
- Professional bodies (and codes of practice)
- Historical legacies: health care free at point of delivery, but not social care in post war welfare state settlement

Some potential problems in implementing collaboration policy

The formalisation of *informal* arrangements

‘Mandated collaboration’ (Glendinning, 2002)

Structural/Organisational solutions to cultural differences

What do we know before we start?

- Environmental context (Hudson, 1987)
 - Externally driven partnerships are difficult in 'turbulent fields' where adaptation is difficult for agencies
 - Indicators of turbulence:
 - Inability to satisfy demand for services
 - New programmes or legislation
 - Retrenching economy

The policy landscape

- As Kerr has noted, during previous attempts at integrated working, England represents a terrain similar to a 'pre-Machiavellian Italy with warring Italian city states'
- So Scotland has escaped the fragmentation - and its significantly compounding effects in recent reforms to the NHS in England.
- (Kerr, cited in Hudson, 2007, p.4).

The historical policy context

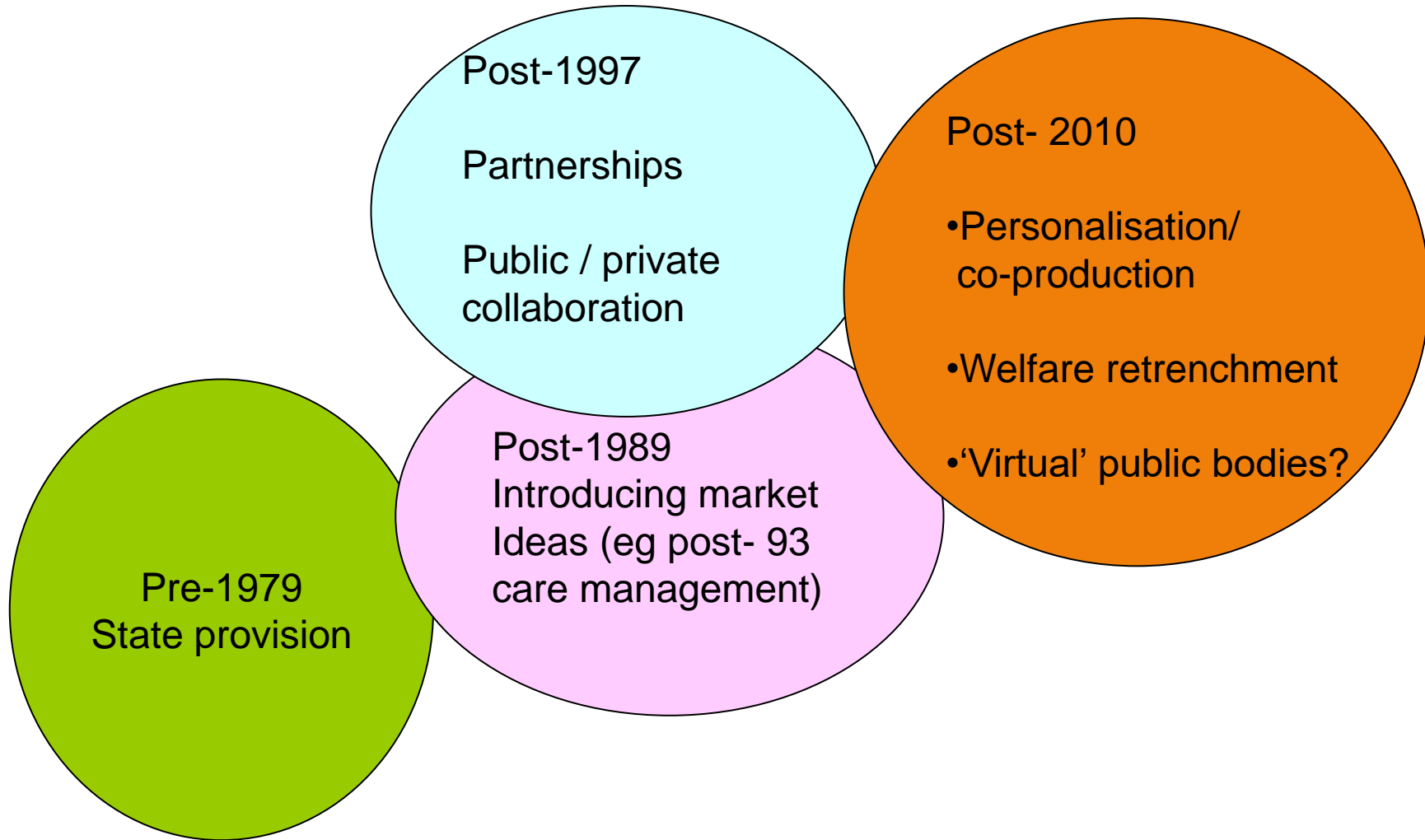
New Labour and the discourse around
'partnership' working

Public-private partnerships used for building
schools and hospitals (current cross border
differences)

Modernising Community Care (1999)

'An idea whose time has come...' (Kingdon, 1995)

Mapping the idea of 'partnership' working



The collaboration discourse

'The lack of collaborative practice between agencies and professions *is seen as* being responsible for individual tragedies as well as for the failure to tackle general social problems such as social exclusion, homelessness, and crime and disorder'.

Barrett et al (eds.)(2005) *Interprofessional Working in Health and Social Care p13*

Comparing Laming 1 and 2

- Laming 1 - 108 organizational recommendations
- Laming 2 organizational pressures
- Shoosmith (2016) on Baby P

serious shortcomings in the role played by both health and police which were not highlighted, especially in the media and political circles

Wicked issues

- Many of the problems facing Scottish public services are deeply complex ‘wicked’ issues that sit across and between different government organisations and attempts to treat them as ‘tame’ through a single institutional framework are almost bound to fail.’
- Leadership in The Public Sector in Scotland (ESRC Seminar Series: Mapping the Public Policy Landscape, 2009)

- Wicked issues
- Linear policy thinking as a way of (usually not) dealing with wicked issues
- Complexity theory
- Edmondson (2016) Harvard Business Review

Evaluation of Shared Assessment Frameworks

- The expectations of organisations:
- ‘I’d like to correct your use of the word collaborative: we are now integrated’
- ‘So if we do X Y and Z will this work?’
- Can you put this on an A4 page for us?

Habitus

- Bourdieu's notion of 'habitus' (Bourdieu, 2002; see Garrett (2007) for a useful discussion)
- Thus it is not necessarily that professions are unwilling to engage with others; it is that the sense they make of a given situation will be constrained by their unconscious understanding of the world developed through their history and practice. This is why the attempt to cross disciplinary barriers is not a straightforward, 'quick fix' task and, equally, this is why process and organisationally driven reform are unlikely to succeed in crossing these more deeply embedded discipline based divides.

Wider policy agendas and their impact on collaborative working

The competitive agenda

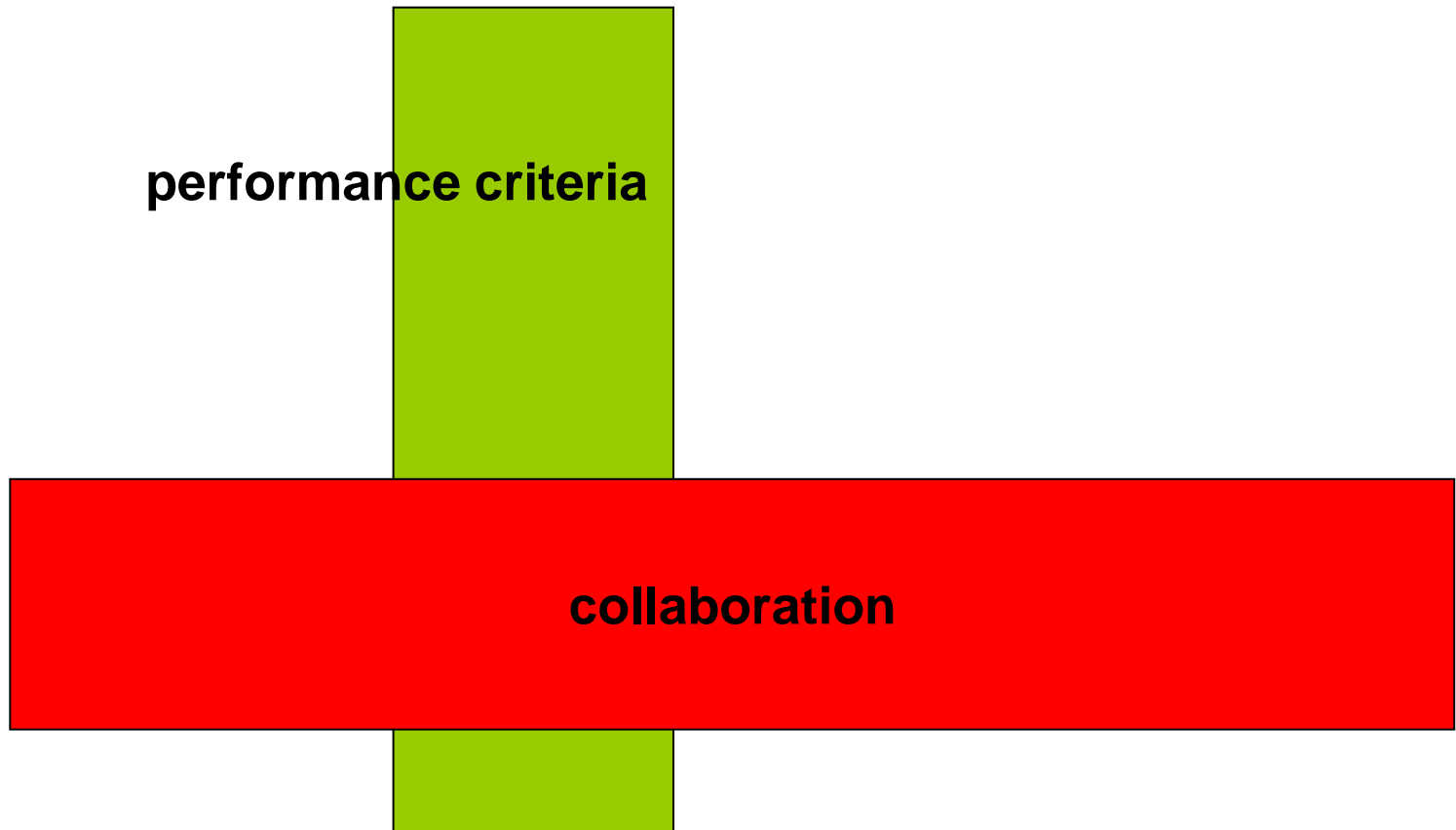
Managerialism and the challenge to professions

Performance management and target culture

Simon Caulkin

- ‘Target-driven organisations are institutionally witless because they face the wrong way: towards ministers and target-setters, not customers or citizens’.
- ‘If people experience services run on these lines as fragmented, bureaucratic and impersonal, that's not surprising, since that's what they are set up to be [..] Consequently, even when targets are met, citizens detect no improvement. Hence the desperate and depressing ministerial calls for, in effect, new targets to make NHS staff show compassion and teachers teach interesting lessons’.

Tensions in measuring policy outcomes



Christie Commission (2011)

- ‘We have observed *inconsistencies and tensions between national targets and local outcomes which have constrained local partners’ ability to work together*. These can stop people and organisations identifying and working towards shared outcomes, keep them and their resources in silos, and miss opportunities to improve local outcomes and efficiency.’

Joint Performance Information and Assessment Framework

XXXXXXXXXX Community Health Partnership 2006

Conclusions

3.1

Overall, the evaluation is positive, and we provided more information than was actually required which no doubt helped in achieving a good evaluation

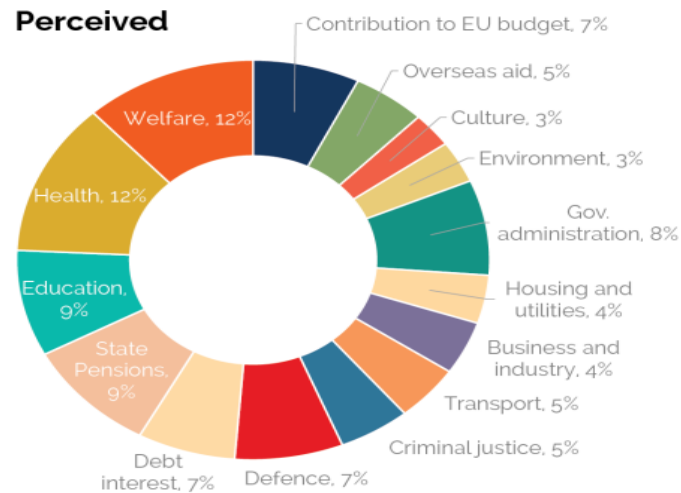
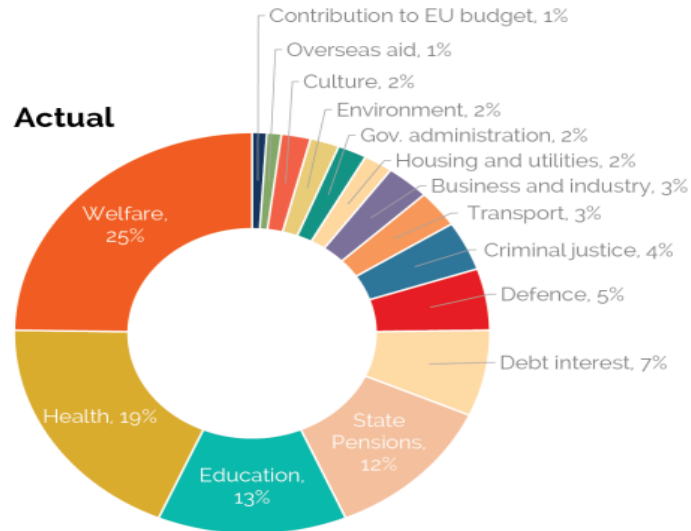
What factors might make it more difficult for some professions to be able to exercise influence?

- Political clout
- Power: observable and unobservable
- Lukes (2005)

- What are the key targets of the inter agency organisation?
- Do health targets take priority – and if so, why?
- British Social Attitude surveys on public spending priorities: health and education rankings

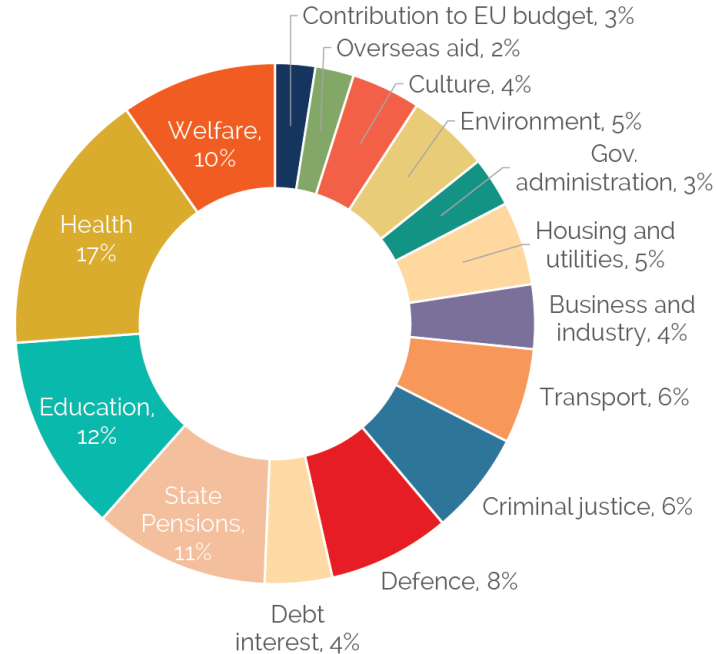
How are my taxes spent?

Respondents were asked how they believe their income tax and national insurance contributions are divided between 15 public spending categories. Figures shown are mean responses. Actual distribution is displayed first, according to tax statements issued to British citizens by the Treasury



How I would like my taxes to be spent

Mean responses to how income tax and national insurance contributions should be divided between public spending categories.



How would we know if collaboration is effective?

- 'Collaboration is complex and enquiries into its effectiveness by different parties will be on the basis of different agendas with contrasting criteria and potentially conflicting perceptions' (El Ansari *et al*, 2001)

Measuring evidence in collaboration

How is successful collaboration to be measured?
(El-Ansari, 2001)

Who claims success when performance indicators
are not collaboratively based? (Tett, 2006)

Research on clinical outcomes from collaboration

Brown et al (2003): older people, subject to
integrated and non-integrated services

sample (n=207)

outcome measures for research:

independence, disability, depression

The research evidence

‘this research has not produced any findings which suggests that the integrated care-based health and social care teams studied are more clinically effective’ (Brown *et al*, 2003)

Calibrating shared assessments

- Calibration exercises on shared assessment: community nurses list more than social work
- Concerns over legal position if issues are missed
- Social worker carrying out resource influenced assessments

Care technologies as viewed by different professions

- Attitudes to care technologies
- Attitudes to technological/human care
- Attitudes to risk/consent

The research evidence

Heenan & Birrell (2006)

‘...the unrelenting drive towards the integration of health and social care in Britain has been largely politically driven with scant *evidence* to support the view that it will result in significant improvements’

Process driven integration

Measurement overwhelmingly about *process*
(Dowling et al, 2004): very little evidence on
impact on services, clients, effectiveness etc.

Process used to drive wider cultural change

Working cultures, education and training

Girfec

Relies on developing a shared mind set ; therefore the need for trust / understanding

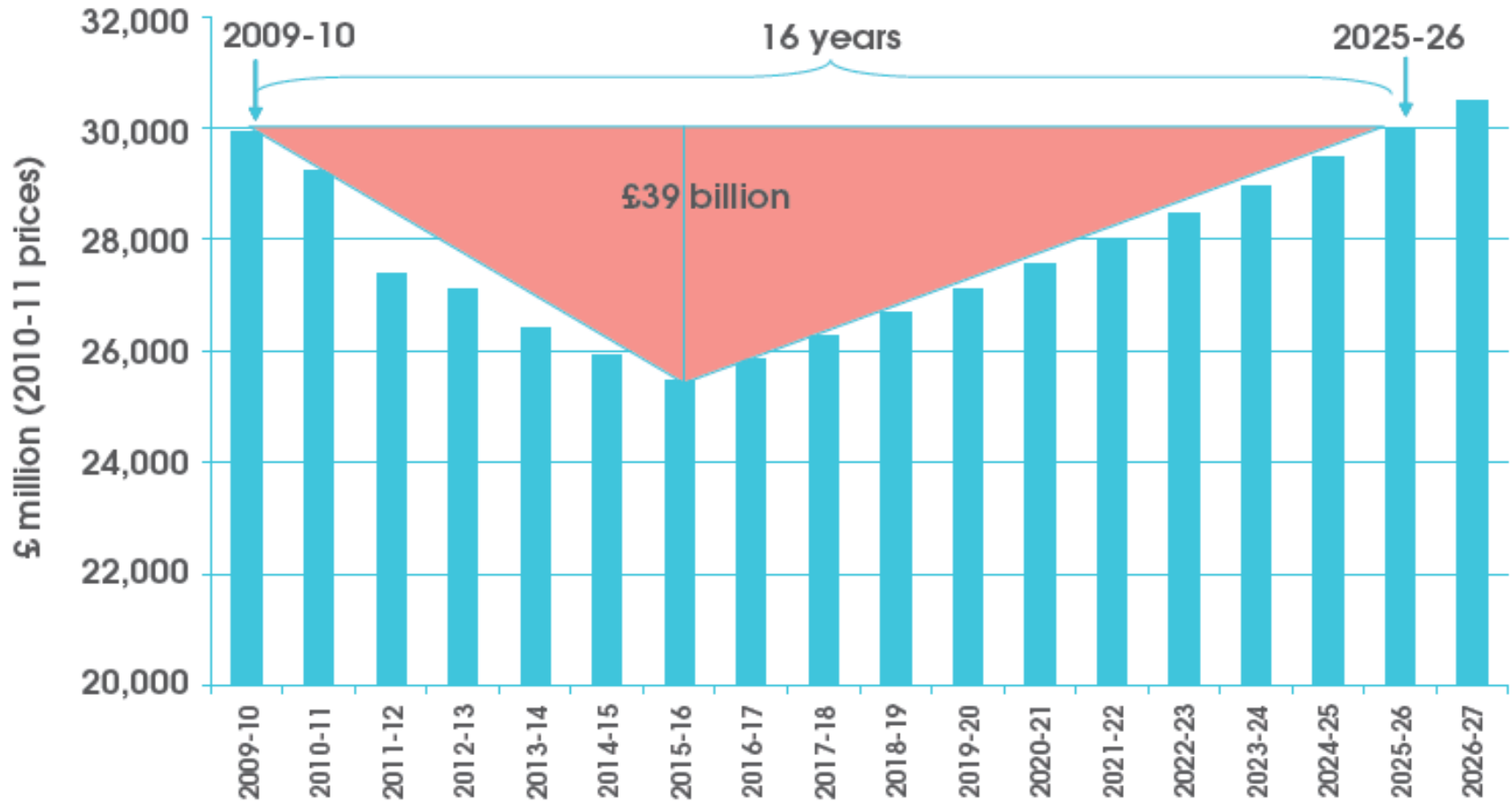
Relies on resources (time, for example) being available

- Aldgate (2011) integrated assessment frameworks in children's services in Taylor *et al* (eds.) Early professional development for Social Workers Birmingham. BASW.
- Tisdall, E. (2015) 'Children's Rights and Children's Wellbeing: Equivalent Policy Concepts?' *Journal of Social Policy*, 44(4), 807-823
- Do we compromise too much to accommodate?

Why is this issue (always and again...) relevant?

- Public Bodies (Joint Working) Scotland Act 2014
- Christie Commission (2011)
- ‘Public service providers must be required to work much more closely in partnership, to integrate service provision and thus improve the outcomes they achieve’.
- ‘Our whole system of public services – public, third and private sectors – must become more efficient by reducing duplication and sharing services wherever possible’.

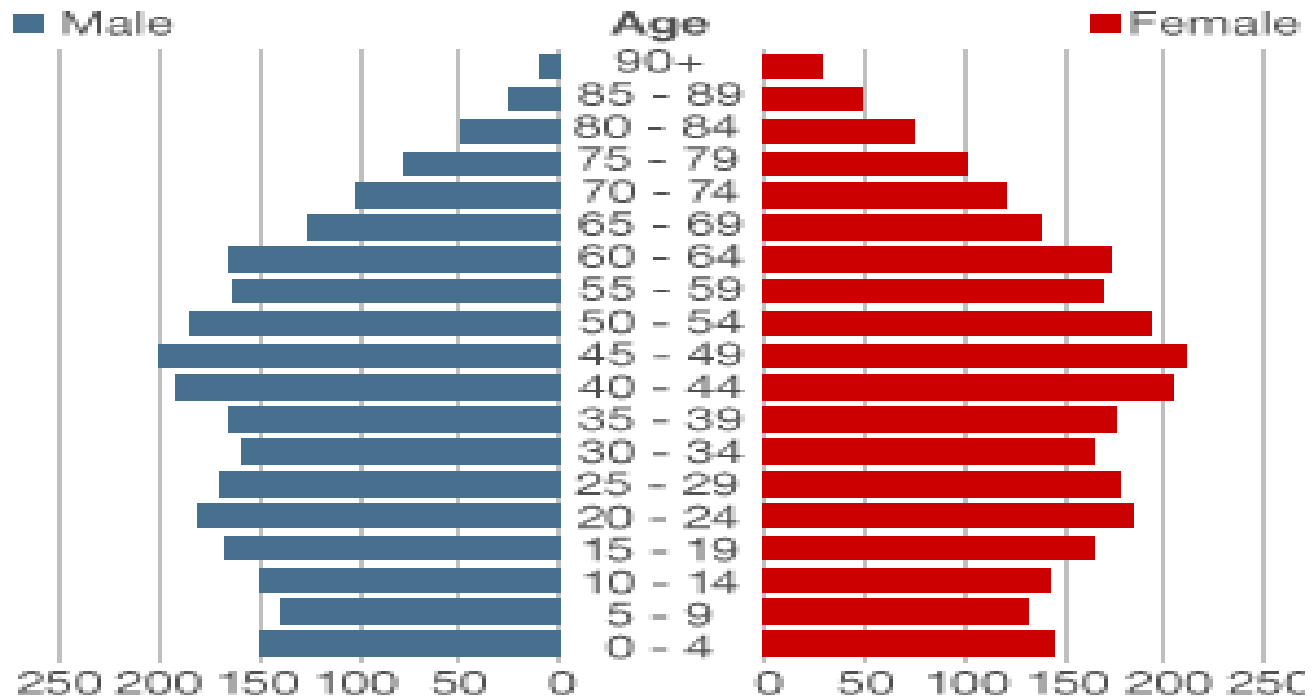
Financial pressures



Demographic change in Scotland

Population by age and sex Scotland, 2011

Population, in thousands



Source: National Records of Scotland

What's happening now?

- Public Bodies Joint working legislation
- Overarching organizational power 'above' health and social care
- Recognition of being at different stages with process
- Integrated joint boards / Lead Agency models
- What's the current state of play?

Public Bodies (Joint Working) legislation

- Outcomes
- Outcomes are not intrinsically linked to integrated working; it might help, but the evidence base is not that straightforward.

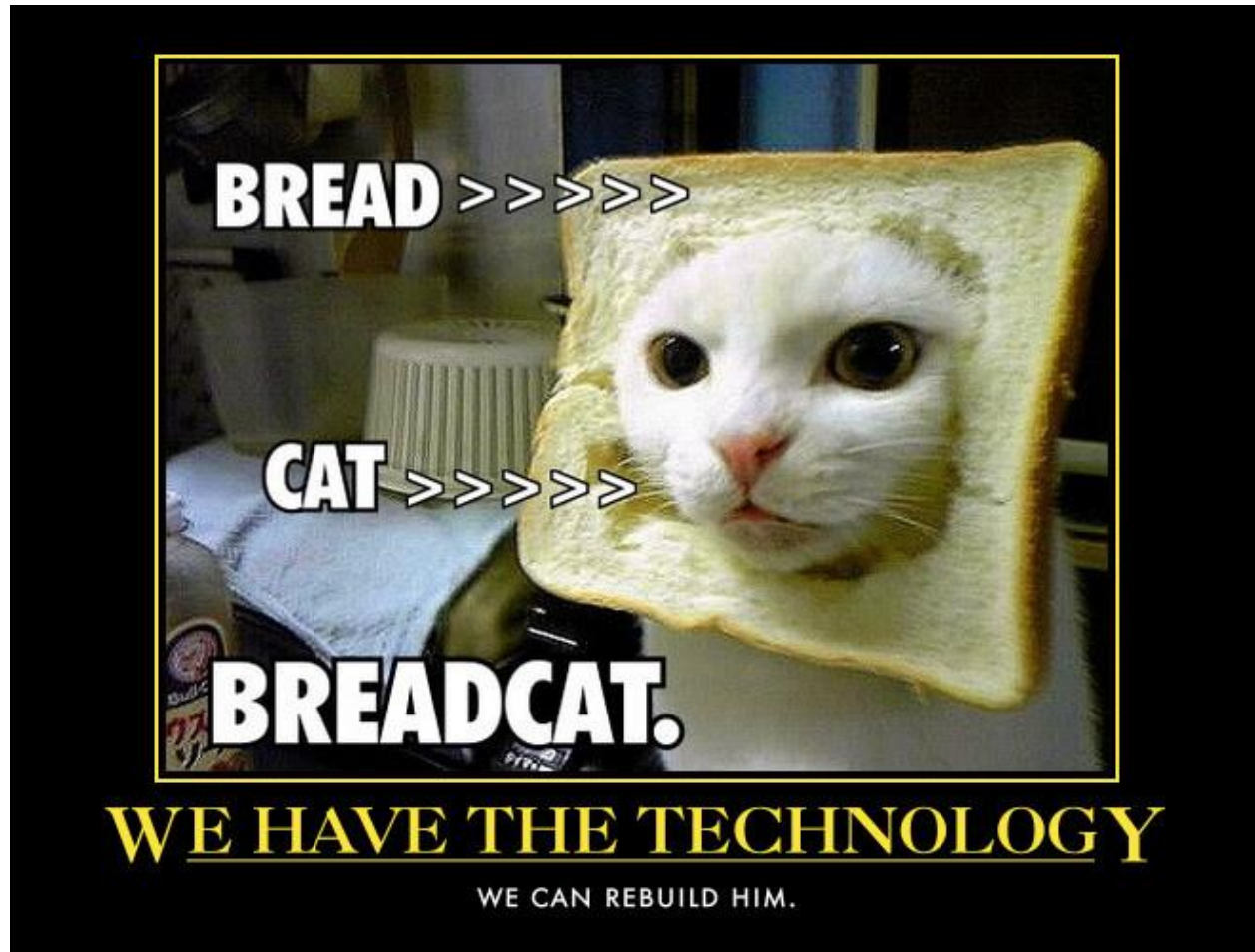
Other policy agendas

- Self Directed Support
- Different pressures on delivery (and the relocation/shuffling of SDS management)
- Self Directed Support / person centred health
- Governance arrangements: will the understanding of line management in HSCP arrangements be consistent with front line perceptions?

Black, G. (2017) *Health and Social Care Integration; one year on.*

- ‘The complexity of the governance arrangements [..] has been highlighted by Audit Scotland as an ongoing concern, in particular the lack of clarity around decision making.
- Tensions have arisen between Council and Health Board appointees, voting and non-voting members, and Integration Joint Boards (IJBs) and their parent bodies (Councils and Health Boards)’.
- One potential solution might be ‘for Scottish Government to directly fund Integration Joint Boards, strengthening their position and bringing clarity to governance arrangements, but further eroding local accountability’.
- Black, G. (2017) *Health and Social Care Integration; one year on.* Local Government Information Unit briefing. Edinburgh: LGiU.

We have the technology...



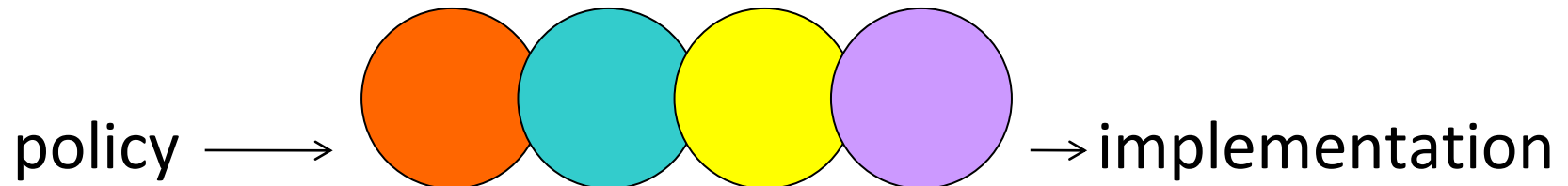
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- Wastell, D., White, S., Broadhurst, K., Hall, C., Peckover, S. & Pithouse, A. (2010) Children's services in the iron cage of performance management: street level bureaucracy and the spectre of Švejkism, *International Journal of Social Welfare* 19: 310–320. doi: [10.1111/j.1468-2397.2009.00716.x](https://doi.org/10.1111/j.1468-2397.2009.00716.x)

The tensions between technologies and of human services

- 'Granular' IT systems
- Interpreting data
- Discretion, complexity and decision making

The different characteristics of agencies which collaborate

- professional values
- accountability
- structures of governance



- organisational power
- financial power
- habitus

Some key reading

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