

Macmillan and West Dunbartonshire Libraries

Evaluation of the Macmillan @ West Dunbartonshire Libraries Service

Baseline Report



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1 Introduction

In October 2015 Macmillan @ West Dunbartonshire Libraries was launched. This programme provides cancer support and information services in eight West Dunbartonshire libraries. Three of these currently have a weekly drop-in support and information service run by volunteers, the other five are information points providing Macmillan literature.

This programme represents a partnership between Macmillan Cancer Support, West Dunbartonshire Libraries and Glasgow Life. The current Macmillan funded Glasgow Life team - delivering 35 similar services across Glasgow - provide the service management support. The Macmillan @ West Dunbartonshire Libraries implementation and operation is managed by a Macmillan Services and Volunteering Coordinator from the Macmillan @ Glasgow Libraries team. This Coordinator also has a place within the West Dunbartonshire Libraries team, and has integrated themselves into the local library service and wider cancer support services in West Dunbartonshire.

This operational relationship is outlined in Figure 1 below.

Figure 1 Macmillan @ Glasgow Libraries and Macmillan @ West Dunbartonshire Libraries



This is one of several mechanisms being used as part of a roll out of the 'Glasgow Model' of Cancer Information and Support Services in local libraries. In Lanarkshire, the service is being established and managed independently from the Glasgow service, but coincidentally by someone who previously worked as part of the Macmillan @ Glasgow Libraries team. In Lothian and Edinburgh, the service is run by those without experience of the Glasgow service but with support from the Glasgow staff team in the form of advice, sharing of training resources, and opportunities for the Lothian team to visit the Glasgow service.

Rocket Science and Consilium have been asked to conduct a 2-year evaluation of the West Dunbartonshire Libraries service including:

- A **process evaluation** to understand the successes and challenges of the implementation of the service. Implementation is innovative in its use of a consultancy approach where a single organisation acts as a centre of expertise and offers the opportunity for operational efficiency and effectiveness gains for other similar services. The development and implementation of a service at a distance as part of another team will present both benefits and challenges, and programme staff are keen to understand these in more detail.
- An **impact evaluation** to understand the early stage impacts of the service. Recognising that this programme is still in its early stages of implementation, this evaluation will look to identify some of the early findings of impacts on; those affected by cancer, other support services, volunteers and staff, and libraries. The process evaluation will however be the main focus of the evaluation.

This evaluation will inform decisions on how to continue the service beyond the Macmillan funding.

This report is the baseline report for this evaluation. There will be two more reports during the evaluation period: an interim evaluation report to be delivered in September 2017, and a final evaluation in September 2018.

This baseline report outlines the work done to date on this evaluation including:

- Partner Mapping – in November 2016 staff and stakeholders were asked to identify organisations and services that were important to develop relationships. The findings were converted into maps and are found in Chapter 2
- Partner and Staff Interviews – to gain an understanding of the service and its context we have interviewed several key stakeholders and staff. The key messages from these interviews, and the implications for service delivery and this evaluation, are outlined in Chapter 3
- Volunteer Focus Group – the involvement of volunteers in the evaluation is vital. It is therefore important not only to get their insights into the operation and performance of the service, but also to understand how best to design the evaluation. In October 2016, we conducted a focus group with several volunteers to understand what they thought we should consider as part of our evaluation. The key messages of this are in Chapter 4
- Evaluation Framework – drawing together the evidence and analysis done to date, we have developed a more detailed evaluation framework and timeframes. This can be found in Chapter 5.

2 Partner Mapping

In November 2016, we held a partner mapping workshop. During this workshop staff and stakeholders were asked to identify organisations and services that:

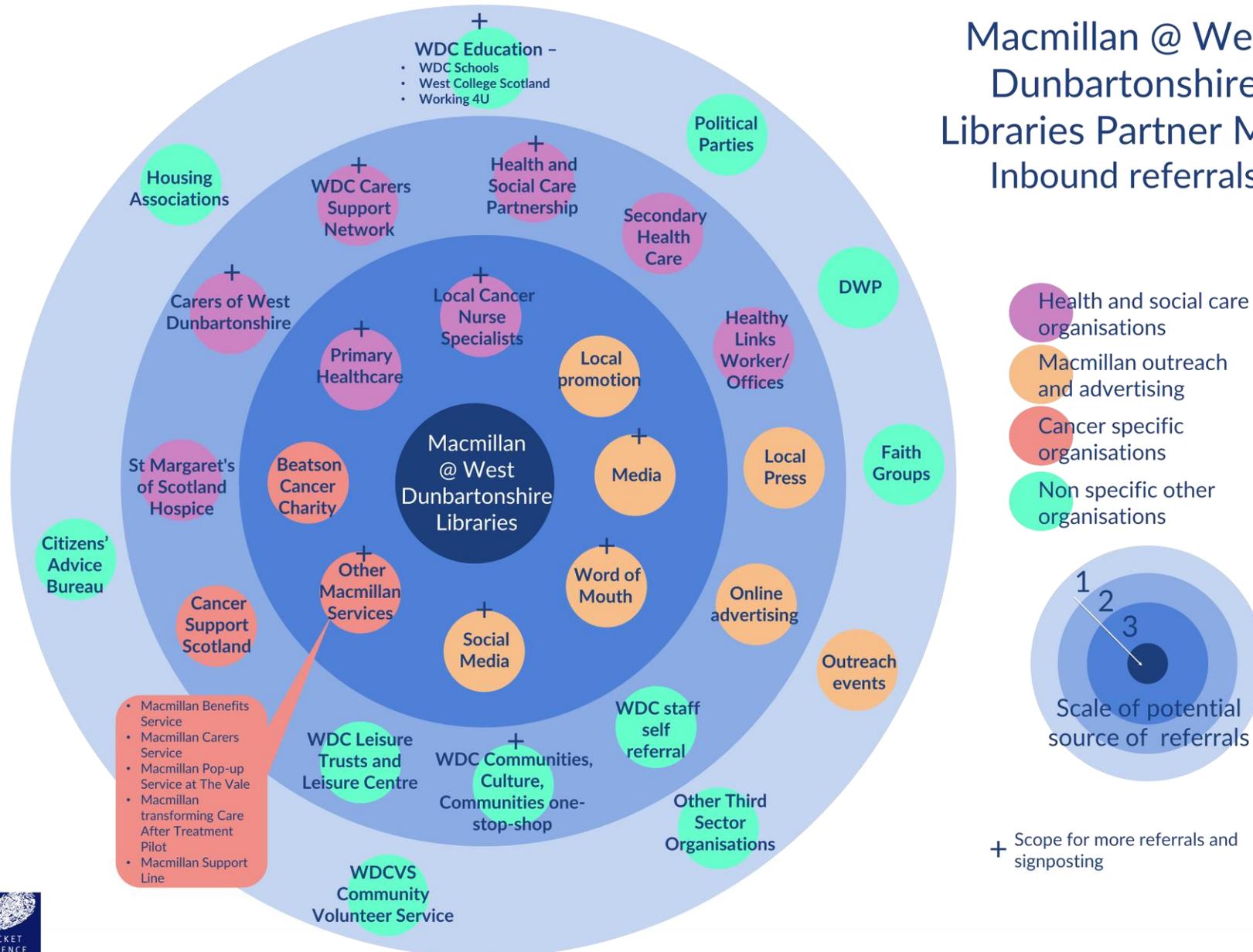
- Either currently were - or should become in the future - important referral sources into the Macmillan @ West Dunbartonshire Libraries service
- Either currently were - or should become in the future - important sources of support and places for referral of service users by volunteers at the Macmillan @ West Dunbartonshire Libraries service.

The purpose of this exercise is to identify which services the Macmillan @ West Dunbartonshire Libraries service should be developing relationships with, which relationships are currently strong and fruitful (in terms of referral numbers in and out of the service) and where the current relationship gaps are so that service staff and volunteers could begin to develop the necessary relationships to provide an integrated service for those affected by cancer.

Two maps were produced as a result of this workshop (overleaf). The first map shows all the possible sources of referrals into the Macmillan @ West Dunbartonshire Libraries service from other organisations. The closer the organisations are placed to the middle of the diagram, the more important they are as a source of referrals. A + indicates where the workshop participants felt that there was scope to increase the number of referrals into the service. This may indicate a need to engage more closely with these organisations.

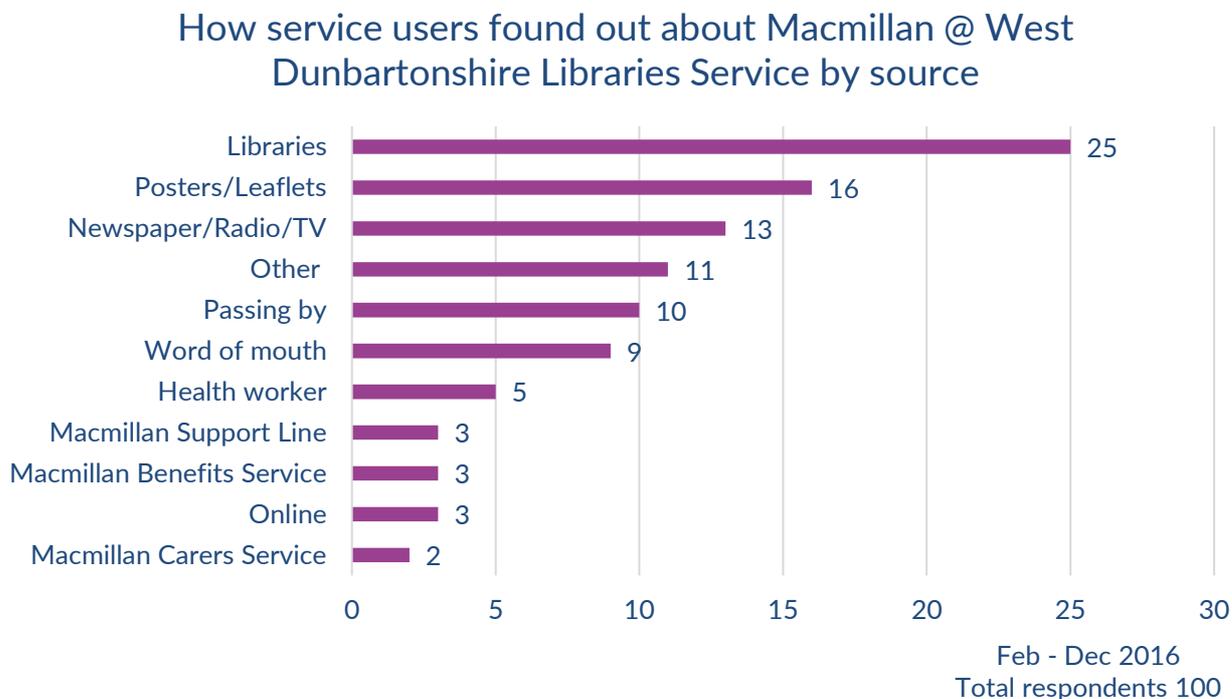
The second map shows the organisations that Macmillan @ West Dunbartonshire Libraries Volunteers are likely to refer service users to. Once again these are categorised in terms of importance by how close they are to the centre of the map. Macmillan @ West Dunbartonshire Libraries Volunteers will formally refer service users to some organisations and services - indicated by a solid blue outline. For other services, service users are informally signposted to relevant services. Where this occurs, it is shown by a broken blue outline.

Macmillan @ West Dunbartonshire Libraries Partner Map Inbound referrals



Macmillan @ West Dunbartonshire Libraries currently collects data on all formal referrals made by volunteers, as well as recording how service users found out about the service. This data is outlined in Figure 2 and Figure 3.

Figure 2 - How service users found out about Macmillan @ West Dunbartonshire Libraries Service by source



As Figure 2 shows, service users most commonly find the service through libraries; then from promotional material such as posters and leaflets; and from advertisements in the newspaper, or on the radio and TV. A small proportion of service users appear to come from other Macmillan Services.

“Other” accounts for a large number of responses. These include sources such as Boots Pharmacy, noticing the signs outside the library from on a bus, a presentation delivered in the local health centre, and knowing the service through their volunteering elsewhere.

This profile differs from the Macmillan @ Glasgow Libraries service where a greater proportion of service users find the service from passing by, with a much lower proportion of people finding the service through promotional materials and advertising. This pattern is worth further investigation by both the Macmillan staff and the evaluation team as it is likely to have practical implications for how the service should go about raising awareness to increase service user numbers.

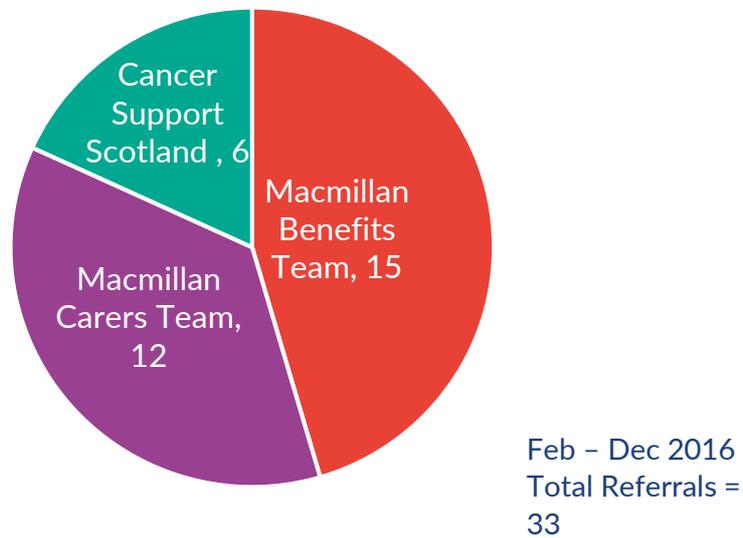
Figure 3 shows that referrals made by volunteers are limited to Macmillan Benefits and Carers Teams and Cancer Support Scotland. Only limited data is collected on services where service users are signposted rather than formally referred to. It is

possible that service users become aware of other services identified in the partner maps as a result of Macmillan @ West Dunbartonshire Libraries.

There does appear to be a large gap between the services and organisations identified in the partner mapping workshop and organisations that are currently receiving referrals from Macmillan @ West Dunbartonshire Libraries. We will explore further whether this is because service users are not presenting with needs for the others services and why.

Figure 3 - Referrals made by Macmillan @ West Dunbartonshire by referral location

Referrals made by Macmillan @ West Dunbartonshire by referral location



3 Partner and Staff Interviews

Over the last few months the evaluation team has been interviewing key staff in partner organisations. We have also discussed the service with service staff. This was done to get a better understanding of where the service sits in the broader context, as well as the likely challenges that the service needs to navigate within this context. This chapter outlines the key messages from these interviews and the implications for both the future delivery of the programme, and our evaluation.

Key messages

The key messages arising from these interviews were:

Context

- Partners felt that the key challenges faced by services, including Macmillan @ West Dunbartonshire Libraries, mirror those facing Scotland as a whole. These are namely the current and projected increase in demand for support from those affected by cancer (ie those affected directly and as well as carers and family members) and the capacity of the public and third sector services to meet demand
- The Macmillan @ West Dunbartonshire Libraries project is seen to fill a significant gap in local community-based provision which directly supports the ethos of Transforming Care after Treatment (TCAT) whilst complementing the welfare services offered by Macmillan
- Most significantly, the project not only offers an alternative source of information and advice, but crucially also emotional support for people affected by cancer. The availability of the library-based offer was started to provide an alternative to an approximate 20-mile journey to access similar services including a Maggie's Centre
- This is especially relevant for many people from areas of deprivation who may be without personal transport and/or the disposable income to support travel costs. It is also relevant given the lack of a volunteer transport service locally (eg. valuable services were referred to in Ayrshire¹ whereas a Red Cross service² is unsustainable given the reported costs per mile)

¹ <http://www.ayrshirecs.org/our-services/hospital-transport-service/>

² <http://www.redcross.org.uk/Where-we-work/In-the-UK/Scotland/West-Scotland/LocalServices/Transport-support>

- In West Dunbartonshire, the service needs to meet the needs of two different communities: Clydebank has similar features to the rest of Glasgow but much of the rest is rural and remote so service design and promotion needs to respond to this. For example, the number of potential service users in the outlying area will be low and this may make it hard to justify sustaining the service in the longer term. But since there are fewer other services, the libraries become much more significant as sources of support and information
- Partners reiterated the level of demand for support services provided by Macmillan @ Glasgow Libraries. However, they also recognised the need to improve the promotion of the project, and related support services, to both the public and the full range of partners in contact with people affected by cancer
- Partners identified only a small number of barriers to accessing the project in addition to the physical health of people affected by cancer. Awareness and knowledge of the project was a key point identified either directly or through signposting from a range of partners. Whilst progress was stated to have been made with GPs, District Nurses and Community Nurses, there is a reported need to repeat awareness raising activity with clinical nurse specialists and wider service providers including housing departments. There is also a challenge to ensure that the profile of volunteers matches as much as possible that of potential service users (eg. older male volunteers)
- There was a suggestion that some older people in particular would need intensive encouragement to use the service – those almost taking on a ‘whatever will be will be’ attitude, with a proportion (smaller each year admittedly) still linking the Macmillan brand to end of life services
- The provision of a volunteer-led service in a local library was noted to potentially involve situations where the volunteer knows the person affected by cancer. Whilst this may provide a catalyst for a productive meeting for some people, it may also act as a barrier for people with fears of confidentiality and/or privacy
- Key partners identified for attention in developing relationships included GPs (acknowledging the difficulties in accessing and influencing this group) as well as practitioners in hospitals including Cancer Nurse Specialists
- The partners referred to the nature of funding relative to the forecast increase in demand for a wide range of health and wider social services as people live longer and experience more complex care pathways. Partners therefore stressed the value of the project in generating cost savings to acute care and wider support services by providing an alternative and more cost-effective service for emotional support than either a GP, acute setting or welfare service.

The Service

- Partners highlighted the value of the service in filling remaining gaps in health and social care integration (eg. in data sharing to identify people in need of support) which impair the ability of both benefits advice and TCAT services to operate efficiently to assist people affected by cancer. The Libraries project was seen to offer great potential to fulfil the holistic needs assessment in the community and capture a better assessment of needs and concerns to inform early intervention and diagnosis
- An example was provided of a client of the Macmillan welfare service awaiting news of a grant but who could not be contacted due to a lack of credit on her mobile phone. In a state of some distress she sought support in a library where a combination of library staff and volunteers were able to assist her by bringing relevant partners together
- Anecdotal feedback received by partners from clients that also used Macmillan @ West Dunbartonshire Libraries has been positive. The spaces were considered fit for purpose although the addition of complementary therapies would be very positive
- There was a willingness to explore and expand the advantages afforded by the volunteer-led model to expand the Macmillan benefits advice service by adapting the training. There was also interest in exploring the potential sharing of roles between the two services subject to demand from volunteers. The potential to incorporate a befriending service was also raised as an area to explore if volunteers were needing to fill time in between service users
- Partners said that in Clydebank there are a lot of people with long term conditions³ and there is scope to create partnerships with other long term services to improve services and support to all those with long term conditions and their carers
- Partners were in agreement that the project could be adapted and/or expanded to offer support for other long term conditions - something which may attract additional funding from charities including Alzheimer's Scotland or Diabetes UK
- Partners outlined the perceived additional benefit to the project of co-locating complementary therapies in West Dunbartonshire Libraries in line with the Glasgow model
- The marketing and promotion of the project was seen to be very thorough although more could still be achieved to fine tune activities (eg. complementing the good work on social media with more traditional approaches for older people who may be less likely to engage online). One

³ According to a 2011 West Dunbartonshire Social and Economic profile by the Council, 23.1% of the population report long term health problems or disabilities that limit their activity.

area outlined by both Macmillan Welfare / TCAT contacts was (greater) use of the Community Advertiser⁴ (local authority newspaper and service directory)

- Some stakeholders expressed the view that there was a very tight community in West Dunbartonshire so word of mouth would be important and valuable in promoting the service. In addition, the local papers seemed to be more responsive than in Glasgow and could form a more important strand in a marketing strategy
- There is scope to better identify carers of people affected by cancer, especially as many do not see themselves as carers.

Rolling out the 'Glasgow Model'

Part of this evaluation will be understanding the benefits and challenges associated with these various mechanisms for developing and managing these services. From conversations with staff and volunteers to date, several initial messages have arisen. These are outlined below.

Lessons learned from Glasgow improved design, implementation and ongoing delivery of the West Dunbartonshire service:

- There was reduced uncertainty around the design and set up of the physical spaces in the libraries which enabled the three drop-in services to be set up and launched at the same time. Due to the previous knowledge and experience of designing the physical spaces in Glasgow the three Drop-in services and 5 Information Points could be developed simultaneously in West Dunbartonshire Libraries instead of one at a time
- There was a greater understanding of what support volunteers would need so this was provided from the beginning of the service
- There was a greater understanding of the importance of knowing which staff and stakeholders to get support and buy-in from early. This enabled this to be done earlier
- There were also already tried, tested and accredited training programmes available for volunteers, and established service policies, procedures and forms. With another service operating nearby in Glasgow, volunteer training could also be shared increasing the opportunities for West Dunbartonshire volunteers, and reducing the cost of training to the programme.

Elements that enabled the design, implementation and ongoing delivery of the West Dunbartonshire service:

⁴ <http://www.communityadvertiser.co.uk/>

- The programme had strong backing from the library management from the outset
- Library staff knew each other better across libraries due to the smaller system of libraries in West Dunbartonshire, compared with Glasgow
- The Macmillan Service and Volunteer Coordinator was integrated into the library operation teams – which included attending library management and librarian meetings, having a West Dunbartonshire email address and full access to the West Dunbartonshire computer systems
- The Macmillan Service and Volunteer Coordinator participated in the local infrastructure for supporting those affected by cancer – such as the local TCAT service
- West Dunbartonshire has most of its Care at Home service run in house – this means that staff training and quality is higher and there is a better sense of what is happening on a day to day basis
- In addition, volunteering forms a significant part of Care at Home – so Macmillan @ West Dunbartonshire Libraries is set within a wider and well-established volunteer workforce. This allows volunteers access to other Macmillan volunteering opportunities – and it is easier to cope with volunteers who need a break as it is possible to rotate within a wider volunteer workforce.

Challenges faced in implementing the 'Glasgow Model':

- The need to coordinate the service with other Macmillan branded services in any region that this service is introduced. For example, there were several Macmillan services operating in West Dunbartonshire already including – the Macmillan Benefits Team, Macmillan Carers, and a Macmillan Volunteer Coordinator sitting within the local Health and Social Care Partnership. These programmes were funded and operated through various mechanisms and operated independently. There are benefits to be gained from coordination between these services – for example to create referral pathways and joining up approaches to volunteer recruitment, training and management. If services are not coordinated or integrated, then we need to understand why this is being done and whether integration should be considered.
- The other infrastructure available to support those affected by cancer varies between areas. With a service that relies on volunteers being able to refer or sign post service users, having a range of services in an area is important. Smaller areas may not be as well serviced as larger cities. This service can provide useful insight into what support people affected by cancer may need, and where there are gaps in local provision.

What does this mean for delivery?

- There is an ongoing challenge for partners in disseminating what the service is to staff to inform effective and efficient signposting of people affected by cancer. There is a need to ensure that the project is as prominent as possible in the minds of relevant partners as a result of internal procedures and feedback from people affected by cancer to confirm the impact of the service amongst health and social care partners
- Informing approaches to maintaining and increasing volunteer recruitment and retention by assessing the viability and potential demand for opportunities for training and sharing volunteer resources across similar services (eg. Welfare Advice Services)
- Partners consulted largely signposted into Macmillan @ West Dunbartonshire Libraries but referrals to specialist benefits advice had increased. It was less easy to track signposting, as opposed to official referrals, into other services (eg. leisure and exercise promotion). Clarity around what it means to signpost someone is also needed, as it can hold different meaning to different services and individuals.

What does this mean for the evaluation?

- Analysing the cost benefit of accessing a local service rather than the equivalent offer in Glasgow etc.
- Assessing the quality of training of volunteers including their ability to acknowledge and deal with barriers to accessing support including familiarity with those living in the local area
- Two partners were primarily signposting in to the project from a perspective of prevention (eg. healthy living and exercise). In what ways does the service contribution to the prevention agenda in Scotland?
- Recognition that networks of services can take a while to change, therefore it will take a while for Macmillan @ West Dunbartonshire to embed fully within the broader service context
- Analysing whether awareness and confidence in the service improves over time
- Understanding how real the risk is that service users will be unwilling to use the service as it is not anonymous enough in a small close-knit community setting
- Is it realistic and desirable to seek to reduce costs in delivery?
- Is there a communications strategy, and how effective is it?
- What are the benefits and risks of sharing volunteers, and is it a desirable thing to pursue?

4 Volunteer Focus Group

On 13 October 2016, we held the first of our annual Volunteer Focus Groups. This Focus Group was to discuss how we should approach the evaluation of Macmillan @ West Dunbartonshire Libraries. This conversation coalesced around getting volunteers' views on two areas:

- What questions should the evaluation be seeking to answer
- Who should the evaluation team be talking to during this evaluation.

The key messages from each of these are outlined in this Chapter.

What questions should the evaluation be seeking to answer?

Volunteers felt that the evaluation should answer the following questions:

Recruitment, training and role of volunteers

- Is the volunteer recruitment process finding the right type of volunteers?
- Does there need to be more training, more easily available for West Dunbartonshire volunteers – for example easier access to Glasgow training or West Dunbartonshire based training?
- Does there need to be more formal reviews of volunteer performance?

Organisation and management

- Is the organisation and management of the service too much for one person to do on their own?
- Should services that provide similar services be integrated?
- Can the organisational structure and staff roles and responsibilities be more clearly defined?

Communication and promotion

- How can the communication of events be improved?
- While the national campaign advertising is strong, does there need to be more local advertising of local services?
- How can the interaction between the libraries and Vale services be improved?

- How can the service increase communication with other services in order to increase referrals?

Who should the evaluation team be talking to during the evaluation?

When asked who the evaluation team should engage with during the evaluation the following were identified by volunteers:

- The Long Term Conditions Benefits Team
- Volunteers
- Organisations that Macmillan @ West Dunbartonshire refers to
- Organisations that might, should, or do refer to the service
- Other service providers
- Practice nurses
- Service staff
- Health and Social Care Partnership staff
- Local authority staff
- The Vale pop-up service volunteers
- The Beatson.

The evaluation questions and stakeholders identified by the volunteers during this focus group have been incorporated into the evaluation framework and relevant topic guides. During the next Volunteer Focus Group, volunteers will be asked for their views on the performance, impact and management of Macmillan @ West Dunbartonshire Libraries.

5 Evaluation Framework

In our proposal we outlined that this evaluation would focus on two elements:

- A ***process evaluation*** of the creation and implementation of the service. This would be the greater focus of the evaluation
- An ***impact evaluation*** to understand some of the early impacts of the service on its service users, volunteers, staff, the libraries, and other services that seek to support those affected by cancer.

From there we identified that this would mean answering three evaluation questions:

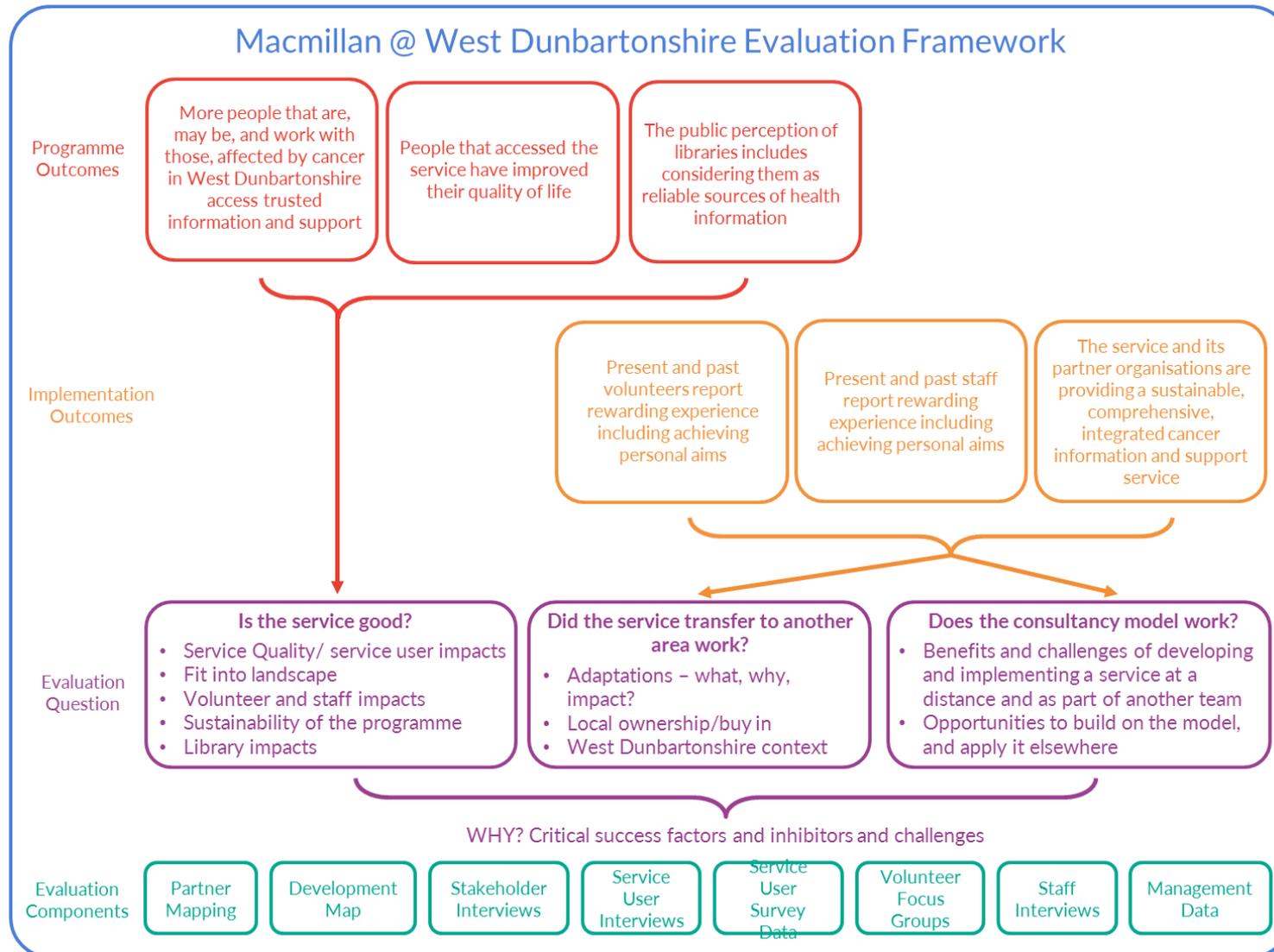
- ***Is the service performing well?*** What impact is it having on service users, is it meeting service user needs, how does it fit into the broader service provision, is it sustainable, what impact does it have on staff, volunteers and the libraries?
- ***Did the transfer of the Macmillan @ Glasgow Libraries model work?*** Has the service been received well, what adaptations were made and why, does it have local ownership and buy in, and what elements of the West Dunbartonshire context were unique or different?
- ***Does the consultancy style approach work for rolling out the Macmillan @ Glasgow Libraries model?*** There are a number of models working across Scotland – including managing the service in another area from within the Glasgow team, running a separate service with ex-Glasgow service staff⁵, and running a separate service but with training material and advice provided by the Glasgow team. This evaluation seeks to understand the benefits, challenges and risks associated with the various models of delivery.

Throughout this, identifying the critical success factors and inhibitors and challenges for each of these three areas is important as it will enable lessons learnt through this evaluation to be useful in other contexts and services.

From this base, we developed a more detailed evaluation framework for this evaluation. This can be found in Figure 4 overleaf.

⁵ By co-incidence someone from the Macmillan @ Glasgow Libraries team applied for the Lanarkshire service post

Figure 4 – Macmillan @ West Dunbartonshire Evaluation Framework



The three evaluation questions can be found in purple in Figure 4. These feed up into either a programme outcome (as part of the impact evaluation), or to an intermediate outcome (as part of the process evaluation). In order to answer these questions we are proposing to use a range of research and analysis tools. The primary purpose and timeframes of each of the evaluation components is outlined in below.

Figure 5 – Macmillan @ West Dunbartonshire Evaluation timeframe and project plan

Project Plan		2016	2017				2018		
Activity	primarily to:	Q2 Oct - Dec	Q3 Jan-Mar	Q4 Apr - Jun	Q5 Jul - Sept	Q6 Oct - Dec	Q7 Jan-Mar	Q8 Apr - Jun	Q9 Jul - Sept
Partner Mapping	understand relationships that need to be further built								
Development Map	identify the adaptations and challenges in transferring the Glasgow model								
Stakeholder Interviews	understand the wider context and how the service aligns								
Service User Interviews	understand the impact the service has on clients								
Service User Survey Data	understand reach and impact of service								
Volunteer Focus Groups	understand the management and performance of the service and impact of the service								
Staff Interviews	understand the management and performance of the service and impact of the service								
Management Data	understand the reach and sustainability of the project								

Topic guides and other research materials will be developed by the evaluation team and approved by the Macmillan @ West Dunbartonshire programme team in advance of Q4 research activities.

