

Macmillan Cancer Support

# Macmillan @ West Dunbartonshire Libraries Interim Evaluation Report



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# Executive Summary

## Introduction and methodology

Launched in October 2015, the West Dunbartonshire Libraries service provides cancer support and information services in eight West Dunbartonshire libraries through a partnership between Macmillan Cancer Support, West Dunbartonshire Libraries and Glasgow Life. 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 with slightly different iterations in Lanarkshire, Lothian, Dundee, Argyle and Bute, and Edinburgh.

Rocket Science UK Ltd, in partnership with Consilium Research and Consultancy, were commissioned to undertake a process and impact evaluation of the West Dunbartonshire Libraries service. This interim evaluation has been informed by analysis of project data and interviews with service staff, library staff, volunteers, stakeholders and those who run other Macmillan cancer information and support services in Scotland.

## Programme Data

Service data on the drop-in services operating in four West Dunbartonshire libraries (Alexandria, Balloch, Clydebank and Dumbarton) reveals 199 visits by at least 144 individual service users between February 2016 and May 2017. This includes the library drop-in services plus visits recorded as occurring in the office. 18% were returning service users highlighting the propensity for service users to maintain contact with the service for ongoing emotional support and information.

Analysis of service users by stage of cancer journey reflects the personalised nature of support needs and reaffirms the need for support and information across the cancer journey. Nearly 45% of visits were to seek out someone to talk to and 23% to find out what support services are available. Analysis of how service users found out about the service confirms the strength of marketing and promotion work undertaken through the libraries service and the value of word of mouth. It also highlights a relative lack of signposting and referrals from health practitioners. There were 28 volunteers as at May 2017 in the Macmillan @ West Dunbartonshire programme, 24 of whom are female with 11 aged 60 and over.

## Reflections on the success of the current service

Whilst it is acknowledged that more remains to be achieved, there has been positive progress made in promotion to both the public and partners. Outreach work in the community is also developing although work is still ongoing to develop a regular presence in some health venues with a constant reinforcement of the service seen as important in building awareness of the service offer. Although

headway has been made in raising awareness amongst key health, social care and linked service providers, progress is stated to have been slow in widening the service's reach beyond immediate council partners and those sitting on the local Transforming Care After Treatment steering groups.

There are no reported issues with the standard of support provided through the service with experienced volunteers benefiting from the same programme of training used effectively to underpin the Macmillan @ Glasgow Libraries service. Volunteers are positive about the service and volunteers' role in delivering the offer to people affected by cancer across West Dunbartonshire. The work of the Macmillan Services Coordinator and, more latterly the Macmillan Services and Volunteering Officer, was praised in developing library staff buy in to the service. Positive communication of information on the service and opportunity to input into its development were considered key to the ownership and buy in to the service achieved by the project.

### **Did the service transfer to another area work?**

The service transfer from Glasgow is generally seen to have been a success to date, with learning from the roll out of the Glasgow Life service used to support integration with the wider libraries offer in West Dunbartonshire. Key aspects of the learning from the development of the Macmillan service in Glasgow libraries included a phased and managed roll out of the service and involving Library Coordinators in the induction of volunteers to support the integration and sustainability of the service. Overall, libraries staff perceive the management of the service to be excellent, underpinned by good communication.

Linked to the issues with awareness raising and promotion, further work is required however to build on the initial progress in integrating the service within the cancer network in West Dunbartonshire. Although it is known to take time to gain the buy-in and understanding of the role and parameters of the service amongst health practitioners, whilst there are examples of positive strategic discussions, these are yet to manifest themselves in terms of the number of referrals and demand for the service from health partners.

The transition of the Macmillan libraries service from Glasgow into West Dunbartonshire is judged to have provided the catalyst for sustainable change at both a strategic and front-line level within the libraries service whilst 'breaking the ice' for other service providers looking to utilise a similar model. Stakeholders, including library staff, were however reluctant to expand the service too far towards health information and support with a preference for a balanced approach between traditional library services, health and non-health information rather than targeting health too strongly.

## Does the consultancy model work?

The use of a consultancy model to transfer the knowledge and learning from the roll out of the service in Glasgow to West Dunbartonshire is stated to have worked well. The transition to a smaller service area with only eight libraries in total and five drop-in services has also helped in managing the management and administration burden for the libraries service locally in particular.

## Key Conclusions and Recommendations

- Continue to embed an evolving service before expanding further
- Targeted promotional work with West Dunbartonshire communities and partners
- Integrating longer term aims into medium term and sustainability planning
- Learning from the roll out of the Glasgow model

# 1 Introduction

In October 2015 Macmillan @ West Dunbartonshire Libraries was launched. This programme provides cancer support and information services across the eight West Dunbartonshire libraries. With the introduction of a service in Dalmuir Library from late July 2017, there are currently weekly drop-in support and information services run by volunteers in five libraries with the other three hosting 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 known as the 'Glasgow Model' - provide the service management support. The Macmillan @ West Dunbartonshire Libraries implementation and operation is managed by a Macmillan Services Coordinator from the Macmillan @ Glasgow Libraries team with the support of a Macmillan Services and Volunteering Officer from March 2017. The Coordinator, who has a place within the West Dunbartonshire Libraries team, has worked to integrate herself and the Macmillan libraries offer into the local library service and wider cancer support services in West Dunbartonshire.

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 staff 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 and Edinburgh teams to visit the Glasgow service.

Rocket Science and Consilium have been asked to conduct a two-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 report is the interim report for this evaluation and follows on from a baseline report in February 2017. The final evaluation is due in September 2018. This interim report outlines the data analysis and field research done to date including interviews with service staff, library staff, volunteers, stakeholders and those who run other Macmillan cancer information and support services in Scotland.

This report includes:

- Chapter 2 analyses the programme data currently available;
- Chapter 3 outlines the findings of our field research;
- Chapter 4 explores our interim conclusions and recommendations; and
- Appendices presenting the field research materials used.

## 2 Programme Data

This chapter analyses the service data available on the drop-in services operating in four of the West Dunbartonshire Libraries (Alexandria, Balloch, Clydebank and Dumbarton) between February 2016 and May 2017 as well as outreach activities and people engaging with the service through the office. This data is collected by volunteers and service staff on a regular basis.

### Service user numbers

There was a total of 199 visits by service users recorded by volunteers between February 2016 and May 2017. Figure 1 below shows that these numbers fluctuated between 4 and 21 visits each month with an overall upwards trend across the 15-month period.

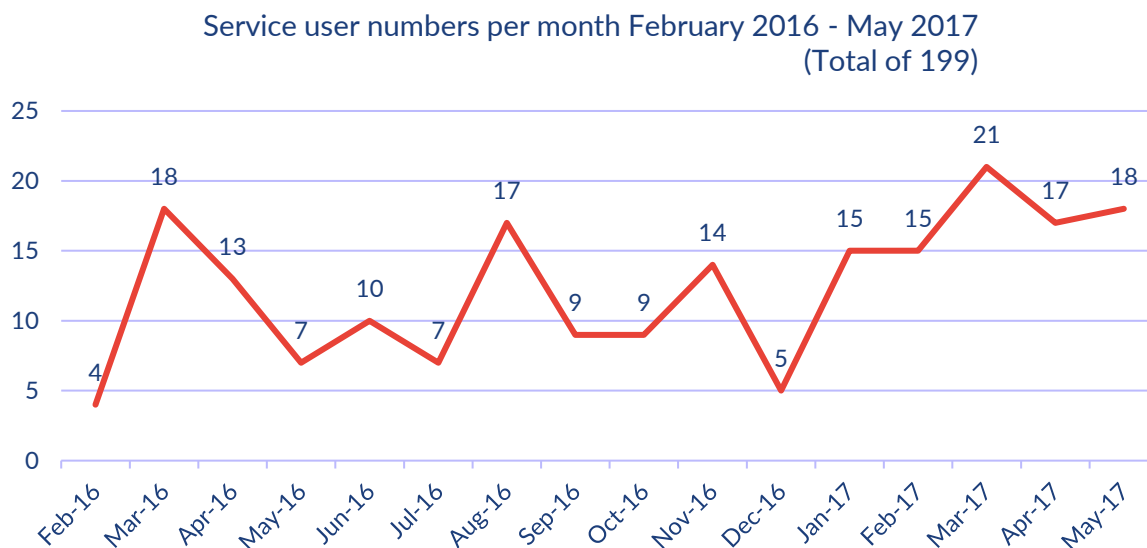


Figure 1

In 2014, there were 698 new cancer registrations in West Dunbartonshire<sup>1</sup> and “3% of men and 4% of women in Scotland are living with cancer”.<sup>2</sup>

Of the 199 visits, at least 144 were separate individuals. This number could be higher, depending on the status of the 19 who did not answer this question. 36 of the 199 visits were returning service users, with volunteers highlighting the

<sup>1</sup> Source: ISD data provided by Macmillan – refers to people over 25. Not published.

<sup>2</sup> Source: ISD, Cancer in Scotland (April 2017). [http://www.isdscotland.org/Health-Topics/Cancer/Publications/2017-04-25/Cancer in Scotland summary m.pdf](http://www.isdscotland.org/Health-Topics/Cancer/Publications/2017-04-25/Cancer%20in%20Scotland%20summary%20m.pdf)



propensity for service users to maintain contact with the service for ongoing emotional support and information.

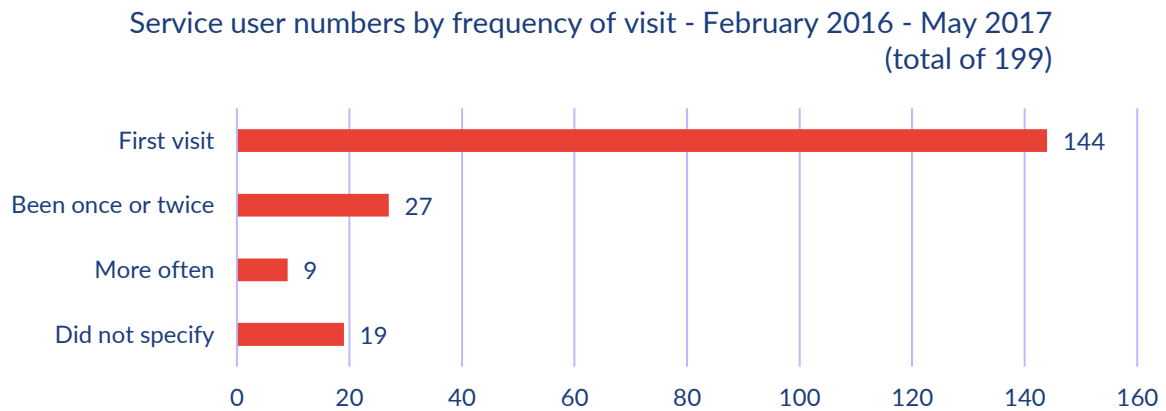


Figure 2

Clydebank was the most popular drop in service, as outlined in Figure 3 below, with the low numbers in Balloch reflecting the later introduction of the drop-in service. Nearly a quarter of all support was provided out of the office which the Macmillan @ West Dunbartonshire team value as a vital way into the service for many. They also note that the office provides support for Council staff. Support is not provided by volunteers in the office, but by programme staff.

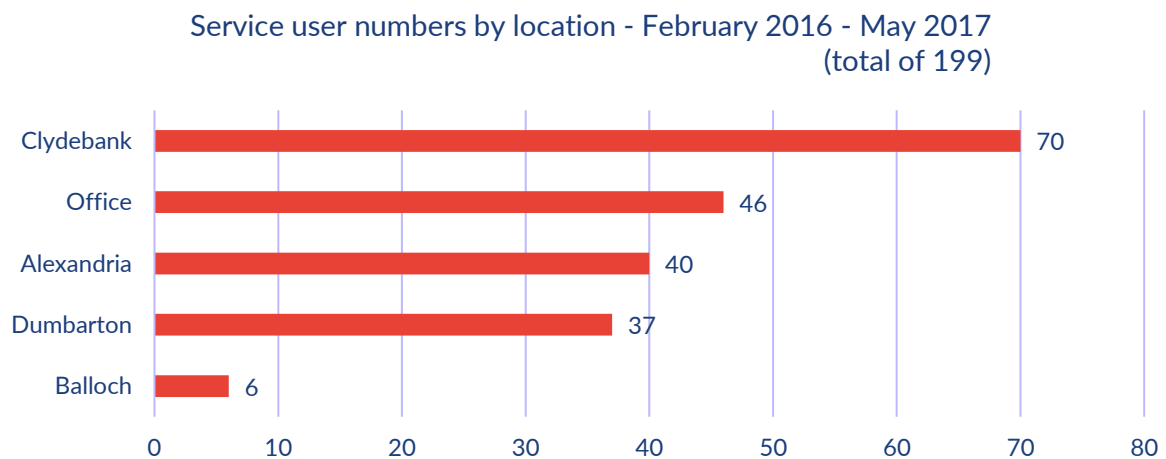


Figure 3

## Service user profile

Most service users were individuals with a cancer diagnosis or their family members. There are no duplicated answers recorded in figure 4 below. The only double answers provided by a single service user were:

- Of the four carers, two specified that they were carers to a family member with cancer
- One person who identified as a person with cancer also listed that they were worried about cancer.

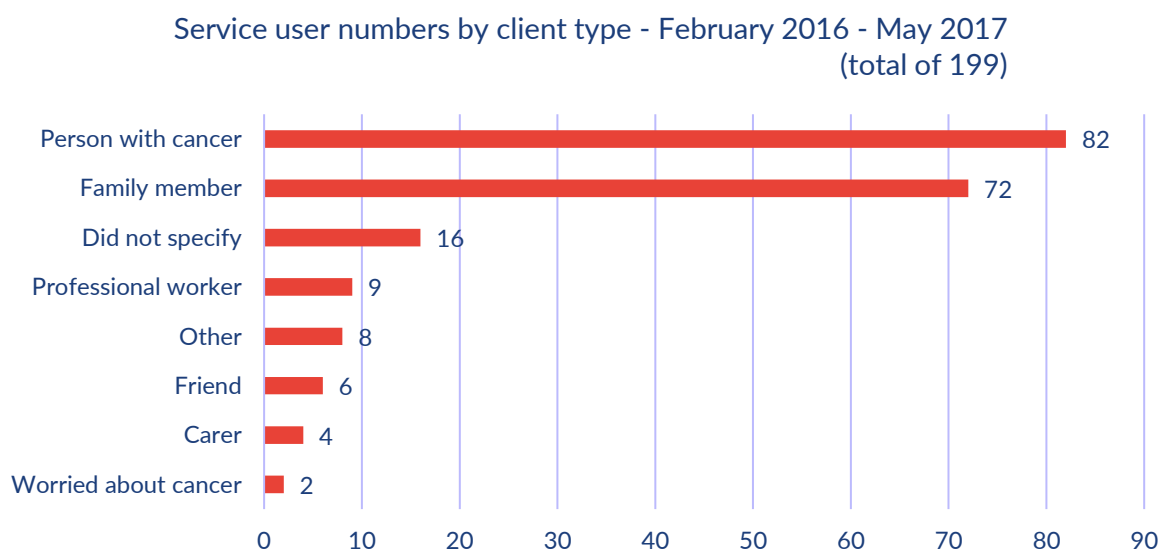


Figure 4

Figure 5 overleaf shows the number of service users by stage of cancer journey. The variety of responses reflect the personalised nature of each service user's support needs and reinforce the need for support and information across the cancer journey. Most service users were undergoing treatment or living with cancer. 10 people with cancer did not specify where they were on their cancer journey. A number of service users chose more than one answer to describe their situation – multiple answers are included in Figure 5. Service users who were not the person with cancer described the situation of the person they knew or were supporting with cancer.

### Service user numbers by stage of cancer journey - February 2016 - May 2017 (226 responses)

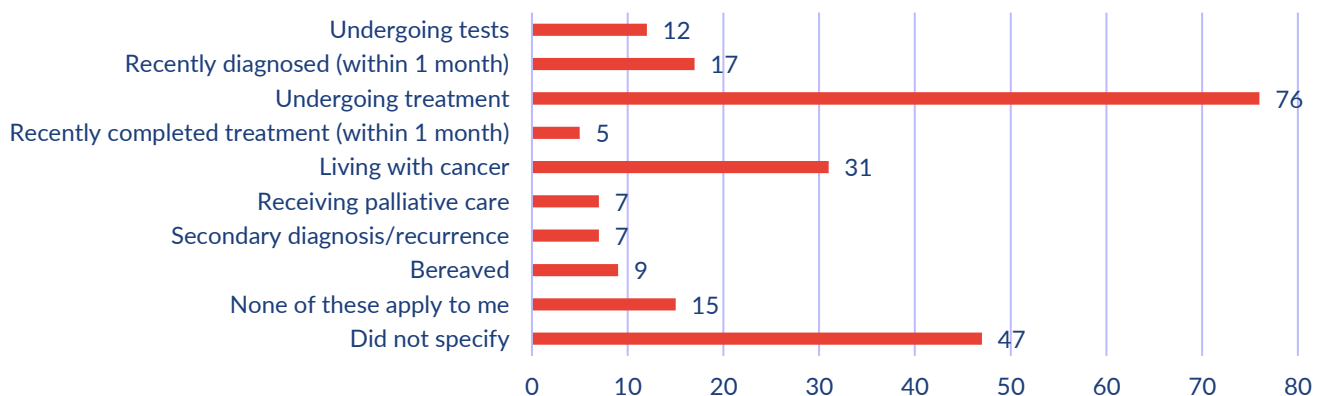


Figure 5

More than one-third of service users who provided their age were over 65 and more than 60% of those who answered were over 55 years of age. Less than 10% of those who provided their age were under 35.

### Service users by age - February 2016 - May 2017 (total of 199)

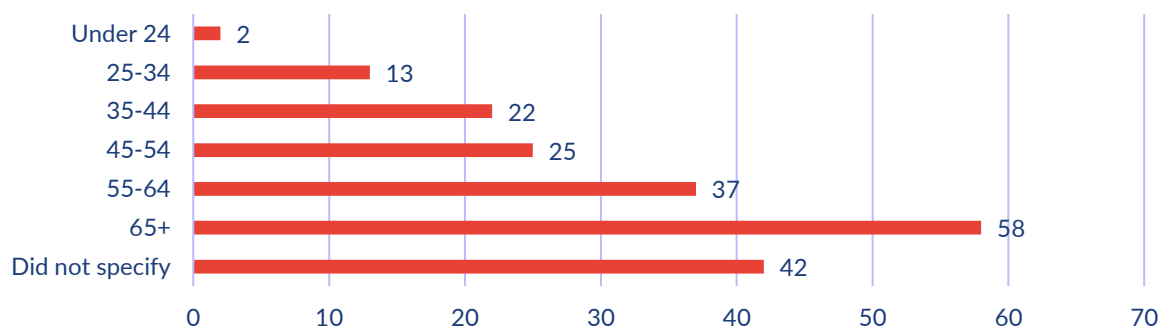


Figure 6

There were nearly twice as many female service users as there were male.

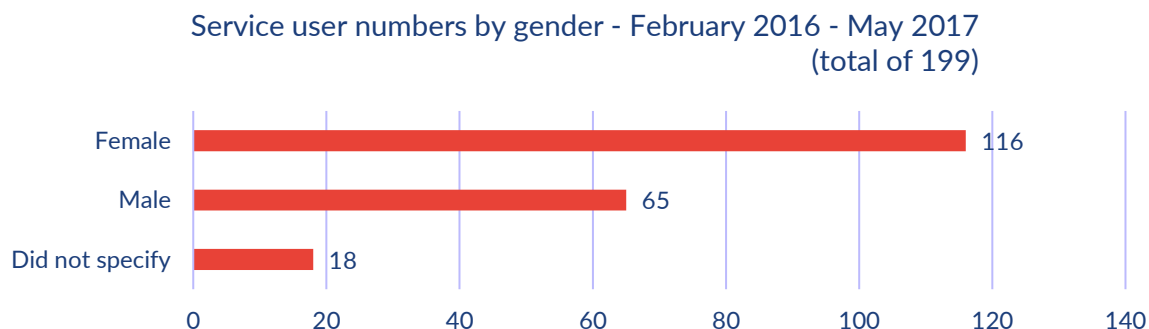


Figure 7

All service users who specified their ethnicity were white (Scottish, Irish, and other British). The 2015 West Dunbartonshire Social and Economic Profile identified that 97% of the population of West Dunbartonshire were White Scottish, other British or Irish.<sup>3</sup>

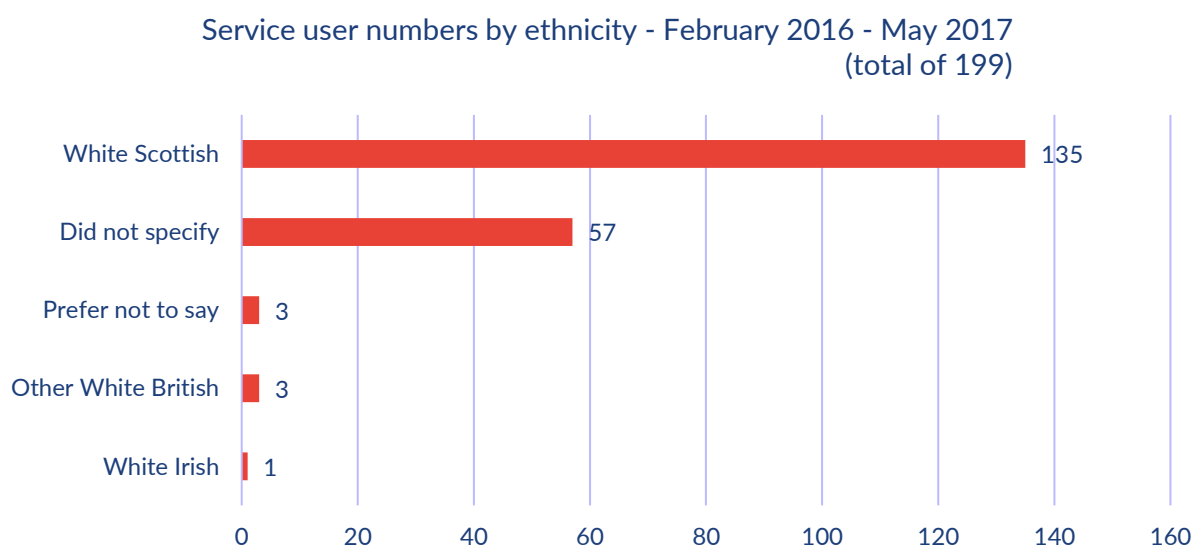


Figure 8

<sup>3</sup> [http://www.west-dunbarton.gov.uk/media/4308902/social\\_\\_economic\\_profile\\_2015.pdf](http://www.west-dunbarton.gov.uk/media/4308902/social__economic_profile_2015.pdf)

91% of service users who answered the question did not identify as having a disability. In 2015, the West Dunbartonshire Council estimated that around 23.1% of their population had a long-term activity limiting health problem of disability.<sup>4</sup> This was an increase from 22.7% in 2001.

Service users by whether they have a disability - February 2016 - May 2017  
(total of 199)

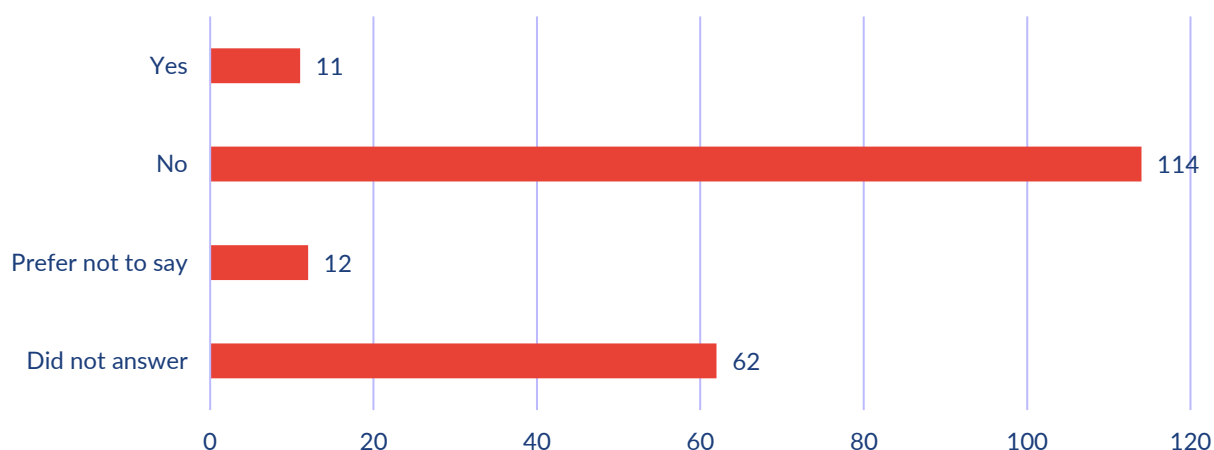


Figure 9

## Source of service users

Figure 10 overleaf outlines how service users found out about the service. Finding out about the service through the libraries is the most common answer provided. We suspect that there is a reasonable amount of cross over in the libraries and passing by categories as they will all be those who are passing by while at the library and could categorise their answer as either. Some service users provided more than one response, these are included in Figure 10.

Notwithstanding those not specifying how they found out about the service, Figure 10 confirms the strength of marketing and promotion work undertaken through the libraries service and word of mouth. The relative lack of signposting and referrals from health practitioners is also made clear.

<sup>4</sup> [http://www.west-dunbarton.gov.uk/media/4308902/social\\_\\_economic\\_profile\\_2015.pdf](http://www.west-dunbarton.gov.uk/media/4308902/social__economic_profile_2015.pdf)

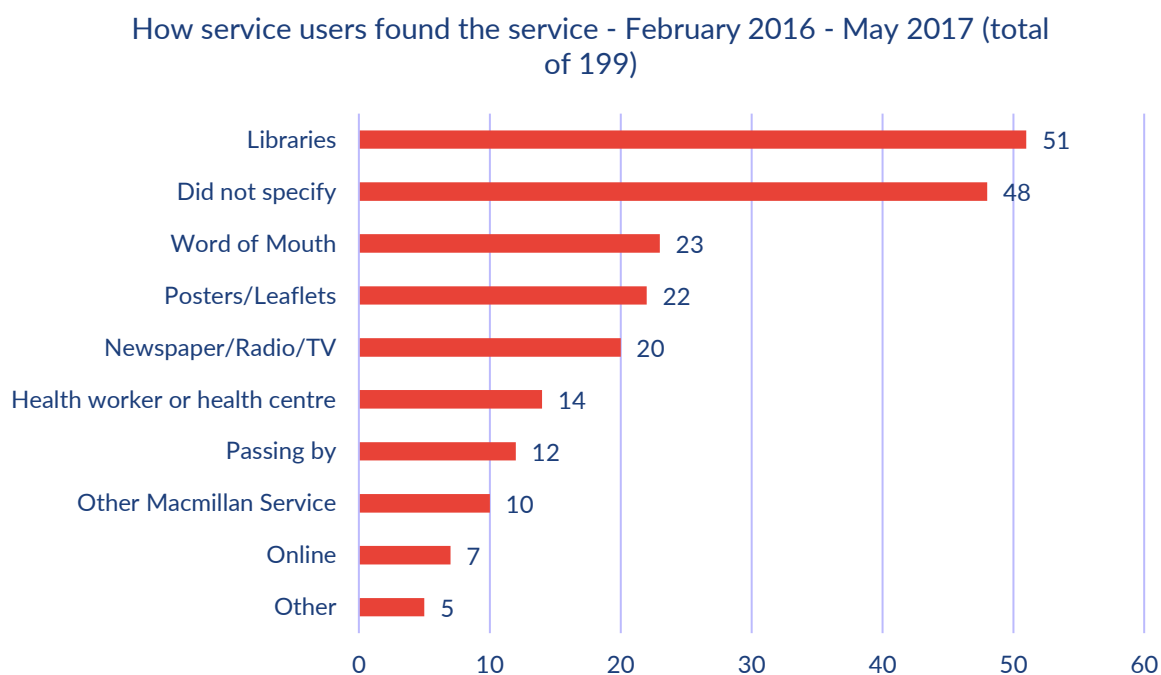


Figure 10

The service has had a total of 8 formal referrals from other organisations:

- 1 from an Occupational Therapist
- 2 from the Citizens Advice Bureau
- 1 from the Macmillan Benefits Team
- 1 from a Social Worker
- 1 from a Resettlement Officer.

We consider that the breadth of referral sources is promising.

## Service needs and support provided

Figure 11 shows the reasons why people attended the service. Nearly 45% of visits were to seek out someone to talk to. 23% of all visits were to find out what services are available. Figure 11 outlines all the responses provided by service users. Many service users provided more than one reason, these are included in Figure 11.

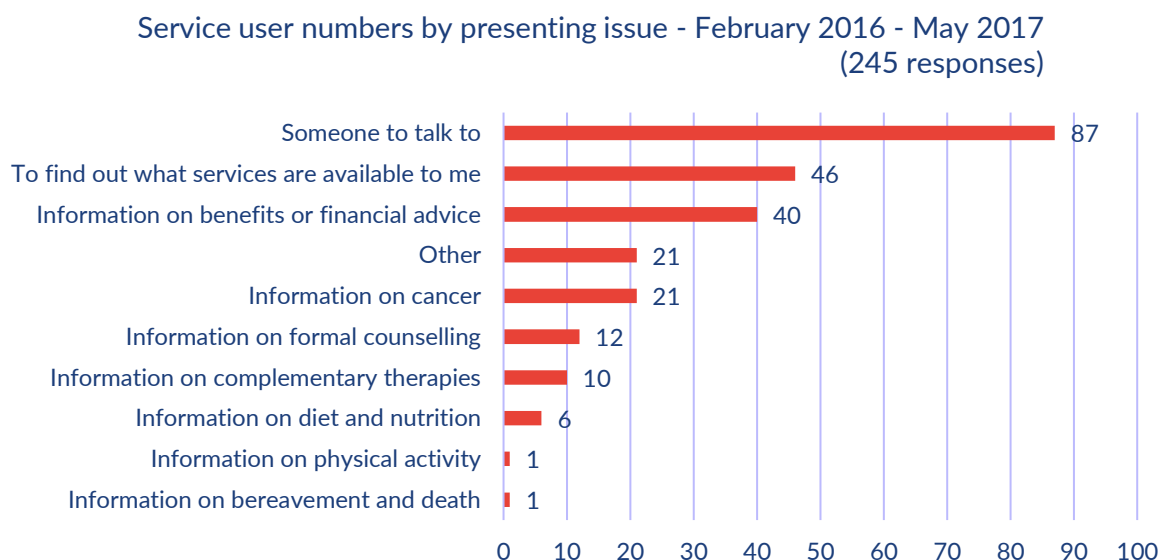


Figure 11

Figure 12 overleaf outlines the support provided by Macmillan @ West Dunbartonshire. On average service users received between 2 and 3 services listed in Figure 12.<sup>5</sup> The three most common types of support provided were:

- Leaflets (79 service users)
- Someone to talk to (56 service users)
- Information on benefits/financial (41 service users)

<sup>5</sup> 45 service users did not record what support they received.

Support received by service users - February 2016 - May 2017  
(401 responses)

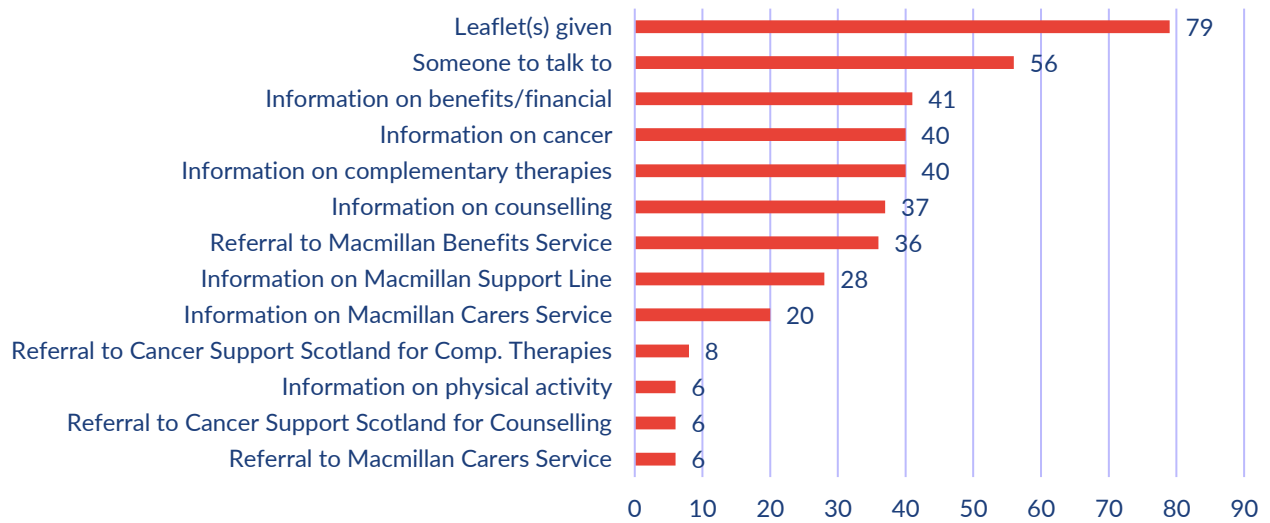


Figure 12

Figure 13 shows the referrals made by Macmillan @ West Dunbartonshire Libraries between February 2016 and May 2017. Referrals during this time were made to the Macmillan Benefits and Carers Teams and Cancer Support Scotland.

Outward referrals from Macmillan @ West Dunbartonshire Libraries by referral destination

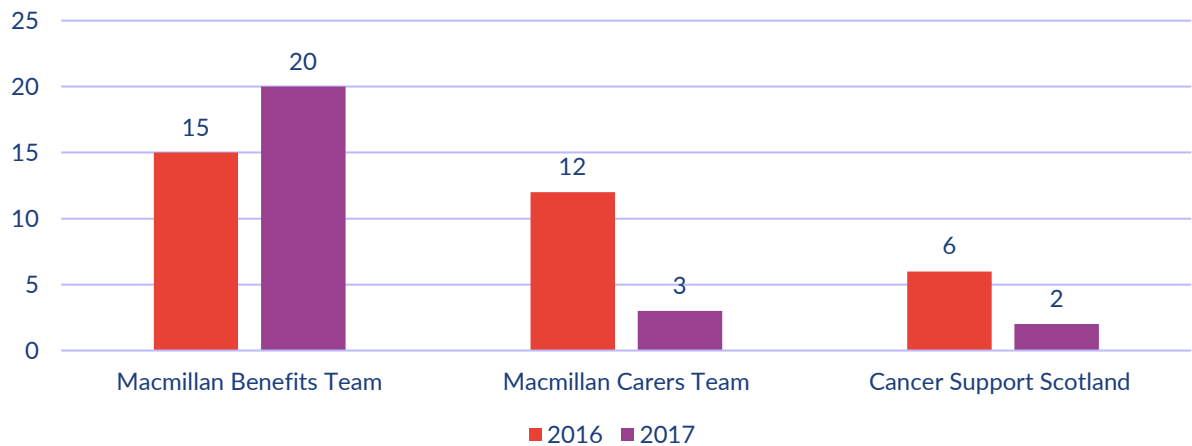


Figure 13



Figure 14 outlines the duration of visits by service users. Considering only visits where the duration was specified, most visits were longer than 15 minutes.

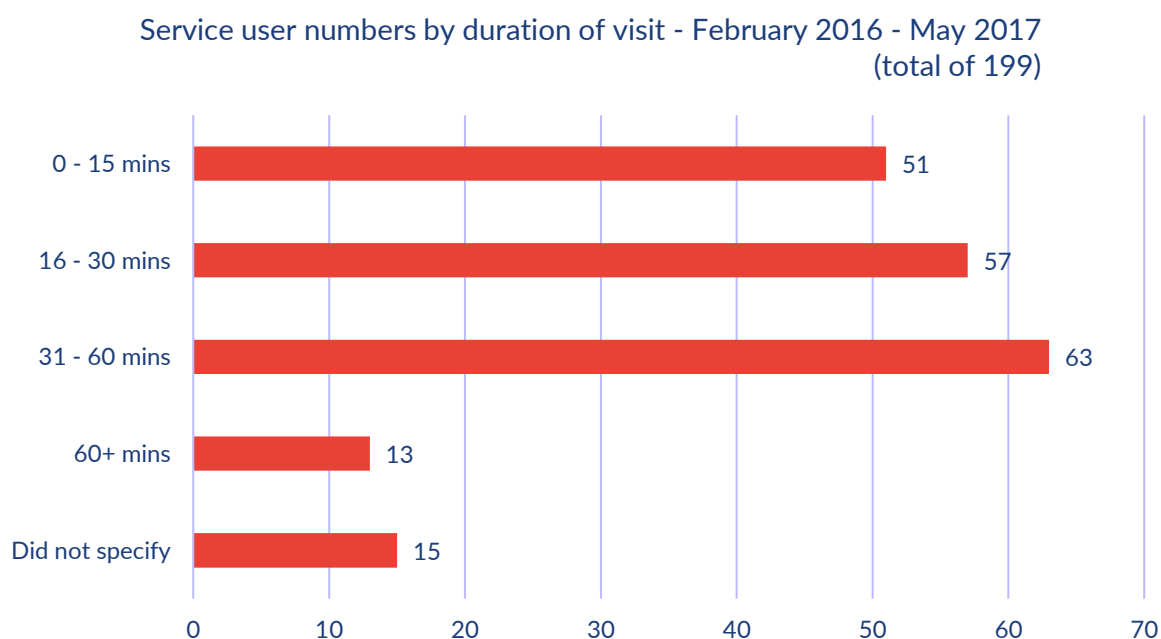


Figure 14

## Volunteer data

There were 28 volunteers in the Macmillan @ West Dunbartonshire programme as at May 2017. The age and gender profile of volunteers is in figures 15 and 16 below. Figure 15 shows that most volunteers were female (24 versus 4 male). Nearly 4 in 10 (11) were aged 60 and over as outlined in Figure 16.



Figure 15

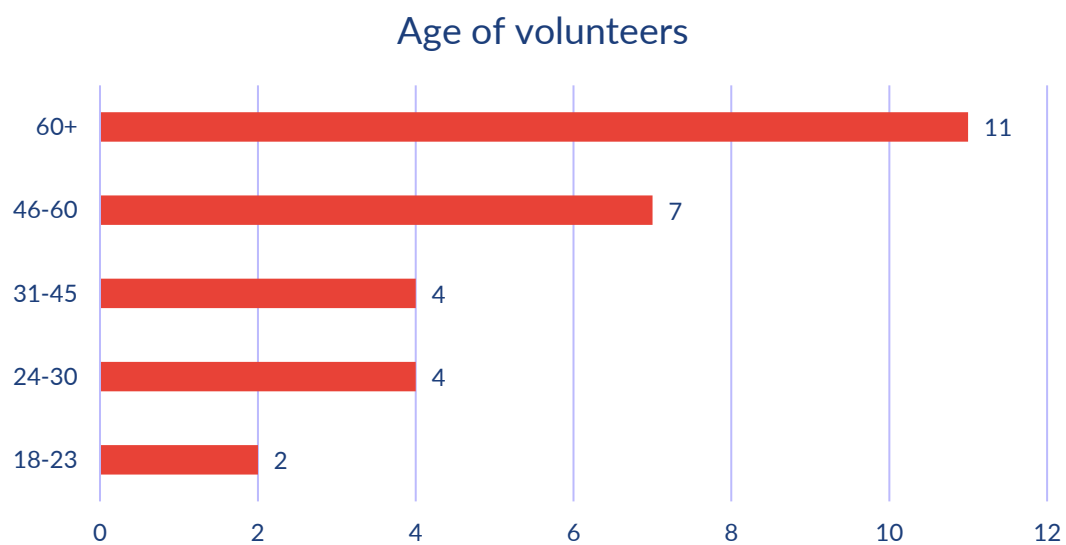


Figure 16

### 3 Field Research

Between January and June 2017, we engaged with a number of stakeholders, staff and volunteers of the service. This chapter outlines the key messages from these engagements. The chapter is broken down into reflections on:

- The current service;
- How best to transfer and roll out services from other areas; and
- How well the consultancy model for service delivery works.

#### Reflections on the success of the current service

The reflections on how the service is currently working cover the following areas:

- Communication and marketing; and
- Quality of library staff and volunteers.

#### Effective communications and marketing

The marketing of the Macmillan @ West Dunbartonshire Libraries service broadly reflects the development of the service overall. Positive progress has been made in term of promotion to the public and partners, but with a great deal of work still to be undertaken to roll out the service effectively.

There is a general consensus that whilst more could always (and needs to) be done, the direct marketing of the service to the public has been effective to date, with good coverage across a range of media and direct promotional approaches. Examples include:

- Posters and leaflets have been distributed to health centres, local businesses, community centres and leisure centres and libraries
- Media coverage through local newspapers and quarterly magazine
- Social media - Facebook and Twitter. Coverage through West Dunbartonshire Libraries, West Dunbartonshire Council and Glasgow Life
- Networking with local health and social care services
- Delivered outreach sessions in local venues across West Dunbartonshire including - Health Centres, Vale Hospital, Town Hall, Clydebank College, and community centres
- Information on West Dunbartonshire Libraries, Macmillan, NHS Inform, West Dunbartonshire CVS and West Dunbartonshire Council Health and Wellbeing websites.

Further examples include service marketing on the side of council vans working in the community, and the provision of information on the West Dunbartonshire Council website and Glasgow Life social media channels.

The service has been supported by Glasgow Life staff for social media, although the local libraries and Macmillan team in West Dunbartonshire have recently started to take more of a role in this area.

Promotion through local authority channels has been complemented by good buy-in from the local business community agreeing to display posters promoting the local libraries offering drop in services. These require monitoring to ensure a consistent message is maintained. This approach has been supplemented by coverage in local newspapers including the Community Advertisers covering Helensburgh and Lomond and Dumbarton and Vale of Leven and similar community and service-focused free papers covering Clydebank.

Outreach work in the community is also developing although, work is still ongoing to develop a regular presence in some health venues (e.g. the Vale of Leven District Hospital). However, two 'pop-up sessions' have been held in the Golden Jubilee National Hospital in Clydebank in February and June 2017 with further plans for September and December 2017. Volunteers reported some early successes in engaging people through this approach.

This constant reinforcement of the service is seen as important in creating an almost subconscious awareness of the service offer. Given people's tendency to look for support only when required (e.g. on receiving a diagnosis), it is important to create a subconscious knowledge of the service amongst the public to supplement work with partners. As such, plans are in place to increase joint partnership events across West Dunbartonshire Libraries promoting both library and Macmillan services together.

Alongside the work to raise awareness of the service directly with the public, both the Macmillan Services Coordinator and, since her recruitment in early 2017, the Macmillan Services and Volunteering Officer undertake a wide range of engagement work with partners across West Dunbartonshire. This includes providing updates on the service at Libraries Coordinators meetings, as well as maximising attendance and information sharing at events alongside complementary West Dunbartonshire Council services.

As with promotion to the community, progress has been made in raising awareness of the Macmillan @ West Dunbartonshire Libraries service amongst key health, social care and other relevant service providers. However, progress is stated to have been slow in widening the service's reach beyond immediate council partners and those sitting on the local Transforming Care After Treatment (TCAT) steering groups. Whilst the TCAT group offers a great opportunity to build relationships and joint working with a range of health and care partners (i.e. to increase the scale of referrals between service providers), there remains much work to do to develop coordinated and efficient links between both Macmillan and wider services.

Progress has been made with some partners, including the health improvement team, but work remains to maximise effective partnership working. For example, whilst the service has recently presented to, and now sits on, the local group steering Palliative Care in West Dunbartonshire (formed of key partners including District Nurses and Marie Curie etc.), access to this group was delayed by other Macmillan services supporting carers and benefits advice taking up slots in quarterly meetings. In addition, consultation with partners reveals that formal monitoring and promotion of referrals between services supporting people affected by cancer appears largely 'one-way' with the service referring to many others, but receiving few referrals from other services. Partners reported low numbers of informal referrals, which are not routinely monitored.

Volunteers agreed that the service is well marketed locally. There is a desire to explore the merits of outreach work or 'pop up' events in health centres, including the local oncology unit, to reach more people who might benefit from the libraries service. All volunteers consulted agreed that whilst it is disappointing when they may not support someone for days or weeks in a row depending on the nature of demand for the service, in the end it is not numbers that matter, it is the fact that they have helped someone who may not otherwise access that support.

### **Quality of libraries staff and volunteers**

There are no reported issues with the standard of support provided through the service with experienced volunteers benefiting from the same programme of training used effectively to underpin the Macmillan @ Glasgow Libraries service. Volunteers are also stated to be very willing to take up any training available (e.g. some volunteers have recently benefited from loss, grief and awareness training) although the location of training sessions can produce difficulties if volunteers need to travel further afield than Glasgow.

The service has benefited from a good flow of new volunteers although the training of volunteers, subsequent inductions and shadowing places demands on the time of a relatively small team. This capacity issue was acknowledged and answered to a large degree by the recruitment of the Macmillan Services and Volunteering Officer in March 2017 to assist with day to day activities including liaising with volunteers, agreeing rotas, volunteer recruitment and inductions, as well as providing cover for volunteers unable to attend drop in sessions.

The views of volunteers consulted through a small discussion group and one-to-one telephone interviews provide a very positive viewpoint on the service and volunteers' role in delivering the offer to people affected by cancer across West Dunbartonshire. The training provided to volunteers has been very well received and is thought to prepare people well for the role, with people both gaining skills and improving skills they already had. The combination of practical and theory elements is thought to be well balanced and sets the tone as to 'what is expected of you'.

Volunteers value that their role makes them feel useful, has given them the chance to gain new skills, and in many instances, they also get something out of encounters with people affected by cancer themselves. Overall, volunteers feel useful and enjoy the interactions with the people which offer many the chance to 'give something back' after benefiting from similar support or effective cancer treatment themselves. There is, however, an underlying desire for the service to be better attended.

Whilst most stakeholders were unable to comment upon the standard of service provided by libraries staff and volunteers given their lack of direct contact with the service, the work of the Macmillan Services Coordinator and, more latterly the Macmillan Services and Volunteering Officer, was praised in developing libraries staff buy in to the service. Although levels of ownership of the service amongst staff are acknowledged to differ between individuals and libraries, this is judged to reflect staff thoughts on a range of operational developments and is therefore, to a degree, expected in terms of their attitude and feelings towards the new and evolving Macmillan service.

Positive communication of information on the service and opportunity to input into its development were key to the ownership and buy in to the service achieved amongst the libraries staff. Based on learning from the Glasgow Life service, staff were provided with the opportunity to help shape the service through one-to-one and group consultation sessions, with the Macmillan Services Coordinator keen to utilise staff knowledge of the area and profile/needs of library customers.

This positive approach to engaging staff in the planning of the service is illustrated with staff informing the decisions on the sequence of opening the drop-in services. For example, the staff in Balloch exhibited great enthusiasm for the service and the number of library customers accessing Dalmuir with mental health problems was thought to require a short delay as volunteers gained experience of delivering the service in other areas.

## Did the service transfer to another area work?

The reflections on how the service transfer to another area has worked cover the following areas:

- The integration of the service within the wider libraries service;
- The integration of the service within the wider cancer network in West Dunbartonshire; and
- Sustainable change in libraries.

### Integrated service - libraries

The service is working slowly towards developing the Macmillan @ West Dunbartonshire Libraries service across the eight libraries in the area. There are now five drop-in services available in Alexandria, Balloch, Clydebank and Dumbarton libraries for two hours a week with the latest service in Dalmuir going online from late July 2017. Information points are provided in the other libraries.

The service transfer from Glasgow is generally seen to have been a success to date, with learning from the roll out of the Glasgow Life service used to support integration with the wider libraries offer in West Dunbartonshire. Key aspects of the learning from the development of the Macmillan service in Glasgow libraries included a phased and managed roll out of the service with the three largest libraries (i.e. Dumbarton, Alexandria and Clydebank) prioritised for a drop-in service given likely demand linked to footfall and space to accommodate the Macmillan spaces.

Other aspects of the learning from the experience in Glasgow ranged from the logistics of setting up and equipping the libraries to involving the Library Coordinators in the induction of volunteers to support the integration and sustainability of the service on both an individual and organisational level. This has been supplemented by awareness sessions and meetings for staff to respond to any practical queries as they arise and provides opportunities for staff to input suggestions.

Stakeholders reported few concerns or criticisms of the development and initial roll out of the service with libraries staff all aware, if not in total agreement, that the libraries service needs to continue to evolve and diversify in order to remain relevant, contribute to local and national priorities and therefore sustainable as part of a community hub.

Overall, libraries staff perceive the management of the service to be excellent and communication with libraries staff, undertaken primarily through attendance at bi-monthly Library Coordinators meetings by the Macmillan Services Coordinator, as very good. Library staff are able to digest and discuss updates on the service, volunteer recruitment and activity, key statistics, new developments and outreach activity which are then relayed to staff in each library. In addition to the option of contacting the Macmillan Services Coordinator directly, these meetings are also seen as an ideal forum to explore any minor concerns linked to the local management of volunteers.

Although not a major issue, an underlying source of concern emerging from a number of library staff once the service started delivery related to the location of the drop-in service within an open plan library environment. This related primarily to libraries where the desk is close to the Macmillan area, e.g. Dumbarton, and to both staff and customers feeling uncomfortable overhearing conversations or potentially seeing people upset especially where people have personal experience of cancer themselves, but also in terms of the lack of immediate privacy acting as a barrier for potential service users. This is seen by staff as an issue for both libraries staff, especially those with personal experience of cancer, and a potential barrier to people accessing the service. Those interviewed noted that this concern is either just their perception of what might be an issue, or supported by limited examples, but that given people were using the service it may not be an issue for current service users.

***“Those who come seem to forget where they are and don’t seem to mind. However, we (library staff) don’t know what those who don’t come feel about it.”***

Whilst the location of the Macmillan space differed from library to library, (e.g. Clydebank is of a sufficient size to accommodate the space in a relatively isolated area), the location of the space close to the Dumbarton desk was highlighted by a number of those consulted as particularly uncomfortable given the sensitive nature of some of the overheard conversations.

Volunteers raised some concerns that some people affected by cancer will have reservations around discussing a very personal and sensitive topic in an open plan library space but stress that there needs to be a balance between privacy and ‘hiding away’. Crucially it has not been an issue for any service users accessing the service to date from the experience of most volunteers consulted.



It was also highlighted that each of the libraries offering a drop-in service has access to a private room should the service users require one. Although private rooms are available at libraries offering a drop-in service, volunteers felt that they are encouraged not to readily offer their use in terms of potential safeguarding issues (for both the volunteer and the service user) and in most cases the offer isn't thought to be needed.

Other than these immediate concerns the transition of the 'Glasgow model' to West Dunbartonshire libraries was stated to have had little negative impact on the libraries service and its staff other than in managing inductions and signposting small numbers of customers to the service as and when required. Whilst relationships with volunteers will depend on staff dynamics, which naturally vary between libraries and individuals, it is acknowledged that greater challenges will emerge in the future should the service follow the same route towards sustainability as currently being rolled out in Glasgow (i.e. changes in supervisory responsibilities for some volunteers and library staff). There is however consensus that this is potentially a long way off with staff needing to get used to, and completely owning, the drop-in services as an established and core element of the libraries offer.

Overall volunteers thought the libraries provided an accessible resource for people living in the area. The timing of the sessions on different days of the week provided the option for service users to travel across a relatively small area. It was however acknowledged to be less accessible for those who work fulltime.

The lack of availability of complementary therapies within the West Dunbartonshire libraries is also judged to impact upon the integration of the service when compared with the Glasgow offer. The need to travel to Glasgow for such therapies, with Drumchapel the closest library for most (though still not ideal and inaccessible without transport), is seen as a gap in the service currently and an example of the Glasgow model not neatly overlaying onto the West Dunbartonshire geography. For example, the co-location and parallel running of drop in and therapies sessions is widely seen as a more holistic and popular offer for people affected by cancer and can help to increase demand for the service overall.

The wider availability of these services is also reported to be very limited. For example, a service for carers delivered by the Carers of West Dumbarton has an approximate four month waiting period for just two sessions. This restricts the potential impact of the West Dunbartonshire service in comparison to Glasgow based services where referrals are able to be made to a wide variety of services and support.

Overall integration with the libraries service in West Dunbartonshire is stated to be gathering pace but with a requirement for greater two-way benefits in terms of awareness raising and referrals/signposting before success is achieved.

## Integrated service - cancer network in West Dunbartonshire

Linked to awareness raising and promotion, further work is required to build on the initial progress in integrating the service within the cancer network in West Dunbartonshire. With the caveat that it is known to take time to gain buy-in amongst health practitioners, based on the learning from Glasgow and also, anecdotally, other roll outs of the 'Glasgow model', whilst there are examples of positive strategic discussions, these are yet to manifest themselves in terms of the number of referrals and demand for the service.

Discussions with health practitioners, including those involved in the direct management of cancer patient care, highlighted the scale of the task ahead for the libraries service. Key areas to tackle include raising awareness of the aims and objectives of the service, identifying the service's target area or role in the cancer journey 'support market' and changing, where appropriate given libraries service's aims, the established referral and signposting patterns of clinical partners.

Despite discussions with the Macmillan Services Coordinator and repeated communication at different level consultation has found concerns around, and a lack of understanding of, the role and parameters of the service. There was belief expressed by one clinical practitioner that it will be potentially counterproductive for someone affected by cancer to access the libraries service given the availability of specialist services provided either directly through or in partnership with local clinical settings/services.

Notwithstanding doubts on the parameters of the libraries service, there is recognition of the benefits of a community-based service. The precise focus of the service in terms of filling a gap in current service was more difficult to identify and quantify for health practitioners. There are thought to be benefits in the provision of complementary therapies locally, which could be supported by information provision, especially given the need to travel to Glasgow for most therapies currently. In the longer term, the potential to pilot some elements of the regular monitoring of people affected by cancer to be undertaken by volunteers in the community (e.g. blood pressure and weight monitoring) was also mooted.

## Sustainable change in libraries

The transition of the Macmillan libraries service from Glasgow into West Dunbartonshire is judged to have provided the catalysts for sustainable change at both a strategic and front-line level within the libraries service whilst 'breaking the ice' for other service providers looking to utilise a similar model.

At a strategic level, the service is embedded within the governance and meeting structures from management through to Library Coordinators and librarians, with its influence highlighted in discussions for the future of the service including an expanded Macmillan offer. As an example, plans for the redevelopment of library buildings (e.g. Clydebank) are being reassessed for the potential to include private rooms which could be used more formally for private discussions but importantly therapies or counselling.

Stakeholders also stated that whilst the development of the Macmillan service had led some libraries staff to see the barriers to service change, others had started to think more positively about support for people affected by cancer. There are also reported signs of staff being more proactive in thinking how libraries can engage with the community in a new way as a trusted community partner with an expanded offer in line with the way that funding of libraries is moving.

Consultation with libraries staff did reveal some concerns, and anecdotally from members of the public, that the investment in the service is inappropriate (i.e. expenditure on expensive furniture and the number of drop in service across quite a small geographic area) with the resources being more effectively allocated elsewhere to help those affected by cancer. For example, there were suggestions that the proximity of services in Balloch and Alexandria, coupled with the location of a health centre offering cancer advice and chemotherapy close to Alexandria Library may lead to lower numbers of people accessing each of these spaces and potentially those in other areas. Libraries staff also commented upon the 'very low uptake' of the service in some libraries, especially those benefiting from a drop-in service more recently, although there was also recognition that it can take time to establish any service in a new location (i.e. venue and community).

Whilst there is thought to be potential for the service to attract more people into the library by providing a social environment for people affected by cancer who might be isolated, the information points are not thought by most libraries staff to be well used with some of the most popular leaflets in one case being accessed by people known to not be affected by cancer. However, given the fact that the leaflets related to dietary guidance, healthy eating and recipes, there were agreed indications of the value of a proactive service with a wellbeing focus as much as a reactive, cancer-specific service. In terms of basic information provision however, the leaflets are thought to offer a good level of information, are easy to understand and cover a broad range of issues of relevance to both people affected by cancer and people looking for advice on health and wellbeing more generally.

There were also reports of disquiet amongst some library staff that the service had caused disruption to the running of libraries, something which the low uptake of the service did not justify at the current time. This primarily related to the loss of usually prominent shelf or display spaces to accommodate the Macmillan seating and information points and reflect the extent of Macmillan's influence on the libraries service to the annoyance of some staff. Conversely, the Macmillan spaces were judged to be quite well used outside of the drop-in sessions as a comfortable space for reading, study (e.g. a tutor uses it with students in Alexandria) and conversation with little disruption to established groups of friends that meet in the libraries given that the service only operates for two hours per week in each venue.

The relationship between library staff and volunteers was found to be excellent with volunteers valued as motivated, friendly and communicative partners with no challenges at the moment to the working environment.

Stakeholders including library staff were reluctant to expand the service too far towards health information and support, such as support for a wider range of long term conditions. They preferred a balanced approach between traditional library services, health and non-health information rather than targeting health too strongly. Whilst there would be issues here with the dilution of the positive and reassuring effects of the Macmillan brand, there are indications for the demand for a wellbeing focus as opposed to ill health with people not affected by cancer known to be using the dietary advice and recipes in the Macmillan literature.

## Does the consultancy model work?

The use of a consultancy model to transfer the knowledge and learning from the roll out of the service in Glasgow to West Dunbartonshire is stated to have worked well. The process has been assisted by the knowledge and experience of the Macmillan Services Coordinator of the development of the Glasgow Life approach in terms of the nature of the service and processes including training with a consistency of provision maintaining quality in both areas. The transition to a smaller service area with only eight libraries in total and five drop-in services has also helped in managing the management and administration burden for the libraries service locally in particular.

The main stress points have been the size of the task in managing the transition on the ground, with the capacity of the Macmillan Services Coordinator stretched at times between raising awareness of a developing service and coordinating the recruitment and training of volunteers.

There have been slight delays in agreeing next steps and gaining authorisation between Macmillan, Glasgow Life and West Dunbartonshire libraries, especially when working at a distance with the Macmillan team in Glasgow or in working practices (e.g. organising logistics and phone systems) across very different sizes and types of organisations. However, the arrangement has also brought advantages including flexibility in handling the finances and additional capacity for marketing and training using the skills and experience of the Glasgow Life team.

## Other areas investigated

We wanted to understand how other Macmillan Cancer Information and Support services had been developed and implemented using or building upon the “Glasgow Model”. We interviewed staff from both the Edinburgh and West Lothian services to understand how they went about developing their own services. The core features of these services are described below.

### Edinburgh

This three-year programme funded by Macmillan started in December 2015. It currently operates in 4 libraries across Edinburgh with another 2 being developed. Early drafts of the bid for this service included clinical support within libraries. However, the proposal to include a nurse in library services was dropped for the final application.

The Edinburgh service drew on the expertise of the Glasgow Macmillan team and found the resources shared by them, such as training material, standard forms and procedures particularly useful.

The Edinburgh service decided early on that they didn’t want to put the service in every library. Instead they conducted a city-wide mapping of all cancer information and support services, including other Macmillan services, to identify where the geographical gaps in services were. Considering deprivation, transport routes, library footfall and the ability of libraries to accommodate the service, they identified libraries that could help to fill the gaps to ensure that no one was more than 2 miles away from information and support. They noted that there was already a lot of Macmillan provision in the south-west of the city, so they focused their services in other parts of Edinburgh.

The Edinburgh service also identified that their referral pathways were likely to be less developed than Glasgow with the notable absence of the Improving Cancer Journey service. To develop a referral pathway that would generate referrals into the service and provide destinations for volunteers to refer service users onto, the Edinburgh service created a steering group. The steering group included other Macmillan services, Cancer Support Scotland, the Health and Social Care Partnership, the Council (eg Edinburgh Leisure) and NHS Lothian. It was responsible for guiding the service to set targets, agree the roll out and providing other strategic input into the service design and delivery.

They also consider this steering group as a useful infrastructure for other long-term conditions as many of the issues faced by those affected by cancer are true for many long-term conditions – such as stress management, healthy eating, exercise, and financial and benefits advice.

The Edinburgh service hopes that this model will help encourage more service integration. For example, one of the library drop in sites now hosts a welfare rights drop-in service as well.

Some volunteers in the Edinburgh service were recruited from within existing volunteer roles in the City of Edinburgh Council, and some volunteers are still volunteering elsewhere as well as for the Edinburgh Macmillan service.

The key challenge reported by the Edinburgh service is attendance numbers and awareness. They feel that this is building but takes time. The key source of service users is still walk-ins with few referrals from other services presently.

In the future, the City of Edinburgh Council intend to have a health champion in each library which could include a wide variety of health conditions.

## West Lothian

In West Lothian, the service is set up in several their Community Hubs. These Community Hubs are many co-located services that provide a 'one-stop-shop' for service users. They usually include libraries, GPs council offices, welfare advice etc. The Macmillan Cancer Information and Support Service is operating in 3 Community Hubs and 1 Library. They are expecting more service points once more Community Hubs have been built.

Previously West Lothian had a Cancer Nurse Specialist in one of their libraries. West Lothian are clear that this service differs from this clinical support and is a volunteer led signposting and emotional support service but does not provide counselling.

West Lothian decided against putting the service in libraries, as they saw this service as a way to strengthen the Community Hub approach being developed in the area. The expected footfall in these Community Hubs was also an appeal for placing the service within these.

West Lothian was particularly attracted to the volunteer led approach to the Glasgow service as they had a well-developed volunteer workforce and saw this as an exciting and valuable development opportunity for the volunteer workforce.

One thing that the service credits part of its success to is its appointment of a project manager that was already well connected in the area. The project manager already had connections within the various council and other services in the region. They also deliberately operated a very open process to ensure that everyone at all levels in the council and hubs was kept up to date and was involved.

The service is currently working through the tension between clinical services and volunteer led services. There has been some concern amongst clinicians about the uncertainty of what volunteers are telling service users. Although, they were quick to point out that the fallout from this has been much lower than was anticipated and is improving noticeably.

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## 4 Interim Conclusions and Recommendations

### How the service is going

This section draws on the field research and analysis done to date to provide a view on how the service is progressing. We have not engaged with service users at this point, so all conclusions and recommendations should be read in that light. Service user engagement will occur between now and September 2018 when we report on our final evaluation findings.

### Continue to embed an evolving service before expanding further

The consensus of both the consultation and desk research completed to date portray a service that has been successfully integrated within the West Dunbartonshire libraries service as whole, but needs further time in which to fully embed itself within the wider cancer network and consciousness of the local population prior to further development.

Given the scale of demand for the service identified to date and the capacity of the three libraries currently without a drop-in service to absorb changes in infrastructure with limited space and footfall, we recommend that any further roll out of the service (both in terms of expanding the number of drop in services and volunteers hours overall) is held back until a sustained level of demand is observed. Future investment should be based on an assessment of capacity and willingness to travel to access drop in service between libraries.

### Segmented promotional work with West Dunbartonshire communities and partners

The libraries service has benefited from a comprehensive promotional effort to raise awareness of the service amongst the communities of West Dunbartonshire. This effort however requires continual reinforcement in lieu of the reactive or ad hoc nature of people's search for support at different stages of their cancer journey. This requirement is intensified given the low numbers of referrals and signposting activity into the service from both Macmillan-funded service and a range of complementary services. Moreover, it is anticipated that boosting the awareness of people affected by cancer will be easier to effect in the short to medium term than encouraging a culture change amongst health practitioners reluctant to fully recognise or utilise the service offer available through the libraries.



As such, we recommend focusing activities on raising awareness within West Dunbartonshire communities alongside targeted work health and other complementary partners. This amended approach to existing awareness raising activities should focus on intensifying/enhancing work through existing routes, and exploring new approaches to promoting the service to the public to build the subconscious awareness of the service.

Potential public-facing actions could include:

- A period of sustained and intensive activity underpinned by the use of new Macmillan @ West Dunbartonshire Libraries social media accounts (i.e. linked twitter, Facebook etc.);
- Reviewing the relative success of different marketing approaches based on feedback from service users and statistics from web analytics and use this information to inform active service management; and
- Maximise the impact of discussions with the public through the dissemination of first person accounts (e.g. hard copy, video and audio) of the libraries service's value and role which can be shared through social media and relevant channels (e.g. videos on public transport, GP waiting rooms, community forums etc.).

Potential awareness raising work with partners could include:

- Formalising partnership working with other Macmillan and similar services with complementary aims and objectives to act as a network underpinned by coordinated approaches to marketing and monitored two-way referrals/signposting;
- Assessing the added value and complementarity of the services accessed from Maggies in Glasgow to inform local awareness raising;
- Reinforcing existing awareness raising to the health sector in particular through initial and repeat face to face discussions at strategic, managerial and delivery levels with key services able to instigate the greatest upturn in demand for the libraries service; and
- Maximise the impact of discussions with partners through the dissemination of first person accounts (e.g. hard copy, video and audio) of the libraries service's value and role.

## Managing operational issues

Consultation with stakeholders, staff and volunteers raised a series of minor issues linked to the management and delivery of the service. In line with the initial approach of working and consulting with libraries staff in particular, priorities to address include:

- Addressing any issues identified where the Macmillan spaces clash with the effective delivery of library services (e.g. the space being too close to the library desk or staff feeling uncomfortable with the service / service users).
- Exploring the addition of complementary therapies as part of the West Dunbartonshire libraries offer; and
- Managing library staff and volunteer expectations about how many service users they should expect and what success for the service looks like. Currently they have high expectations and it may undermine the value of the service when it doesn't meet these.

## Longer term aims

There are number of longer term aims which should be incorporated into the medium term and sustainability planning for the service subject to ongoing consultation and deliberation between partners including:

- Assessing the feasibility and validity of plans to combine selected lower-level case management elements (e.g. blood pressure testing and weight management) within community venues supported by the libraries service in a bid to building closer links and joint service delivery with health partners.

## Translating the service

Based on the field research we have conducted on Glasgow, West Dunbartonshire, Edinburgh and West Lothian, we have developed a range of things we consider important to consider when rolling out an established model like the Macmillan @ Glasgow Libraries Cancer Information and Support Service. We propose to further investigate these and other emerging themes throughout the rest of this evaluation period and report again in September 2018 as part of the final evaluation report for Macmillan @ West Dunbartonshire Libraries.

## Pilot sites must be open and share with new services

Other services reported that they found the Glasgow team open and willing to share their resources, advice and experience with new service areas. This was highly valued by these services and the contribution of individual members of the Glasgow team was praised on a number of occasions during interviews.

While having experience in the delivery of a similar model appears somewhat useful, more important seemed to be the ability for new services to access:

- The advice of another service already doing it well
- A range of already developed materials such as training resources, standard forms, protocols and guidelines.

New services said that this:

- Stopped new services from repeating the mistakes of the pilot project through the advice and informal support provided by the Glasgow team
- Reduced the administrative burden of setting up a service through the adoption of already developed and tested training packs, standard forms and policies and procedures
- Enabled them to see the service up and running through site visits.

To increase the chance of service rollout success, the pilot site needs to be open to sharing resources, time and advice with new services.

## Knowledge of the local area enables services to quickly integrate

Understanding of the local area, including contacts with existing services and important partner organisations seemed to make a difference to how well and how fast a service was able to integrate into the existing service landscape.

## Services need to obtain early buy in from existing services

One of the first things that a new service needs to do before it launches is to identify the key stakeholders, services and partners that need to back the service for it to be a success. Particularly given that service user numbers are likely to be low to start with, and the difficulty of getting clinical services aware and on board with new services.

In West Dunbartonshire, Library management backing was strong from day one. In Edinburgh and West Lothian they widened this to other services, and in Edinburgh paid particular attention to not stepping on the toes of existing services by mapping current provision and focusing on filling in the gaps left.

## Referral pathways need to be developed to support the service

In Glasgow, there are a large number of services available to act as referral sources for the Libraries services, but also as a place for volunteers to refer or signpost their service users to. This isn't always the case, particularly in smaller locations such as West Lothian and West Dunbartonshire. Even Edinburgh noted that their referral pathway was insufficient to support the service, mentioning for example the absence of ICJ.

For services in areas like Glasgow, services need to tap into existing services and establish their place amongst them. But for other areas, services may need to create these referral pathways themselves. In Edinburgh, the development of the project steering group was also a deliberate attempt to bring together relevant services to start the creation of a referral pathway. This is also done in a more cancer specific way in West Dunbartonshire with TCAT.

Ideally this infrastructure should be set up with other Long Term Conditions in mind as many of the partners will be the same due to cross cutting needs such as stress management, financial and benefit advice, healthy eating and exercise.

## Services should think broader than libraries

The core of this model is about placing information and support within communities. In Glasgow and Edinburgh, this appears to be working well within a large network of well-equipped libraries. However, this may not be the most appropriate location in other areas. In West Lothian, they are pioneers in co-located 'one-stop-service-shops' and it fitted their strategic direction to place their services within these Service Hubs.

Overall, we consider that service hubs are innovative ways of implementing holistic support to individuals and overcoming decades of service silos. Macmillan should consider how its work supports the development and sustainability of service hubs as a way to truly provide holistic support to those affected by cancer. From an operational point of view this also makes sense as the footfall and the exposure to by other services would be high.

## Macmillan needs to coordinate their effort

Currently there are a wide variety of Macmillan funded and Macmillan branded services. All are vying for attention from other services to promote and encourage referrals. New Macmillan services are already on the backfoot when entering these Macmillan crowded markets and have to tread very carefully:

- Work out how to promote their service without competing with other Macmillan services for time or annoying services who just see a long list of Macmillan staff coming to speak to them
- Work out how not to step on the toes of other Macmillan services, particularly those who no longer receive direct funding from Macmillan.

The more Macmillan services coordinate and present a single face to other services the more effective service marketing will be. The more that Macmillan services understand each other's aims and objectives the less tension that will exist and the more that services can cross-promote each other.

In the absence of this coordination, success means:

- Mapping out current provision and focusing on filling the gaps
- Identifying key stakeholders and sensitivities early and addressing these before service launch.

## Appendix: Field Research Materials

### Interview list

Name	Organisation
Kim McNab	Carers of West Dunbartonshire
Karen McGroarty	Carers of West Dunbartonshire
Helen Shearer	Macmillan Cancer Support
Gerry O'Hare	The Vale Hospital, Alexandria
Peter Young	Volunteer
Samantha Thorpe	Volunteer
Claire Garton	Volunteer
Lesley O'Hare	Volunteer
John Rushton	West Dunbartonshire Council
Liz Newman	West Dunbartonshire Council
Gina Gallacher	West Dunbartonshire Council
Lisa Powell	West Dunbartonshire Council
Allan Gordon	West Dunbartonshire Council
Laura Wilson	West Dunbartonshire Council
Heather Keltie	West Dunbartonshire Council
Bernadette Boyd	West Dunbartonshire Council
Claire Baillie	West Dunbartonshire Council
Fiona Russell	West Dunbartonshire Council
Christina Nixon	West Dunbartonshire Council
Karen McAllister	West Dunbartonshire Council

Janet Vickers	West Dunbartonshire Council
Shona Brown	West Dunbartonshire Health and Social Care Partnership
Bob Purdon	West Dunbartonshire Health and Social Care Partnership
Catherine Barry	West Dunbartonshire Health and Social Care Partnership

## Stakeholder and Staff Interview Guide

### Introduction:

Thank you for agreeing to provide feedback on the Macmillan @ West Dunbartonshire service. Your views are important in assessing the impact and effectiveness of the service, what works and whether there are areas that could be improved. All responses will be treated in the strictest confidence. Not all questions will be applicable to all stakeholders.

### About you

1. Can you summarise your role and how it links to the Macmillan @ WD service?

### Is the service good?

Effective communications and marketing

2. How well is the service marketed?
3. What works in terms of promoting the service and what could be improved?
4. How effectively are people affected by cancer referred and/or signposted to the service? How could this be improved?

Quality of libraries staff + volunteers

5. How would you rate the standard of service provided by staff and volunteers?
6. Have library staff developed ownership of the programme?

7. What factors influenced the level of buy-in to the service amongst libraries staff?

#### Impact on service users

8. Do you feel that the service has been successful in providing additional and/or higher quality benefits to service users in order to meet their needs and expectations?

### **Did the service transfer to another area work?**

#### Integrated service - libraries

9. Is the programme seen as a success and integrated within the libraries offer?
10. How has the relationship between West Dunbartonshire Libraries and Macmillan worked in practice?
11. What impact has the transition of the Glasgow model to West Dunbartonshire libraries had? Has it been successful?
12. How has the service impacted on the libraries and library staff (e.g. roles, working styles and workload)?
13. What was the nature and effectiveness of any support provided to library staff to manage operational transition (e.g. training, briefings, volunteer management)?

#### Integrated service - Cancer network in WD

14. How would you rate the quality of partnership working with the cancer network in West Dunbartonshire? Has this improved over time? What has worked? What has worked less well?
15. What are the aspirations for the quality and scope of partnership working and integration as the service evolves? (e.g. outcomes, referrals/signposting, fewer/more partners etc.)
16. Have the level and direction of referrals from partners including health professionals met expectations?
17. What are the barriers to encouraging referrals? What has worked?



18. How does the service complement other Macmillan services in West Dunbartonshire?
19. Have partners and stakeholders been able to shape the service to achieve mutual objectives?

#### Sustainable change in libraries

20. Have you noticed changes in the library offer and/or management that can be linked to the service?
21. Have there been changes in the way that libraries and library staff work?
22. What is the viability of the library's role in being a source of health information for people with a range of long-term conditions?
23. Has there been an impact on the take up of other services offered by libraries?  
(Increase / decrease - use/impact of Macmillan branded spaces in and out of volunteer-manned times?)

#### Staff - personal and professional development

24. How would you assess the availability, quality and effectiveness of any training and support provided to libraries staff?

#### Does the consultancy model work?

25. How has the consultancy approach worked in practice?
26. What factors have helped and which have proved to be barriers in the transition of the model?
27. What are the advantages and challenges of developing and implementing a service at a distance and as part of another team?
28. Is the model right in the context of WD? Were there changes that should have been made that weren't?
29. Are there parts of the service that do not work or sit well in the context of WD?
30. Are there lessons for transplanting the model to other areas?

## AOB

31. Do you have any other comments about the service and/or your role?