



NHS 24 QUALITY FRAMEWORK 2019 – 2021

DELIVERING QUALITY HEALTHCARE, ADVICE AND INFORMATION TO SCOTLAND

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FOREWORD

“The overarching aim of NHS 24 is to ensure that all service users across Scotland experience consistently high quality services to a standard that all of us in NHS 24 would be proud to provide. To do this we have a duty to ensure that all staff know they are supported, empowered and valued to deliver these services.

In making quality the focus of our learning organisation, we can meet the challenges presented by rising demand and limited resources, to deliver the best possible services to the people of Scotland. We will achieve this with a focus on measuring, monitoring, assurance and continuous improvement.

This framework outlines a supporting structure to guide NHS 24 on the pathway to delivering those high quality services and empowering our staff to lead and deliver on the Quality agenda.

This can only happen by putting our service users, staff and stakeholders at the centre of everything we do, working together as a team, ensuring we have the data, resources, engagement and support required to continue the delivery of excellent, high quality care”.



Angiolina Foster CBE

Chief Executive Officer, NHS 24

INTRODUCTION

NHS 24 is the national provider of digital and telephone based health and care services for Scotland. Providing people with access to information, care and advice through multiple channels, working in collaboration with partners, the public and staff to co-design services using technology and a digital first approach to sustainable service development and delivery.

The NHS 24 Strategy, 2017-2022¹ describes a commitment to “helping to deliver a healthier Scotland by connecting people to health and care advice, information and support 24/7”. The strategy supports the development of an integrated health and social care system which has a focus on supporting people to live longer healthier lives at home or in a homely setting aligned to national health and care strategies to build a stronger organisation. One of the key objectives to ‘Delivering a Healthier Scotland Together’¹ is improving services to ensure the delivery of the organisational vision of continuous quality, safe, effective and person-centred care by connecting, caring and collaborating.

This Quality Framework underpins the delivery of services, which are assured, monitored and continuously improved. Developed in alignment with the Healthcare Improvement Scotland Quality Framework², Quality Management System³ and NHS Scotland Quality Strategy 2010⁴, the framework also adheres to the principles of the European Foundation for Quality Management (EFQM) Excellence Model⁵ which is a framework that aims to improve organisational excellence in delivering quality outcomes.



Diagram 1: NHS 24 Key Objectives, *'Making it Happen – Our Key Priorities.*

PURPOSE OF FRAMEWORK

NHS 24 is committed to delivering world-leading, high quality, innovative services that are safe, effective and person-centred. NHS 24 is a quality driven organisation that places people at the heart of everything it does, with a focus on achieving a healthier life for all. Through commitment to a culture of quality, NHS 24 aims to deliver the highest standards of health and care services for the people of Scotland.

This framework has been commissioned by NHS 24’s Chief Executive Officer and has been informed by contributions from Executive Directors and Senior Clinical and Non-Clinical leads throughout the organisation. Quality is the responsibility of all NHS 24 staff and everyone has a role to play in delivering safe, effective person-centred care. NHS 24 aspires to deliver standards of excellence in respect of care, advice and information offered. These expectations can be realised with a strengthened approach to quality, where services are monitored, assured and where opportunities are grasped to continuously improve.

This framework sets out the NHS 24 modernising approach to quality and will support the development of the associated delivery plan for the identified quality indicators and priorities. NHS 24 will also enhance the current systems of assurance to ensure the recognition of risk, relevant implementation of mitigation and resultant areas for improvement.

AIMS OF FRAMEWORK

Key Strategic Aims 2019 - 2021

NHS 24 has identified four key aims to describe what successful delivery of this framework will achieve by 2021, these aims are to:

- maximize the quality of NHS 24 outcomes for the population of Scotland by building upon existing Quality Management structures
- increase the measurement and monitoring of services to demonstrate organisational integrity and assurance both internally and externally on the quality of services provided
- take a consistent, evidence-based approach that applies the recognised methodology for improvement for all new services, service changes, improvements or transformations delivered by NHS 24
- ensure that Stakeholder Engagement will underpin the model of delivery, ensuring the conditions are set for continuously improving, and that our staff have the education and tools to support them in delivering against the aims of the NHS 24 strategy.

PUTTING PEOPLE AT THE HEART OF QUALITY

NHS 24 has a duty to provide assurance to the Board and the Scottish Government that the services provided are of the highest quality. It is vital that at the centre of all quality approaches is an engaged and active stakeholder group.

To consider the impact on all service users, staff, carers and families the vision related to this framework is that people will be involved in decision making and be active partners in all quality related work, including assurance, planning and improvement. Central to a successful delivery of this framework will be working collaboratively and in partnership with all stakeholders, including service users, staff, partners and trade union representation. In Practising and Realising Realistic

Medicine and delivering against the principles of value-based healthcare, NHS 24 will aim to improve quality by tackling unwarranted variation, harm and waste and share knowledge with a realistic approach to population health.⁶ A key deliverable of this framework will be to develop a sustainable stakeholder engagement plan in relation to quality of services and outcomes delivered.

QUALITY AMBITIONS

NHS 24 services are underpinned by the six Quality Ambitions outlined in the NHS Scotland Quality Strategy 2010³ to deliver safe, efficient, effective, person-centred care that is timely and equitable.

NHS 24 believes that the shared pursuit of these quality ambitions will continue to make positive impacts on safety, efficiency and productivity to improve outcomes for the people of Scotland and that the framework in conjunction with the NHS Quality Ambitions will drive NHS 24 to deliver the highest quality of care and services to the people of Scotland.

NHS 24 VALUES

NHS 24 has adopted the NHS Scotland Values of Care and Compassion, Dignity and Respect, Openness, Honesty and Responsibility, Quality and Teamwork, which are the foundation on which quality services are built. They underpin the organisational purpose, provide focus and context for the improvement of services and guide individual and team behaviours. Embedding these values will help to make the vision of improving the quality of services delivered a reality. To do this there is a requirement to demonstrate the values in the way the organisation works and how people are treated. It is everyone's responsibility to live the values. NHS 24 will encourage all stakeholders to contribute to, co-design and deliver upon the framework aims. Aligned to the NHS 24 values and philosophy, all of the actions undertaken as part of this framework will enable and actively promote equality, human rights and commit to reducing health inequalities

CREATING THE CONDITIONS

NHS 24 is committed to strengthening a connected, cross directorate infrastructure and building the will to deliver the ambition of placing quality at the heart of the organisation. The components include:

- **Leadership and Behaviours** – To bring the culture to life, the NHS 24 values must be demonstrated in day-to-day behaviours demonstrated by the organisations' leaders, who should have clarity of vision and purpose of how to influence, support and deliver upon the strategic priorities. Key learning from the Vale of Leven Inquiry⁷ was that quality, monitoring, scrutiny and improvement work should be from Board to Service Delivery and Service Delivery to Board and that leadership behaviours should reflect the organisational values. A culture of compassionate leadership will allow staff and service users to feel safe to discuss and raise issues related to quality of care
- **Improvement and innovation** – NHS 24 will use a consistent digital first approach to improvement throughout the organisation that reflects all stages of the improvement journey and that this approach will apply to continuous daily improvement as well as large-scale transformational change
- **Evidence** – NHS 24 services will be based on the best available evidence from a variety of sources. It is proposed that a centralised structured means of collating evidence to enhance quality will be developed
- **Communications and Engagement** – To support the approach NHS 24 will implement a comprehensive communication and engagement plan. This will promote the organisational purpose and quality ambitions. Furthermore this will develop partnerships, collaborative working and co-design opportunities with service users, the public, staff, professional partners, third and independent sector, carer organisations and elected representatives

- **Information** – NHS 24 collects a range of data on the services provided. This information supports the measurement of how effectively the NHS 24 approach to quality is applied to services. It also provides the Board with assurance that the organisation is planning and delivering quality in line with the organisational strategies and as a result is able to deliver improvements to care and services. Data is a crucial element to understanding the issues requiring improvement as well as vital to demonstrate the success of interventions, the development of the data strategy within NHS 24 will be vital to supporting improvement work
- **Knowledge and skills** – NHS 24 expects staff to demonstrate the attributes of a caring, knowledgeable and skilled workforce, in delivering and meeting the expectations of service users. Aligned to the strategic aims as set out in the Scotland's Digital Health & Care Strategy⁸, NHS 24 is committed to ensuring that in order for staff to enable, connect and empower people they are provided with the appropriate knowledge, skills and confidence to deliver high quality services on a day to day basis, whilst continuously improving those services. NHS 24 is committed to establishing an infrastructure that builds the organisational capacity and capability to deliver against the strategic priorities.

In summary, the NHS 24 approach to quality provides a clear outline of the vision, mission, objectives and values of the organisation, to assist in the delivery of high quality, person-centred care. To provide clarity the Healthcare Improvement Scotland 2018 Quality Management System Framework has been adopted as shown below:

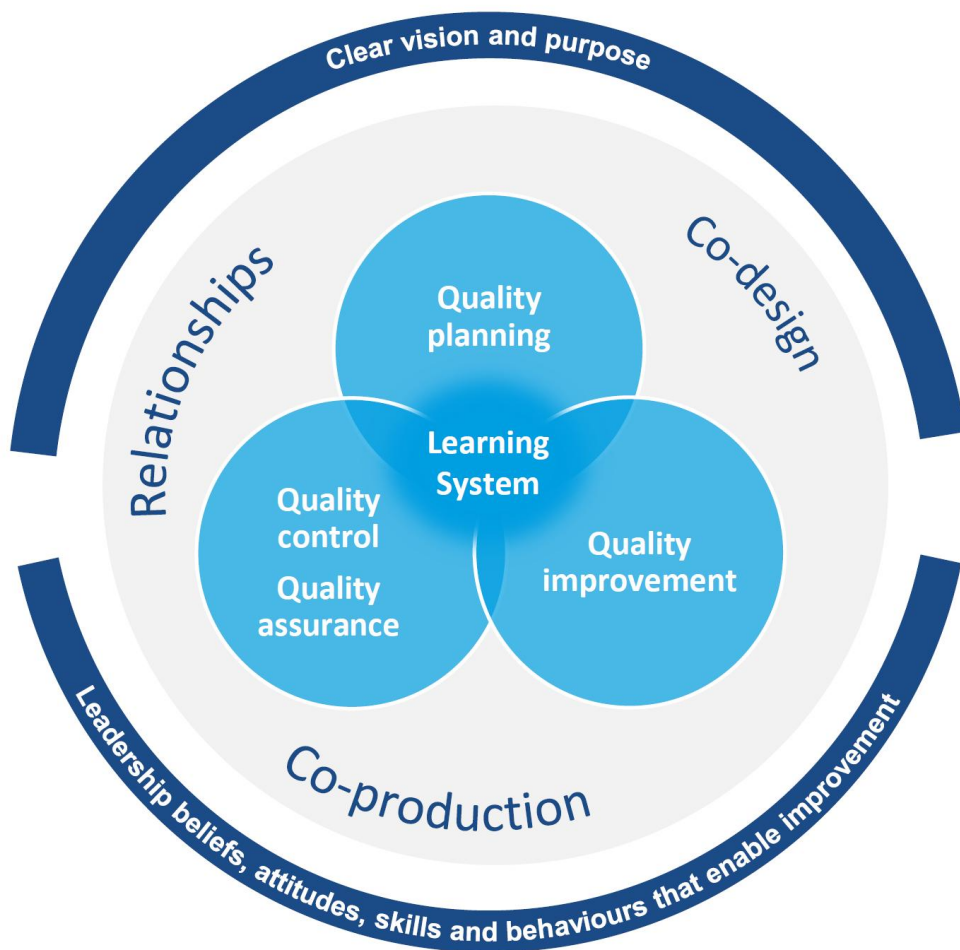


Diagram 2: High Level Quality Management System Framework – Healthcare Improvement Scotland

QUALITY MANAGEMENT SYSTEM

Historically a Quality Management System was built on the principles of the J.M Juran Trilogy of Quality Planning, Assurance and Improvement.⁹ This demonstrates organisational systems and processes are in place, which provide evidence based assurance around safe delivery of services and where improvements can be made. Health care evidence is used to assist staff to make decisions about health and care services.

In 2018, Healthcare Improvement Scotland updated this philosophy and created a Quality Management Framework (Diagram 2). This builds on the traditional triangulated approach to include important principles such as co- design\co- production, leadership values and purpose. At the centre of this model is a learning

system and the most prominent feature of NHS 24 Quality Framework is that it embraces culture of learning and improving and delivering the highest quality outcomes for our service users. NHS 24 will embrace and adopt the Quality Management System approach and this will underpin and inform all aspects of quality.

QUALITY ASSURANCE, CONTROL AND IMPROVMENT

Quality Assurance

Is defined as a procedure or set of procedures intended to confirm a service meets specified requirements. The focus is on ensuring and providing confidence that quality requirements will be fulfilled. This confidence is twofold, internally to Senior Management and externally to service users, partners, regulators and other key stakeholders.

NHS 24 assurance is provided through internal processes to demonstrate the quality of services and care offered. This assurance is provided via the implementation and updating of policies, processes, systems and training. Currently within NHS 24, there are effective systems and processes in place to offer the required assurance. These include:

- Service Users, Staff and Partner feedback structures
- Clinical and Operational Processes
- Clinical Audit
- Adverse Incident Reporting System
- Call Consultation Review
- Patient Safety Leadership Walkrounds
- Corporate, Staff and Clinical Governance systems, processes and reporting structures
- Weekly organisational performance reports to Scottish Government
- Public Partnership Fora
- Area \ Regional Partnership Fora.

Whilst many territorial Health Board partners currently undergo external scrutiny and assessment to monitor the quality of services and offer public assurance on the

quality of service provision NHS 24 currently has limited external assessment via Scottish Government. This framework will develop on the element of external assurance and seek to create new external assurance pathways aligned to Healthcare Improvement Scotland's Quality of Care approach.

Quality Control

Whilst similar to Quality Assurance, the principles of Quality Control are set within the ideology of a system to maintain standards by testing the services being delivered against set criteria. The focus is on an organisation fulfilling its quality requirements, therefore Quality Control relates to the inspection aspect of quality management. This is the process of monitoring, measuring, examining and testing to gauge characteristics of a service and the comparison of these with specified requirements to determine conformity. It is vital to embed mechanisms into services and teams to allow them to detect variation from agreed standards. NHS 24 has current control measures in place, which include call review, key performance indicators and management of adverse events and complaints. NHS 24 aligns to the Vincent Framework for measuring and monitoring of Safety¹⁰ and views care within the five dimensions of this which offers a comprehensive and rounded picture of an organisation's safety.

Whilst there are effective systems and process in place, there is scope to develop these further and adopt key learning from national inquiries. The Francis report into Mid Staffordshire NHS Foundation Trust¹¹ called for organisations to have standards and methods of measuring compliance, which focus on the effect of services, not to make assumptions that monitoring, performance management or intervention was the responsibility of others and to tackle challenges and barriers to building a positive culture.

To align with territorial Health Boards and ensure that services are being effectively scrutinised it is important to identify a system of quality management that will include all activities of the overall management function that determine the quality of policy, objectives, responsibilities and their implementation. ISO 9000¹² explains that a

management system provides the means of establishing a policy and objectives and the means to achieve those objectives. Actions associated with Quality Assurance and Control can be found in Appendix A.

Quality Improvement

Improvement is defined as the application of a systematic approach that uses specific techniques to improve quality. This can range from small-scale continuous improvement at the frontline and support services through to large-scale and complex major service change and transformation.

NHS 24 will focus as a priority on developing the culture of Quality Improvement as a business as usual state for all staff. NHS 24 will utilise validated data to evidence the requirement for improvement and to understand the issues being addressed. The triangulation of evidence to support improvement should be drawn from quantitative data and intelligence, qualitative evidence will be drawn from people's views and opinions and crucially observational data.

Through the application of improvement science, including the Model for Improvement Plan, Do, Study, Act (PDSA) cycles to test and evaluate changes, and the POTI (process, organisation, technology, information) model which can be used to define the scope and scale of transformational change required, NHS 24 can minimise unnecessary variation and deliver improvements that will be both scaleable and sustainable. NHS 24's Executive Management Team and Board are committed to leading and promoting Quality Improvement and will dedicate the required time and resources for delivery. The overarching ambition is for Quality Improvement to be embedded, managed and conducted by clinicians, managers and frontline staff with appropriate support. This is the beginning of a process where it is envisaged that NHS 24's commitment to an empowered workforce with a co-design and co-relationship approach to enabling quality will be realised. Actions associated with Quality Improvement can be found in Appendix B.

A LEARNING SYSTEM AND SUPPORTING INFRASTRUCTURE

At the heart of the Healthcare Improvement Scotland Quality Framework lies a learning system. This is supported by the philosophy of Demmings profound system of knowledge¹³, where the principles of co-design and co-production supported by building knowledge and understanding variation is key. NHS 24 is an organisation that embraces this concept and strives to make a learning system the reality, and where assurance and control processes are in place to highlight where things do not work so well and can be improved. Key to a learning system is the identification of individual and organisational learning which is embedded in a just culture, where the overarching principles are improvement and development to deliver the best possible services.

A quantitative and qualitative measurement system that enables learning about what does and does not work will be developed, with processes in place that support the appropriate use of evidence. Individuals, teams and directorates will be enabled to work together, collaboration with partners will be explored, and systems will be developed to identify and learn from good practice and achievements. To deliver the highest quality services for the people of Scotland, the whole organisation requires to work together as a single system in pursuit of this aim. No single part of the system 'owns quality' and fundamental to the approach NHS 24 is taking is collaborative working across all directorates and all teams. All departments have a role to play in supporting the delivery of services against the quality ambitions. Actions associated with the Learning System can be found in Appendix C.

NHS 24 may wish to give consideration in the future to the creation of a Quality and Safety function to offer NHS 24 a beneficial overarching non-operational arm with the responsibility for the overall planning, delivery and management of Quality and Safety. This modernising approach would align NHS 24 with other NHS Scotland Health Boards. Proven successful examples can be found in Highland, Lanarkshire and Lothian where visionary leadership ensures the quality approach is successfully delivered to coordinate meaningful consistent, sustainable improvements and quality of services. A Quality and Safety function would encompass all aspects of work relating to standards, quality and safety of services delivered and should be

independent to those who are delivering the services.

DELIVERING THE PLAN

The NHS 24 approach to quality and the principles and objectives set out in this Quality Framework will underpin all aspects of delivery of the framework, progressing through the appropriate governance structures prior to reporting to the Board.

NHS 24 will develop specific action plans to identify key deliverables to support the delivery of the aims and actions as set out within the framework and appendices with identified timelines, milestones, measures of success and action owners. These plans will be underpinned by the organisation's quality ambitions to deliver safe, effective and person-centred care.

APPENDICES

Appendix A - Quality Assurance and Quality Control Actions:

- a. A Quality Data & Measurement Framework for NHS 24 will be developed and implemented to promote a consistent approach to defining, gathering, configuring, analysing and reporting data for the purpose of Quality planning, Quality Control and Assurance or Quality Improvement using a common infrastructure.**
- b. All data, for whatever purpose, are presented and interpreted using agreed Measurement & Visualisation Standards.**
- c. An agreed set of Quality Indicators and associated measurement plans are developed with stakeholders prior to commencing any service change / transformation to demonstrate the impact of the change, and any resulting improvement.**
- d. Service change / transformations are monitored and evaluated, using agreed quality data collection tools.**
- e. Staff have access to, and use, best evidence to inform and improve peoples' health and care.**
- f. NHS 24 will use the Healthcare Improvement Scotland Quality Framework to carry out regular self-evaluation of the quality of care approach and will work collaboratively with Healthcare Improvement Scotland and NHS Education Scotland in developing an external assurance process.**

Appendix B - Quality Improvement Actions:

- a. A range of approaches are utilised to enable service providers to design and implement high quality systems of care.**
- b. Develop a workforce to deliver the highest quality of care, Staff will be trained, have access to and use Quality Improvement concepts / methods to scope and review existing processes to better understand the system, identify variation and areas for improvement**
- c. Quality Improvement science methodology and tools are used in the development of change ideas and concepts for testing.**
- d. Data for improvement is used to evaluate impact of progress against project aims.**
- e. Cost and efficiency savings should be boldly considered in the remit of quality as part of the IHI Triple Aim¹⁴ of best population health, quality of individual care and reduced/controlled cost per capita of healthcare**
- f. Meaningful opportunities will be created for managers, staff and stakeholders to work together on difficult challenges and NHS 24 will provide them with the tools and resources to find and implement solutions to test radical innovations and small tests of change**

Appendix C – Learning System and Infrastructure Actions:

- a. NHS 24 will actively seek ways to celebrate good practices and share learning from positive experiences**

- b. NHS 24 will continue to develop ways to meaningfully engage with services users and staff to maximise quality and influence improvement.**

- c. NHS 24 will further develop the framework for identifying, recording and sharing organisational learning**

- d. NHS 24 will commit to developing meaningful continuous professional development for staff, with increased face to face engagement and feedback in order to promote the quality ethos.**

- e. Appropriately skilled staff from all directorates will work together to support Quality Improvement initiatives and work which has been established to deliver improvement in services. Opportunities for cross directorate and partner working will be explored.**

ACKNOWLEDGEMENTS

Grateful thanks is offered to the Director of Quality and the Quality Directorate of NHS Lanarkshire for their generous support and advice.

In developing this document NHS 24 consulted the Institute for Healthcare Improvement Framework for Safe, Reliable and Effective Care.¹⁵ Which focuses on the development of a learning system underpinned by leadership and accountability.

Please note an action plan associated with the framework will be developed and implement based upon the actions outlined in Appendices A-C. This will include timelines for delivery and owners, and will be monitored via the National Clinical Group to provide assurance to the Clinical Governance Committee and NHS 24 Board

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