



Design Led Innovations for Active Ageing Successful projects?

Prerequisites and
strategies for the imple-
mentation of design led
innovation in the City of
Stockholm



Stockholms
stad

CONTENTS

Background.....	7
Project goals and objectives.....	7
Report outline	8
No project is an island: analytical foundations	9
The popular project model.....	9
The limits of the project model.....	9
A systems perspective on projects.....	10
Many stakeholders influence implementation	11
Method and implementation	12
Selection and limitations.....	12
Description of the projects included.....	13
Anhörigstöd (Family support)	13
Brandsäkerhet (Fire safety).....	13
Bättre samverkan – bättre liv (Better cooperation – better life).....	13
Demensteam (Dementia team)	13
Eden.....	13
Kisam	13
Mötesplatser (Meeting places)	14
Rum för hälsa (Room for health)	14
Viljan (Will).....	14
Äldrekontakt (Elderly contact).....	14
Project position within the system varies	14
Prerequisites for implementation	15
Facilitators and obstacles on multiple levels.....	16
Facilitators for implementation and dissemination	16
The content and design of the individual project.....	16
Administrative structures and stakeholder networks.....	16
Politicians and other decision-makers.....	17
Obstacles to implementation and dissemination	17
The content and design of the individual project	17
Administrative structures and stakeholder networks	18
Politicians and other decision-makers	18
Implementation strategies	19
The strategies vary with the problems	20
Communication	20
Repositioning/new alliances	21
Management of conflicts of interest.....	21
Adaptation of content and design	22
Presentation of the project.....	22
Implications for how implementation can be supported.....	23
Methods of proactive systems analysis	24
The role of commissioners in designing successful projects	25
International differences?	27
Project level	27
System level	28
Policy level.....	29
Summary	29
Appendix: Workshop participants	30
About LHC.....	31

CONTEXT

Short introduction to the political system

Government – Ministry of Health and Social Affairs

- Legislative proposals to the parliament. The proposals are often worked out during an inquiry. Most important is the Social Services Act
- Goals and guidelines for elderly care and health care often combined with some kind of financing incentive

Municipality

- Responsible for elderly care. Have their own elected assembly. Determine the local income tax

County Council

- Responsible for health care. Have their own elected assembly and board. Decide the county council tax

Organization of elderly care in Stockholm

- The City Council establishes goals and guidelines for the overall work of the municipality, including elderly care
- Elderly Services Administration is responsible for the coordination and development of elderly care in the City
- District councils are responsible for a large proportion of the City's overall operation, including most of the operational work of publically provided elderly care

The different services within elderly care

- Safety alarm – can be combined with other services
- Home care service
 - From a few hours a week up to day and night service
 - 120 provided by private care givers, 40 by the City
- 95 care homes
 - About half of them are operated by private care givers
- Relief care – can be combined with other services
- Short-term care
- Daytime activities – can be combined with other services
- Support for families and close friends
- Freedom of choice of providers for most services

A few facts...

- 125,000 of the inhabitants in the City of Stockholm are over 65 years old and this number is increasing
- Citizens aged 80 or older are now at a low level but will increase around the year 2018
- 27,000 citizens use some kind of elderly care for a cost of € 800 million
- About 60 per cent of all elderly care is organized by private providers and non-profit organizations
- All elderly care is publically funded irrespective of provider

The next step is – with this report at hand – to investigate how the City can implement the portable sprinklers tool in order to improve fire protection for the elderly people living within the City, an issue which is on the City's agenda. Portable sprinklers are easy to install and, due to the increased fire protection, provide greater safety for both the housing itself as well as neighbours. This system is relatively new and has been tested in a few other municipalities in Sweden, though not yet in the City of Stockholm.

CONTACT INFORMATION

Maria Kleine, Project Manager
Norrmalm District Administration
Mobile +46 76 12 09 950
maria.kleine@stockholm.se

For more information about the City of Stockholm, please visit <http://international.stockholm.se>

Investing in your future





BACKGROUND

The City of Stockholm is participating along with nine other partners in the EU co-financed project Design Led Innovations for Active Ageing (DAA). The project will run for the period from 1 January 2012 to 30 June 2014. The city is represented by the Norrmalm and Farsta district councils and the Elderly Services Administration. The common challenge for DAA's project partners is that an increasing proportion of the population is getting older, while public resources are decreasing.

Project goals and objectives

The overall objective of the DAA project is to find new design solutions and models for technology and services that enhance the ability of elderly people to live an active life.

This may include, for example, urban planning for all generations, improving the efficiency of existing practices, as well as the development of new ways of working. In this context, design refers to everything from product solutions to the influence of and interrelationships between political decisions and the work of various departments through different stakeholders.

As the starting points of DAA's project partners are different, the specific objectives of their respective projects have taken different forms. For the City of Stockholm, the main challenge is not to develop new technologies, but rather to figure out how best to sort and distribute the various models in order to provide elderly people with a good service.

The challenge for the City of Stockholm is to facilitate and accelerate implementation processes so that the various solutions available appeal to the target group, people aged 65 years and over. How can we create an innovative environment?



“For the City of Stockholm, the main challenge is not to develop new technologies, but rather to figure out how best to sort and distribute the various models in order to provide elderly people with a good service. How can we create an innovative environment?”

DAA within the City of Stockholm has therefore decided that one of the sub-goals of the project will be to identify how processes for implementing new methods or technologies can be facilitated and expedited. The aim is to enhance the understanding of how the City of Stockholm can smooth the way for new methods, technical aids and, not least, the establishment of non-profit activities.

As part of these efforts, DAA City of Stockholm has asked the academic think-tank Leading Health Care, in collaboration with project managers at the City of Stockholm and a number of non-profit organisations, to analyse how it is that some innovations and development initiatives within elderly care succeed and others do not. What are the common obstacles? Why are some projects successful, while others come to a halt and some continue even though they probably should have been stopped long ago? How are projects dependent on different types of stakeholders, how are projects linked to their environment in terms of organisational, structural and political contexts and how are projects affected by different types of interests and control signals from these stakeholders and contexts?

The reason why non-profit organisations have been included in this study is that they play an important role in terms of services that fall outside the framework of the Swedish Social Services Act, but that nevertheless have an important contribution to make to the welfare of elderly people.

This report is based on a compilation of verbal discussions at three workshops and written submissions from the 11 project representatives who participated. The workshops dealt with issues such as the dependence of projects on different types of stakeholders, the connection between projects and their environment in terms of organisational, structural and political contexts, how projects are affected by different types of interests and control signals from these stakeholders/contexts, as well as the opportunities and obstacles that help or prevent a project from surviving and being disseminated.

This report is structured around and discusses material based on current research into project management and implementation in complex environments. The overall aim is to increase awareness of how the City of Stockholm can facilitate new methods and service innovations, as well as the establishment of non-profit activities.

Report outline

This report is structured as follows. The next section briefly introduces the theoretical perspectives we have assumed in order to discuss and analyse projects and their environments. The following methodology section describes the procedure for data collection, i.e. the oral and written contributions from project managers. The descriptive section of the report discusses the nature of the projects involved, facilitators and obstacles to implementation, as well as different types of strategy that can be used to improve the conditions for survival and dissemination.

The concluding section discusses implications for how project implementation can be facilitated and supported, and how commissioners such as the City of Stockholm can contribute to this work.



The task and organisation of the workshops was led by Hans Winberg and Jon Rognes at Leading Health Care. Anna Krohwinkel Karlsson, research director at LHC, was responsible for the compilation and analysis of the material.

NO PROJECT IS AN ISLAND: ANALYTICAL FOUNDATIONS

LHC draws on a knowledge base broadly supported by business economics/organisation theory research. Below is an overview of a number of practical and theoretical perspectives on project activities and the implications of these for our analysis of implementation problems.

The popular project model

Projects as an organisational form have become increasingly common in today's society. There are many different theories as to why project organisation has grown in popularity. One practical dimension that is sometimes cited is that public administration has increasingly begun to promote the notion of projects as a way of creating innovation, change and development. Thus, public administration is helping to disseminate the model to different stakeholders in different areas of society. In the welfare sphere (including the non-profit sector), there are currently a number of activities wholly or partly financed by public project grants from local, regional, national and international agencies such as the European Union. The result is that various organisations are now involved in different kinds of time-limited development initiatives with public bodies as a financial counterparty.

The doctrine of project management – the practically oriented literature on projects and how they should be handled – describes projects as structures that can be governed rationally (e.g. PMI, 2004)¹. At the heart is a model according to which development work is described as a linear, unidirectional process that passes through a specific sequence of phases in a particular order, from concept generation and planning through the various stages of implementation to completion and evaluation. The typical project management tool specifies the activities to be performed at each stage, the roles to be assigned, the documents to be produced and the decisions to be taken at different times during the course of the project work.



A basic assumption is that clear schedules and deadlines are effective incentives for achieving set goals. This is also deemed to increase the measurability of results achieved, as the allocation of project funding is often associated with detailed requirements for reporting results at the end of the funding period. This is also a main argument behind the use of the project model for the allocation of public funds.

Another reason why project organisation is considered a suitable option within the welfare sphere is that many of the authorities in this field are working with the aim of eventually motivating beneficiaries to self-sustainability. The objective of a time limit, or at least regularly reviewing resource allocation decisions, may also go some way to explaining why the project model appeals to public financiers.

The limits of the project model

However, the project model has been the subject of criticism. In particular, it seems difficult to get projects to meet their goals within the given timeframes. The evidence suggests that time delays are the rule rather than the exception, and that this applies to both private and publicly-run projects (Jensen et al., 2007)².

¹ PMI (2004), A guide to the project management body of knowledge, Upper Darby, PE: Project Management Institute.

² Jensen, C., S. Johansson och M. Löfström (2007), Projektlledning i offentlig miljö, Malmö: Liber.

Inertia during implementation is problematic, as some of the efficiency gains associated with the project model may be expected to be lost if the projects do not keep to the deadline. From a public finance perspective, delays can also be difficult to manage politically – changing priorities over the budget year or during a term of office may sometimes result in half-completed projects being concluded prematurely.

The focus of research on projects has largely been on trying to explain the above differences between the theory of project organisation and its practice. Why is it so difficult to implement projects according to plan, when the actual point of financing projects is to schedule and establish timeframes for the desired development processes?

The explanations given often focus on complexity, either the complexity of the project task itself or uncertainty regarding the activities in which the project is implemented. Reference is often made to deficiencies in project plans or in the ability of those in charge of projects to deliver as tasked. These explanations are consistent with the view of time delays found within applied project management theory, which focuses on the logic and goal attainment of individual projects.

When the project model is used in connection with public resource allocation, the tendency to focus on factors related to the implementing organisation is reinforced. As it becomes more and more common for the commissioner and service provider roles to be separated in public administration, the authorities providing funding are increasingly expected to distance themselves from operational involvement in the projects they support. This means that deviations from the plan are usually considered to be outside the responsibility of the funding authorities.

A systems perspective on projects

However, over the past decade a number of, mainly Scandinavian, organisational researchers have increasingly begun to emphasise the importance of studying projects from a systems perspective (e.g. Sahlin-Andersson and Söderholm, 2002)³. The starting point is the realisation that projects are not as clearly definable as applied project management theory suggests. Each project affects and is affected by the environment of which it is part throughout



its life cycle. From a systems perspective, project outcomes are not only a result of the ability of project management to control and monitor implementation, but just as much a result of the influence external stakeholders exert on the project. This approach differs from many previous studies of project outcomes, which are often based on individual projects and their specific content.

The researchers who have focused attention on the relationship between projects and their environment have done so in slightly different ways. Some have primarily looked at the inter-organisational relationships in so-called project networks (for example Vaaland, 2002)⁴. Others have chosen an intra-organisational focus interested in, among other things, so-called multi-project organisations (Payne, 1995)⁵. The starting point is that many organisations now engage in projects of a similar type in a routine fashion. Most projects are not run de facto as autonomous units, but rather are part of the activities within a larger parent or umbrella organisation. Activities that seem to stand alone in their implementation are often also part, for example, of a larger portfolio of project activities under a single financier (e.g. a public administration or research funding agency).

The multi-project approach emphasises that projects can be affected by factors beyond the individual project assignment, but which are associated with the surrounding system's impact on this work. A

³ Sahlin-Andersson, K. Och A. Söderholm (2002), *Beyond project management: New perspectives on the temporary-permanent dilemma*, Malmö: Liber.

⁴ Vaaland, T. (2002), *Project networking: Managing project interdependencies*, *Project Management*, vol 8, nr 1, s 32-38.

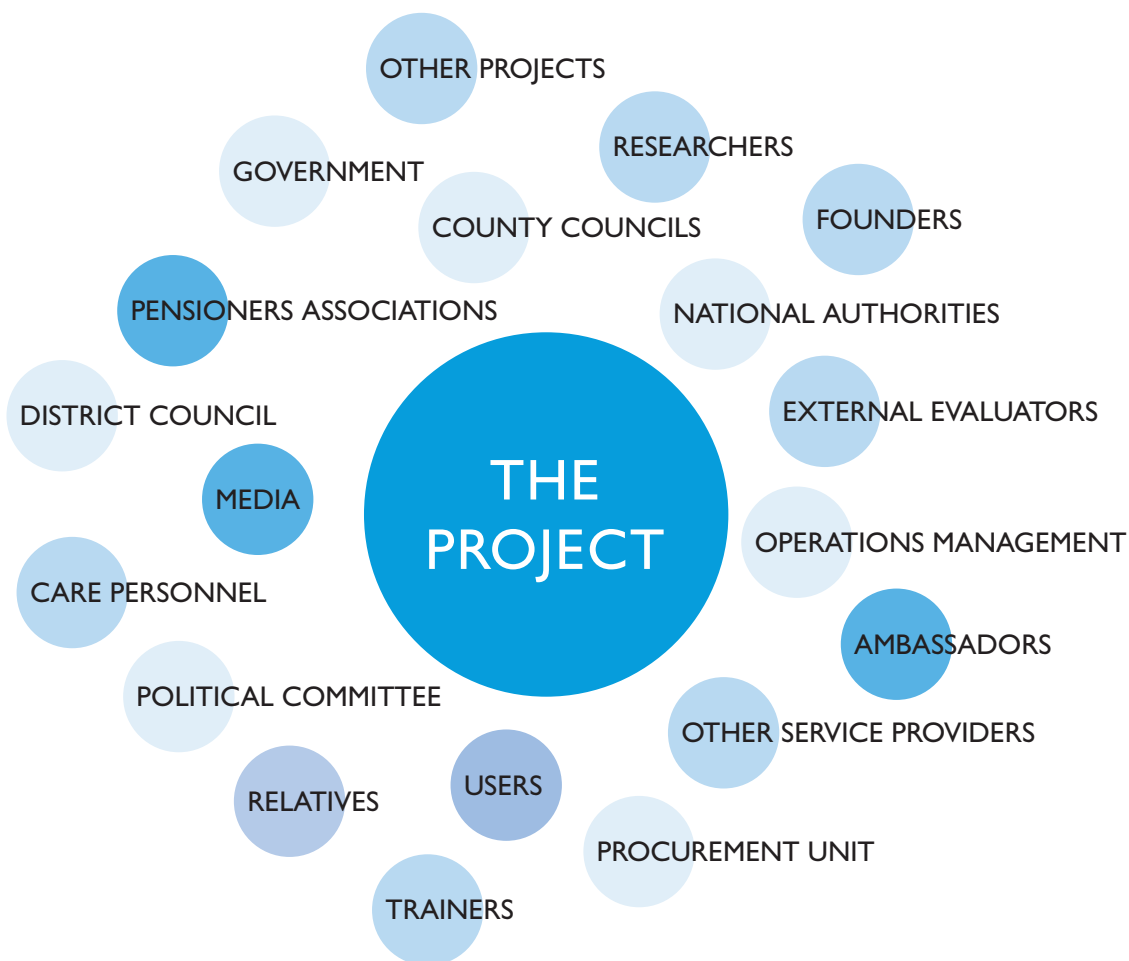
⁵ Payne, J. H. (1995), *Management of multiple simultaneous projects: A state of the art review*, *International Journal of Project Management*, vol 13, nr 3, s 163-168.

development project can be viewed as an attempt to guide the activities concerned in a particular direction. How well this attempt succeeds depends on the content of the project and its design, but also on the surrounding structures and competing control signals in the form of laws and regulations, financial incentives, various rules and policies, professional standards, etc. From this perspective, the implementation of a project is not solely a matter for the party with formal responsibility for implementation, but involves many different stakeholders with different interests. If the project is part of a larger organisation, there are often multiple concurrent projects competing for money, time and attention.

Many stakeholders influence implementation

Our structuring and interpretation of project managers' experiences of implementation has been based on a systems perspective on projects. This means that we have tried to go beyond the project work itself and its challenges internally in order to pinpoint the diverse dependencies that exist between projects and their stakeholder networks as well. The main argument for this approach is that implementation strategies which take into account collisions or overlaps that may exist between projects and surrounding business processes, priorities and interests are more likely to have a broad and lasting impact in practice. Innovation is not just dissemination; it is change that embraces a new method or a new approach.⁶ We therefore believe that a perspective that goes beyond the organisation and logic of the individual project is particularly relevant in relation to the longer-term ambition for project results to be absorbed, integrated and developed further within ordinary activities.

⁶ Cf. Brattström, Anna (2012), Organisering för innovation i sjukvården: Så kan organisationsteori bidra till mer utveckling. LHC report no. 4 2012. Stockholm: Leading Health Care.





“A main obstacle is found in the loss of knowledge and resource costs associated with a high staff turnover. This erodes the existing network, as participants are replaced and trust needs to be rebuilt.”

METHOD AND IMPLEMENTATION

The material for this compilation was obtained through structured focus groups (“workshops”), combined with written experience reports/reflections from participating project representatives.

Three mini-workshops attended by 11 project representatives selected by the City of Stockholm were held in November and January/February, led by LHC. On each occasion, participants devoted a half day to working on specific issues and preparing data from each project. During the first workshop, discussions focused on the characteristics of projects and their dependence on different types of stakeholders; the second session focused on facilitators and obstacles to implementation, while the third session looked at standard problems and potential implementation strategies.

After each workshop, participants reported on their own projects, based on the issues highlighted during the previous session. These reports consisted of 1-3 pages per project and “assignment”. The reports were collected and, together with the detailed notes from the group discussions, provided information for this report.

Below is a compilation of the material pertaining to the various issues, followed by LHC’s impact analysis of how implementation can be supported.

Selection and limitations

Eleven project representatives from 10 different projects/activities participated in the workshops. Project managers from both the client and service provider side were included in the group. All the participants have extensive experience of and expertise in working on projects. The projects also vary a great deal in terms of their character and location in the system (see figure 2). Overall, this created a good basis for clarifying the many relevant viewpoints and trade-offs that are required in the process of implementing and disseminating projects.

One objection that can possibly be raised against the selection is that it probably contained an over-representation of “good practice”, that is to say, relatively successful projects and dedicated project managers. This may have led to some problems common in less successful projects not cropping up in the group discussions to the same extent, meaning they do not feature in our analysis either. In light of the fact that one of the practical aims of bringing the project managers together was to stimulate the exchange of good experiences, the group composition would, however, seem to be completely relevant.

Another factor that may have affected the content of the discussions was that in some cases there may have been dependencies between individual participants in the group, particularly as representatives of

the Elderly Services Administration (responsible for the allocation of resources to many of the projects) were present. The individual data was also formulated in the knowledge that the texts would be shared with everyone, and would also provide the basis for a public report. The impact of this on the overall material is difficult to estimate. However, our impression is that discussions were very open and tolerant of a wide range of views and approaches. LHC's experience with focus groups in other contexts also suggests that proactive and continuous dialogue that reveals conflicts of interest may improve the conditions for practical cooperation on implementation processes.

DESCRIPTION OF THE PROJECTS INCLUDED

There is a brief description of each project based on the texts produced by the workshop participants⁷ below.

Anhörigstöd (Family support)

The goal of the project was to develop family support within elderly care provided by Södermalm district council as far as possible. Family carers would be offered various forms of respite and assistance, so that those who wished to be able to live together for longer would be able to do so. Short-term places for the relative, support through a family centre, recreational trips for family members and a web-based forum were among the activities organised. The project ran from January 2011 to December 2012.

Brandsäkerhet (Fire safety)

The overall goal of the project is to reduce the number of residential fires and deaths and to increase the awareness of fire risks among the elderly, as well as to increase the awareness of technical aids among elderly care staff. The project has identified strategic groups and people and given them information and/or training in how fire safety for the elderly can be increased. Information material and a manual with a check list have been produced within the framework of the project. The project is run by the Elderly Services Administration in cooperation with the Greater Stockholm Fire Brigade and is co-funded by the Swedish Institute of Assistive Technology.

Bättre samverkan – bättre liv (Better cooperation – better life)

The project in Hägersten-Liljeholmen district is one of 19 pilot schemes in Sweden that received funding for 2010-2013 to improve health and social care for the most ill elderly patients. The aim of the project is to establish improved partnerships between health and social care stakeholders for the target group, as well as to create measures to deliver health and social care of a higher quality and greater cost-effectiveness. The project works with local change managers who have devised procedures for team collaboration, risk assessment, emergency care and drug administration, among other things.

Demensteam (Dementia team)

The project aims to build up a specialised home care group within Rågsved service home to work specifically with people over 65 with dementia or cognitive disabilities as well as to provide support for other care staff at the unit.

Eden

The project aims to implement the Eden Alternative philosophy at the Riddargården home for the elderly. The goal of the project has been to bring about a development process that gradually reduces feelings of loneliness, helplessness and boredom among residents, thereby improving their quality of life and well-being. Giving residents the opportunity to cultivate relationships and create more variety and spontaneity in daily life and providing them with more scope to influence their daily lives are some of the elements of the project.

Kisam

The Kisam project is a collaboration between Karolinska Institutet in Stockholm and the City of Stockholm. The project is located at Stureby nursing and care home. The aim is to establish a new structure for quality development to support the implementation of guidelines issued by the Swedish National Board of Health and Welfare for the health and social care of people with dementia. The method is described as employee driven and staff at all levels are involved in training and development activities. The project was launched in May 2010, and since then it has become an integral part of regular activities.

⁷ The project names used in this report are, in many cases, shortened versions of the formal project titles. However, the project names used here represent the way the project representatives themselves talked about their projects.

Mötesplatser (Meeting places)

The project, within Skarpnäck district council, aims to offer social content for the district's seniors, to increase the target group's ability to maintain their health and thus remain living in their own home for as long as possible. When the project launched, there were no "open" meeting places within the district. Financing has been secured through the National Board of Health and Welfare's stimulus fund and the project has been running for five years.

Rum för hälsa (Room for health)

This project has been working in a practical way to develop the indoor environment at a unit at the Tallbacken nursing and care home in Bromma. The entrance and dining room have been completely redesigned, with the addition of new lighting, new custom furniture, new colours and wallpaper, as well as new art. The aim has been to transform the interior into a more aesthetically pleasing environment that can help to provide stimulation, well-being and social interaction for residents and staff.

Viljan (Will)

Viljan is a non-profit organisation without political or religious ties that was formed in 1993. The association, which operates on Södermalm, wishes

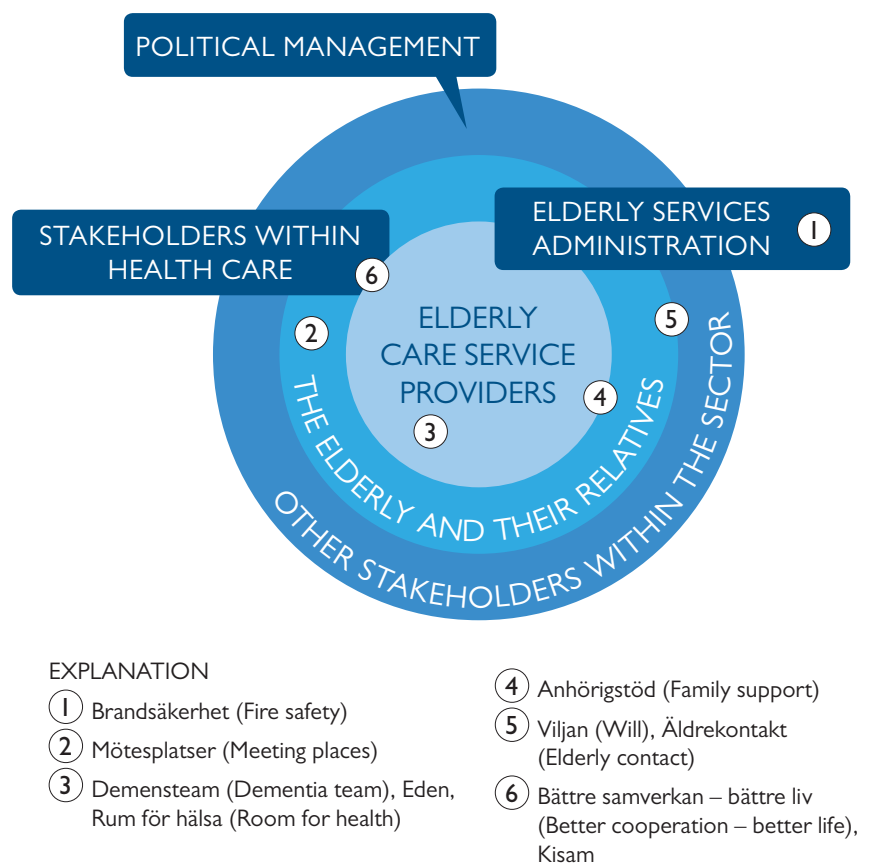
to encourage voluntary social work and engage its members in activities which complement public services within the social field. These activities mainly take the form of long-term contacts between volunteers and those seeking help, specific activities at a given time, as well as open meeting places. A stated aim is for both volunteers and those seeking help to feel better through their contact with Viljan.

Äldrekontakt (Elderly contact)

Äldrekontakt is a non-profit organisation without political or religious ties that was formed in autumn 2008 with the aim of promoting health and well-being among the elderly. The organisation organises volunteer activities that help lonely elderly people to make contact with other elderly people in the same situation in their local area. It also facilitates interaction between younger and older generations. Families and other people who live near the elderly are recruited as volunteers. Host families open up their homes and offer refreshments and volunteer drivers help the elderly to get there and home again. Äldrekontakt is currently represented in Stockholm and the surrounding region, but the aim is to establish a presence in Sweden's major cities by the end of 2013.

Project position within the system varies

As shown in the figure, the group contained projects that varied greatly in nature and scope. Some projects involve specific departments or units within elderly care, while others include a variety of stakeholders from the health and social care sector. The project content revealed different degrees of concretisation, from projects aimed at changing the physical aspects of a care environment to projects related to the development of new guidelines for all the city's own and contracted elderly care service providers. Projects are sometimes carried out within the framework of the core activities of elderly care, sometimes in the form of an independent organisation and/or newly formed entity, and sometimes in collaboration between stakeholders. All this also means that the conditions for implementation vary significantly between projects.



PREREQUISITES FOR IMPLEMENTATION

Below is a summary of the participants' reports on factors that have affected and are expected to affect the implementation of their projects. Each person was asked to list the 2-3 factors that they felt were the most important facilitators or potential obstacles to implementation of the project, its survival and dissemination to others. The exercise focused in particular on the long-term survival perspective, i.e. the conditions for sustained implementation beyond the current project period. These experience reports were structured in the form of a SWOT analysis⁸.

STRENGTHS

- Simple concept/implementation model
- Cost-effective
- Local support/close to operations
- Commitment-driven/employee-driven
- Participants rewarded/viewed positively
- Clear change leadership
- Easily accessible to target group
- Broad expertise - collaboration
- Links with research, evidence-based
- Political support, backed by management, law and policy
- Money assigned, "de-projectised"

OPPORTUNITIES

- Media coverage
- Systematisation of cooperation
- Curiosity from others
- Concept can be replicated/can be adapted to fit into new places/units
- Legitimacy through international certification
- Financial savings from successful implementation

SWOT-ANALYSIS

WEAKNESSES

- Costly
- Time-consuming for participants
- Personnel turnover, varying number of participants
- Large organisation – difficult to reach everyone
- Lack of motivation among management and/or personnel
- Relocation required – creates resistance
- Target group difficult to reach
- Change inertia: difficult to establish new working methods and partnerships
- Implementation period too short

THREATS

- Accidents and mistakes can cause badwill
- Organisational changes we cannot influence
- Key personnel may disappear
- New national guidelines may work against our working method
- Knowledge dissipates after project ends – no systematic learning
- Is there any demand in the longer term?
- Repression due to "better options" - no new resources after the project ends



“Innovation is not just dissemination; it is change that embraces a new method or a new approach.”

⁸ Strengths, Weaknesses, Opportunities, Threats.

Facilitators and obstacles on multiple levels

A general observation from the compilation is that the positive and negative aspects of the projects can largely be analysed in pairs. Strengths such as an efficient implementation model are mirrored by weaknesses such as suboptimal work organisation and uncertain resources; a good working relationship with key stakeholders is mirrored by weak ties and difficulties establishing networks; internal commitment and support are mirrored by a lack of motivation and faltering attendance.

Furthermore, the compilation makes clear that facilitators and obstacles to implementation can be both internal and external, and involve both the actual operations of the project and its position in the system. According to a simple systems model, key factors can be categorised according to whether they concern:

- the content and design of the individual project;
- how well the project fits with administrative structures and/or the working methods of the relevant stakeholders; or
- the project's support and priority at policy level and among other key decision-makers.

Below are some extracts of the participants' texts outlining the perceived facilitators and obstacles at these three different systems levels⁹.

Facilitators for implementation and dissemination

The content and design of the individual project

Designed for scalability

A major strength is that right from the planning stage the activities were designed to form a sustainable and scalable volunteer concept. Scalability is one of the key success factors when it comes to implementation and further dissemination of our activities, with the most important aspect probably being simplicity – to make a big difference to the lives of lonely elderly people with relatively simple measures; and a cost efficient organisational structure – the starting point has been to develop an organisation with minimal administration and to create significant benefits as easily as possible.

⁹ The examples given have been selected based on reciprocal variety in order to show as a large variety of elements as possible within both conditions for implementation and implementation strategies (see next section). For the report as a whole, the aim has been to include material from all the projects.

No extra costs

Family support should be largely developed within existing activities and so involve no additional costs other than for any training and inspiration days.

Proximity to basic activities

We see a huge advantage in the project and its production having close ties to basic activities. The design and structure of the team basically looks like any other home care service in terms of staffing, scheduling and assignments. The difference lies in the fact that the team is supplemented with specialist expertise and working practices adapted to the target group of people with dementia. There is great potential for dissemination, as the model can be easily adapted to other home care activities.

Intuitive concept

Eden is a philosophy that feels natural and easy to adapt. It is consistent with work that promotes dignified care with the individual's resources and preferences in focus. A common comment is "that's already how we work." The 10 principles are often in line with the staff's own ideas about the nature of dignified elderly care. Eden is neither strange nor frightening and does not require a new organisation or new procedures.

Employee-driven

The most important component in my project is that employees are the people who identify the development goals within the department. They organise the planning themselves and they also monitor and evaluate their actions themselves – in the first instance. [...] As the project assigns a great responsibility to employees and requires a high degree of involvement and influence, the effect in daily work is to increase motivation. This in itself is a critical factor for the model's survival. People like it simply because they can influence it.

Open to all

Since the entire volunteer centre is based on voluntary work and its activities are governed by demand, this means that there are tasks for almost everyone. This is a strength.

Administrative structures and stakeholder networks

Local support and collaboration

Strong support and collaboration locally is a strength that leads to work on the "right" task, i.e. you know what is missing and thus also which areas you can supplement. There is collaboration with other

associations working with the same target groups, as well as with our district.

Understanding one another's activities

The project is currently based on complex collaboration, both vertically and horizontally. A good understanding of one another's activities has been achieved and the meeting forums used have led to the formation of a manager and change management network. This structured networking capital provides good opportunities for further work focusing on the target group.

Close collaboration between project managers, staff and users

You can see that one of the strengths has been the fact that the project group, which consisted of staff and users, has worked closely with the project manager. This, in turn, has led to the project having good foundations, with users and staff feeling that they have been involved in and had an impact on the results.

Politicians and other decision-makers

Political support

The project has political support, which is necessary to achieve the goal of reducing the number of house fires among the elderly in Stockholm. It is also necessary for there to be a clearly designated recipient.

Obstacles to implementation and dissemination

The content and design of the individual project

High staff turnover

A main obstacle is found in the loss of knowledge and resource costs associated with a high staff turnover.

A high staff turnover erodes the existing network, as participants are replaced and trust needs to be rebuilt.

Lack of time and management support

Many staff give up before they have even tried because they think that they do not have the time.

If, in those circumstances, you do not have a manager who supports staff and gives them tools to aid them in their family support work, the project is forgotten.

Discontinuity due to replacement of project manager

The difficulties of this project have primarily been that we (my colleague and I) inherited the project and could

not control it from the beginning in the way that we would like. Good groundwork increases the chance of a successful project.

Uncertainty about continued financial support

The biggest obstacle to the volunteer centre is funding. Although the costs are small, activities require staff and premises. We apply for money every year and therefore can only look one year ahead.

Too short an implementation period

It is clear that the limited time frame has resulted in the project not being fully implemented yet. For example, it was not possible to carry out a survey or preliminary study, which would probably have been much better for implementation.

Weak results

The project faces a challenge in ensuring clear results that relate to the project's overall objectives such as reducing the number of re-admissions. Selected milestones show progression and project participants are satisfied. Difficulties in measuring the results for overall objectives can largely be explained by a lack of critical mass of individuals involved.

Abstract results

It can be difficult to see if a change has occurred and the form it has taken. Concrete and measurable results are not always apparent. There is more of a feeling of an open and warm atmosphere, which is evident but difficult to measure.



Administrative structures and stakeholder networks

Internal inertia of some collaborative stakeholders

Collaboration plays an important part in reaching out to isolated elderly people. It is based on existing information and communication channels, and is disseminated through daily contact with elderly people. It does not require additional resources or generate additional costs on the part of stakeholders. Despite having a collaboration model that works, the inertia of potential partners is a challenge, as our growth rate is largely governed by how much these organisations prioritise the problem of social isolation among the elderly. We often come up against a certain inertia within organisations, sometimes even in those that are very positive about collaboration, sometimes high up in the hierarchy, sometimes in the middle, and sometimes right at grassroots level – it varies.

Blurred division of responsibilities after project ends

A clear obstacle to the project's survival is the lack of a clear division of responsibilities and clear accountability in the period after the current project has ended. Without clear responsibilities and a shared sense of ownership on the part of participating stakeholders, there is a risk that the project will quickly fizzle out.

Ambiguous assignments, low priority and displacement

The problem is that the recipient group, employees within elderly care in different functions and at different levels, has never been explicitly tasked to work on fire safety that focuses on the elderly. This means that the issue is not a priority for operations managers, the unit managers who prioritise what employees should be working on and whether or not they should attend training courses. Without a recipient, the message cannot be disseminated in a way that would lead one to expect a radical change. I do not think there is a lack of will, but rather that there is a lot to be done and the aim of the project is not a priority. For some groups, such as some care managers, there is resistance to taking on additional tasks.

Countervailing financial incentives

One of the project's major challenges can be linked to the existing incentive structures (compensation models) which in some respects have the opposite effect. In order for this project to be disseminated, clearer incentives and compensation models are required to support collaboration and preventive work, with the issue being prioritised by the departments involved that can see clear opportunities afforded by continuing to work on the issue.

Politicians and other decision-makers

Lack of support in the district

A significant obstacle to dissemination for our type of activity is that it does not receive support in the district in which it must operate. If activities are supported, this increases the chance for financial support and cooperation, enabling the project to focus on the "right" things.

Clients make different value judgements

The project was initiated by the city's Elderly Services Administration and has its roots in the national guidelines for dementia care. We see the need for increased knowledge and understanding among clients at administration level, which would make individual-based care for users possible. The project may be costly when it comes to granting time for user measures. The project aims to improve the quality of life of people suffering from dementia, not to achieve cost savings.

The project is different

Our volunteer concept and how we work as an organisation are different from most traditional non-profit organisations with the same target group and problems. In funding contexts, it is difficult to judge our "project" in a fair way, as we do not really fit into the templates for application documents and assessment criteria, etc. Decision-makers are used to evaluating similar types of projects that they already understand. In our case, this is a little like comparing apples and pears. We have chosen our approach for its effectiveness – how well it dispels the loneliness, according to evaluations. But effectiveness is not usually a criterion in applications, meaning comparisons are based largely on volume. We are asked how much we do and for how many, instead of also looking at what we do and the results we achieve.

IMPLEMENTATION STRATEGIES

The following text summarises participants' reports on the implementation strategies they tested or saw a need to test in order to make their projects a greater success. Each person was asked to start from the resistance or problems they had previously identified regarding the content and design of their own project, how the project fits into administrative structures and/or working methods of stakeholders, or the project's support and priority at policy level and among other key decision-makers. To facilitate discussions, the three problem types were named (somewhat jokingly):

- “not enough”
- “can’t”, and
- “don’t want to”

The starting point for the discussion was how, within their respective projects, they dealt with/planned to deal with these kinds of problems, with a focus on real measures to overcome obstacles, which improved the conditions for dissemination or long-term survival. The figure below summarises the implementation strategies described.



“You can see that one of the strengths has been the fact that the project group, which consisted of staff and users, has worked closely with the project manager. This, in turn, has led to the project having good foundations, with users and staff feeling that they have been involved in and had an impact on the results.”

“DON’T WANT TO”

– **lack of support/priority at policy level or from other decision-makers**

- Support among management, dialogue in steering group
- Support from political committees
- Seek legitimacy through national stakeholders
- Emphasis through external expertise/evaluation
- Demonstrate results, goal fulfilment and added value
- Inform broadly but with target group focus

“CAN’T”

– **not compatible with regulations and/or working methods of relevant individuals/organisations**

- Internal handling of parallel initiatives – focus on the “new”
- Establish shared view of some aspect of the project plan
- Give clear tasks to all participants
- Centralise working method
- If possible, recruit based on values
- New partners?

“NOT ENOUGH”

– **doubt concerning results/benefit linked to nature of individual project**

- Change the target group
- Adapt method and/or content
- Train up new personnel
- Compare with others – lessons from good examples?
- Better project planning, more phases, clearer follow-up
- Can the project be presented differently?
- Wind up the project.

The strategies vary with the problems

As the compilation shows, there are many different types of strategy for facilitating project implementation. It's sometimes about concrete changes within the context of the project's content and design, but more often it is about shaping relationships within the stakeholder network relevant to implementation, e.g. by changing who you talk to and/or how you talk about the project with others.

All project representatives were able to identify a number of strategies that they used or planned to use during the project period. Strategies in various areas focused on different parts of the system have been used in parallel in many projects and more sequentially in other projects e.g. because changes in the environment facilitated or hampered the interaction with certain stakeholders. Sometimes a new project manager has brought a new focus.

With the exception of certain planned communication strategies, many of the measures to facilitate implementation seem to have been taken in response to unforeseen problems and difficulties, and so in addition to the formal project plan. In some cases, these measures have led to the project plan having to be adjusted retrospectively. One can infer that the majority of the project managers embraced a logic of appropriateness where their leadership was in practice guided by the scope of influence afforded by their role, the situation they found themselves in and what was appropriate considering the implications for their own project, and relationships with the outside world. It is not improbable that in many cases this logic led to more successful project implementation than a strictly rational, linear logic could achieve.

A review of participants' descriptions of implementation strategies has resulted in categories of communication, repositioning/new alliances, dealing with conflicts of interest, customisation of content and design plus presentation of the project. The categories are rough and sometimes overlap – for example, it is common when communicating with a new partner to also present the benefits of the project in a new way.

Below are several excerpts from the participants' texts that illustrate the various implementation strategies used.

Communication

Information distribution on several levels

Throughout the project, I always ensured that decision-makers (managers and politicians) were kept informed of what I've done in the project. Tried to keep them curious. Always accepted any offer I received to talk about the project work in the community (meetings, open houses, film, the press). I disseminate knowledge of my work as widely as I can. Work widely across the city with all family consultants so that offers and initiatives become general throughout the city, perhaps even becoming guidelines and policies. I try to interest, inform and disseminate knowledge to other stakeholders through information material and personal contact.

Link to policy goals

We work actively to demonstrate the project's benefits to the administration management (especially my departmental manager), who in turn discuss the merits of the project with the political committee at committee meetings, etc. Above all we emphasise in information to the district council/committee the elements related to policy goals: the citizen (the elderly person) benefits when employees are stimulated/motivated; it can be implemented for little cost.

Long-term advocacy

We must work with long-term advocacy. As a relatively new and less well-established stakeholder, it is more difficult to gain acceptance (from politicians, for instance), but our voice will count more, the more we grow. We do not have the resources to pursue the issue in major media campaigns. Instead, we work locally, identifying key stakeholders and networking to reach out. We also look to do a good job with good results so that word is also disseminated by others. This is time consuming but yields results. For instance, our organization was invited to Stockholm City Hall by a working group reviewing how the city can improve social content for the elderly. That gave us the opportunity to advocate by offering our views on and experience of areas requiring improvement. This would not have happened if we had not been proactive, only working quietly on our own. Our approach also includes constantly reviewing how we communicate our message to different target groups (individuals, corporations, media, foundations, municipalities, etc.) and comparing which messages are most effective. Even as a non-profit stakeholder we need to pursue "sales activities", in a sense.

Marketing to target group

We cannot change the proportion of people over 80 years old, but we can try to reach out as much as possible to the existing target audience. That's why we advertise every month in the local paper under the heading: Senior news, with all the very latest news. Preventive services are provided by family consultants, fixers, home instructors and outreach workers who often come into contact with new people, and can help to inform them about our activities.

Repositioning/new alliances

Expert support

The project hired architectural and interior design expertise at an early stage. These consultants provided specialist knowledge of design measures, which resulted in a spatial structure for the proposal relating to decor, colour schemes and the design of areas that promote greater understanding and generate interest on the part of residents and staff.

Interaction through enthusiasts

In order to boost collaboration, our strategy is to be persistent in contact with potential collaborative stakeholders. If a person does not have the time or shows little interest, move on to someone else. There is almost always someone in the organisation who is passionate about the particular issue we are working on and would like to see the introduction of collaboration. So we try to find internal enthusiasts who 'soften up' the organisation from the inside, making it easier to arrange a meeting and gain access to meet with field staff.

New partners

We will try to work more systematically with the primary care sector and see if the flow is faster there. We are currently working with different stakeholders in the field but not quite as systematically.

Create a forum for collaboration

In the longer term, the challenge is to create a sustainable structure, with the obstacle to this being a lack of accountability once the project ends. In response to this, a major workshop involving all parties is planned for April, which will focus on the identification and planning of the necessary structures to create sustainable collaboration between project stakeholders.

Management of conflicts of interest

Dialogue on the method

By working actively to promote a healthy dialogue between clients and service providers; presenting information about the project, its background/purpose/goals, national guidelines and political support, reference to evidence and research in dementia care. The problems will be raised with departmental managers for clients and service providers to promote common understanding, support and priority within the district.

Adjustment of parallel control signals

We will handle this by carefully studying the clashes that occur and trying to see where there are not clashes, initially pointing out where there are similarities and an opportunity to unite, as simply as possible, project content/structure with new directives, procedures and practices from outside. Where clashes persist, we will try to find other approaches/methodologies already employed by operations and that are not part of the project where these new directives, etc. can get "hung up". If that means that an existing routine needs to be revised, we'll do that. Sometimes the new directives that clash with the project will mean that individual elements of the project will need to be modified in order to continue in a smooth manner. To date, only peripheral elements have had to be modified.

In some cases, the unit needs to explain to the management or external auditors how the integration or any adjustment will be performed so that they can see that there is flexibility in the organisation's way of working, enabling it to achieve the objectives of the project and new directives.

Clearer requirements definition to break through the noise

Existing regulatory and incentive structures prevent a high inclusion rate of elderly individuals within the target group, by undermining the project's priority in day-to-day work. To deal with this, the project group and steering group is working with an expanded requirements definition for managers and employees, clarifying the effort expected and introducing more frequent follow-ups. In the spring, a series of inclusion measurement surveys will be undertaken, with the best results being rewarded.

Adaptation of content and design

Re-organisation of activities

The project has ended as planned, and in connection with the conclusion of the project, the organisation in charge of preventive activities in which meeting places are included, has undergone some restructuring. Previously, our unit rented virtually an entire floor. There are now fewer people left at the unit so we need smaller administrative areas. It has been possible to rent out three offices to other departments. We also share a kitchen and some common areas, and so have managed to reduce our rental costs. Fewer employees mean lower personnel costs. I cannot see any qualitative deterioration resulting from the change. As for our cramped premises, we have most of our major meetings at our second meeting place in Skarpnäck cultural centre, which has larger spaces which we hire by the hour. We offer numerous training sessions, which helps to keep group numbers down.

Simplified dissemination through new method

We have identified a number of difficulties in the project and will work on these issues in different ways during the year. Among other things, we have contacted a company to discuss the possibility of creating interactive training materials that could be adapted to the City of Stockholm's local conditions and be available to all elderly care staff. We believe that interactive training material would lead to quick dissemination and long-term survival in terms of knowledge about fire safety among the elderly.

Presentation of the project

Reformulated result information via new channels

In these cases, the results have been reformulated to be clearer and to show the benefits linked to other operational objectives such as user satisfaction, employee satisfaction, etc. In some cases, information about the results has been sent to other allies who have then disseminated the information to managers, district councils and politicians. It has then received more weight as it has come "from above" or from "experts". It is important to broadcast the results that are of interest to clients and/or other parties who support the project in various ways.



Better feedback to staff

The management (and project group) provides ongoing information/knowledge about what the project involves and what the future with a dementia team holds, and will provide faster/more frequent feedback on the project to other employees. All employees will be involved in the implementation of the dementia team within operations. Show the benefit of the project for the unit as a whole, the operational capacity (in terms of users, relatives, positive marketing), and the support it offers to other employees in their work, e.g. the dementia team can advise other work colleagues.

A new evaluation method

To further deal with the challenge of the project involving fewer individuals than planned, options for detailed target group follow-up through ethics applications are being examined. This could help to increase the sense of relevance.

IMPLICATIONS FOR HOW IMPLEMENTATION CAN BE SUPPORTED

The overall purpose of this report has been to use project managers' own experiences to describe the prerequisites and strategies that may facilitate successful project implementation or the establishment of non-profit activities, as well as to increase the likelihood of the long-term survival and dissemination of project results. In our structuring and interpretation of project participants' experiences of implementation, we have taken a systems perspective on projects. This means that we have tried to move beyond the project work itself and its challenges internally in order to pinpoint the diverse dependencies that exist between projects and their stakeholder networks. The main argument for this approach is that implementation strategies which take into account clashes or overlaps that may exist between projects and the surrounding operational processes, priorities and interests are more likely to have a broad and lasting impact in practice.

It is not an easy task for project managers to try to lead and manage the implementation of a project. Nor is it easy to give any general recommendations on how implementation can best be done. This is partly because operational development initiatives, although they are known collectively as projects, vary a great deal in character. We have indicated that the project position in the system varies, that facilitators and obstacles to implementation exist on several levels, and that the appropriate implementation strategies will vary depending on the type of problems that exist locally.

The type of implementation to be pursued is an important question because the answer governs the work of influencing and leading the process. In traditional project management models, projects are often presented as an attempt to implement "complete" concepts in well-defined contexts, and the evaluation is based on the degree to which implementation followed the project plan. In some cases, this approach may be a good choice. In others, it is less appropriate. Sometimes it may be reasonable to strive to achieve perfect adherence to a predetermined process. In other cases, it may be important for the intentions behind the project concept to be put into practice, but this can be achieved in different ways. Projects can also be seen as a way of stirring the pot, including an item on the agenda of local departments but creating more



"One can infer that the majority of the project managers embraced a logic of appropriateness where their leadership was in practice guided by the scope of influence afforded by their role, the situation they found themselves in and what was appropriate considering the implications for their own project, and relationships with the outside world. It is not improbable that in many cases this logic led to more successful project implementation than a strictly rational, linear logic could achieve."

or less unlimited scope for local creativity on how the issue should be handled. If you believe in the latter, it is not detailed recipes for implementation or more elaborate implementation models that are required, but tools for proactive environment analysis that increase the ability of project managers to understand the world that their project inhabits and to take the appropriate action.

Here, we believe, there are important insights to be gained from business economics and political science implementation research, which in recent years has attempted to clarify how this research can be of use in facilitating practical implementation processes. For example, O'Toole (2004)¹⁰ has argued that one possibility is to use a number of theoretically-based theories and models as analytical tools to understand and then influence issues such as project implementation. These theories and models should not be synthesised into one single large model. Instead, the idea is to use a repertoire of simple conceptual models, each of which points to a few generic factors that have been shown to be of importance for implementation processes and which project managers can potentially influence.

The analytical tools are intended to structure and strengthen the external perspective of the various stakeholders responsible for implementation of the project. The theories and models that are suitable for use may vary, depending on where you are and what role you play, for example, a politician, a commissioner within the administration, or a more locally active project manager. The important thing is for the selected tools to be relatively simple, and to use many models and languages in order to view more than one aspect of the process. Below are some examples of theories and models that could be used to analyse and influence project implementation (cf. Fernler 2012)¹¹.

Methods of proactive systems analysis

One example of this is the theory of decision-making in parallel processes (Jacobsson, 1987)¹². The main argument of this theory is that complex decision processes often occur simultaneously in different

arenas, in which issues and values are discussed and different stakeholders are involved. Some of these processes and stakeholders may be easier to influence than others.

The theory of decision-making in parallel processes originated in studies of major public infrastructure decisions. Although there are differences between complex decision and implementation processes and smaller, more narrowly defined projects, there are also similarities, especially if these latter projects are implemented in large organisations, where there are many different interests, values and other prerequisites to consider. Project implementation also tends to be partially overlapping in different arenas. For example, local politicians, a client unit, a management team and diverse groups of practically-orientated care professionals in specific units and departments may be involved in implementing the same project. Some of these processes and arenas are probably easier and more relevant than others to try to support and influence as a project manager.

If you want to influence implementation you should therefore, based on this model, ask questions such as:

- What are the arenas for implementation?
- What different stakeholders are involved in implementation in the different arenas?
- Can the process that is under way in a particular arena be affected?
- Is investing resources in influencing implementation important and worthwhile?

As the examples in this report show, broad dissemination of information about the project through several channels is sometimes advantageous, while concentrated lobbying of key stakeholders is more effective in other contexts.

Another possible theory that can serve as inspiration is game theory (cf., for example, O'Toole 1996)¹³. This is a very comprehensive and complex theory, but some aspects are worth taking note of in order to analyse and influence implementation processes. Game theory is based on an assumption that stakeholders try to act rationally on the basis of how they think the various alternative courses of action

¹⁰ O'Toole, L. J. (2004), The theory-practice issue in policy implementation research, *Public Administration*, vol. 82, no. 2, pp. 309-329.

¹¹ Fernler, K. (2012), *Perspektiv på implementering: Vad är "god" implementering och kan det stödjas?*, LHC report no. 8:2012, Stockholm: Leading Health Care.

¹² Jacobsson, B. (1987), *Kraftsamlingen: Politik och företagande i parallella processer*, Lund: Doxa ekonomi.

¹³ O'Toole L. J. (1996), *Rational Choice and the Public Management of Interorganizational Networks*, in D. F. Kettl and H. B. Milward (ed.), *The State of Public Management*, Baltimore, MD: Johns Hopkins University Press.

will affect their respective goals and desires. The premise is that a project is always implemented in an existing context where there are a number of stakeholders who interact with one another. These groups have different goals, different access to different types of information and varying degrees of power. A project will transform these factors, something that different groups will most likely respond to. Here game theory suggests that groups are governed by their notions of how they think such a project will affect what they do and the actions of others.

One implication of game theory is therefore that one way of influencing the implementation of a project is to attempt to control such notions. In addition to modifying the content of the project, it can sometimes be enough to change the way it is described. Reports of experiences in this report provide several examples of how results can be presented in a clearer or different way to win the support of key stakeholders.

A third possible model focuses on emerging theories regarding the fact that local departments are exposed to an increasing amount of often difficult to reconcile control impulses (cf. Thoresson 2011; Helgesson 2012)¹⁴. Some of these control impulses come vertically from various government agencies, professional associations and other bodies responsible for setting standards. Other control impulses come horizontally via, for instance, networks of collaborating stakeholders. A project to be implemented is an additional control impulse to relate to. It is more or less impossible for the project manager to proactively seek to identify the diversity of control impulses, how all these control impulses may interact with the project, and what opportunities the project manager has to try to facilitate implementation of the project in the noise of all these different impulses. However, you can try to identify some of the significant control initiatives that determine project feasibility, such as impulses from the economic governance or mandatory regulations in the area.

- How does the project interact with or counteract existing compensation models and guidelines?

It is not detailed recipes for implementation or more elaborate implementation models that are required, but tools for proactive environment, analysis.

There is a tremendous advantage to be gained if decision-makers and administrations can also adopt a systems perspective early on in the ordering process (which is often crucial to the project design)

- Can the interaction be affected so that local commitment to implement the project in question is strengthened?

This report provides examples of how project managers have tried, through diverging strategies such as requirements definition, dialogue and reconciliation of parallel control signals, to improve the conditions for implementation of their projects in complex control environments.

The role of commissioners in designing successful projects

When, as above, you try to use multiple theories and models, each of which handles a limited number of aspects of the process, it becomes clear that the use of these models in analysing local contexts makes tough demands not only on the ability of project managers to undertake structured analysis, but also on knowledge of the local contexts. Acquiring such knowledge becomes harder the further away from the local context you are. Particularly for project commissioners at administrative level, it can be a major challenge to understand and predict the conditions that will prevail during implementation “on the floor”. A better strategy may be to leave some degree of freedom in implementation, and strengthen the skills of local stakeholders to carry out a simple structural analysis.

However, there is a tremendous advantage to be gained if decision-makers and administrations can also adopt a systems perspective early on in the ordering process (which is often crucial to the project design). How do you handle, for instance, a situation where the existing governance within the relevant area directly counters the proposed project, for example, by financial management focusing on result units while the project wants to bring about cooperation

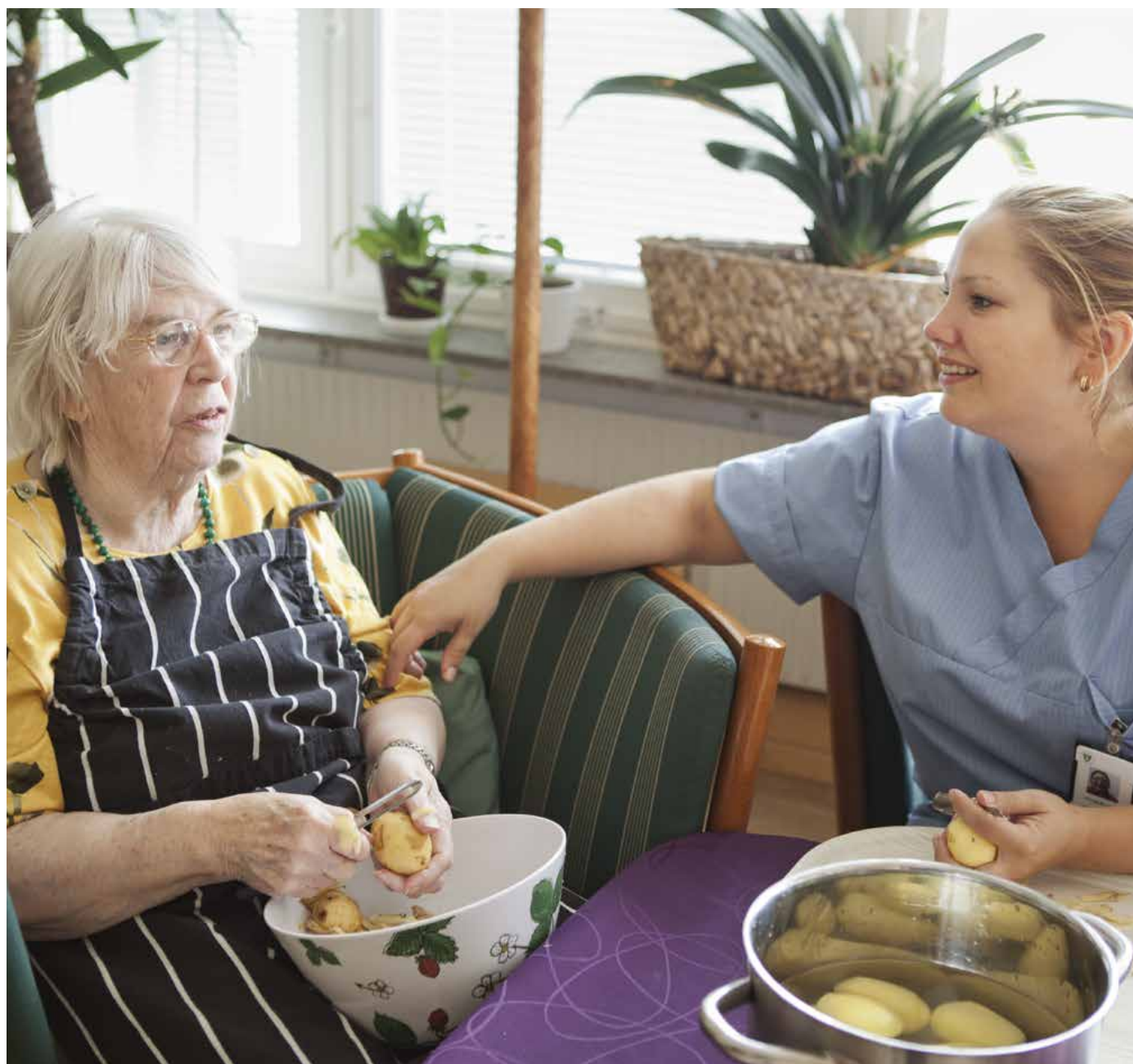
¹⁴ Thoresson, K. (2011), Mångfaldig styrning – en teoriöversikt, in A. Krohwinkel Karlsson and H. Winberg (ed.), På väg mot en värdefull styrning: Ersättningssystem för en sammanhållen vård och omsorg om äldre, LHC report no. 1:2012, Stockholm: Leading Health Care.
Helgesson, C.-F. (2011), Den mångfaldiga styrningen i hälso- och sjukvården: Några viktiga orsaker till mångfaldighet och vad det innebär för de statliga myndigheternas roll, in Gör det Enklare!, SOU 2012:33, Appendix 5.

between these units? A fundamental goal should be for the project not to be designed so that its ability to survive in the regular activities is limited from the start. The explicit exception is when the project relates to an isolated measure, which in some cases may be quite justified – but in those circumstances the project must also be evaluated on these premises.

The reasoning that has led here may therefore also have implications for how project-funded activities are monitored and evaluated. Many evaluations of project results are based on pre-defined goal specifications and performance indicators. The results achieved are then compared with what was decided in advance. From a systems perspective,

such an approach provides too limited a picture of the events that affect project outcomes. An implementer-oriented model rarely takes into account, for instance, the nature of the relationships between politicians, administrations, service providers and recipients and how these have changed, even though such relationships may have had a considerable impact on the project's progress and opportunities for it to survive (cf. Krohwinkel-Karlsson 2009)¹⁵. One piece of advice to anyone evaluating projects and their implementation is, therefore, to aim at including a systems analysis of the type presented in this report. (Eden project)

¹⁵ Krohwinkel-Karlsson, A. (2009), *Oändliga projekt? Om projektförvaltningens tidsproblematik*, Forskning i Fickformat no. 4:2009, Stockholm: EFI.



INTERNATIONAL DIFFERENCES?

The following section contains a summary of the discussion at the international workshop on 26 April 2013.¹⁶ This workshop was attended by the DAA project's international partners and various employees from the City of Stockholm, as well as care administrators and controllers, managers, etc. In addition, representatives from the Royal Institute of Technology (KTH), private business representing providers, and the group of project managers upon whose example this report is based, were also in attendance. The aim was to investigate whether there are any clear differences between EU countries with regard to implementation processes. The participants were therefore divided into different groups and asked to discuss the similarities and differences between different countries and contexts in terms of implementation processes on three different levels: project, system and policy level, broken down into obstacles and enablers/facilitators.

Project level

'Project level' refers to content or design problems, e.g. if the project does not solve what it was intended to solve, if the project results are weak, etc.

The participants highlighted the merits of using service designers when designing new services and the benefits of working in multidisciplinary teams in order to achieve a holistic approach (please see project example KISAM, above). Service design is a relatively new discipline within the Swedish public sector and was regarded by the workshop participants as a way of both saving money and increasing the positive experience for the recipient of the service on offer, in this context, elderly people themselves. Another aspect raised was the importance of considering the value of the process itself and not just the result. A project needs some level of flexibility and must allow for deviations.

Whether or not the implementation of a project or a new working method/tool is successful also depends on whether or not those affected are suspicious of the new idea. It is therefore important that the person presenting the idea and leading the dialogue during the project is someone that these people trust. Positive feedback from users can also be used to get the relevant personnel to adopt a positive attitude to the project. One example given of this was a project in a nursing and care home, where physiotherapists wanted to introduce new hip protectors in order to prevent injuries from falls. However, they were considered



¹⁶ This report was compiled by the project group at the City of Stockholm.

by both the elderly residents and the staff to be too expensive and not very attractive. Therefore, none of the elderly residents wanted them initially, but that changed when the most beautiful woman in the home bought a pair, tapped her hips and asked if the others had them as well.

Another example, from the integrity and ethical perspective, is the much-debated technical solution of CCTV about which representatives of elderly people are often rather negative. However, these representatives themselves are seldom in need of such extensive care that they are dependent on, for instance, nightly visits to check up on them. If the people who are already dependent on help are asked instead, the response may be different. The upshot of this was that it is important to find good ambassadors.

Some workshop participants highlighted the benefits of having culture bearers as part of a project, not least to promote understanding and acceptance within different groups that can relate to this culture bearer. It was also considered important for concrete results to be demonstrated continuously. This not only helps to “sell” the project to stakeholders but also ensures they receive feedback on the work that has recently been carried out, something that may increase the motivation to continue with development work.

In addition, the importance of ensuring the task suits the players who will carry it out was emphasised, as this was considered to lead to an efficient use of resources and therefore possibly also a higher quality of execution. If a project is implemented without all those affected being involved in the process, the risk of opposition and a lack of acceptance of change among those not involved increases.



System level

‘System level’ here refers, for example, to the question of whether the project fits comfortably into an existing organisational structure and practices and whether there is opposition among stakeholders.

The merits of using service design as a working method were also highlighted at this level. This is to:

1. sort,
2. visualise, specify and
3. zero in on the crux of the problem the project aims to solve.

Several workshop participants stressed the importance of all parties being involved from the outset and of projects being supported by both clients and other stakeholders. They also felt that it is important to work actively to communicate upwards in the organisation – not least to politicians in order to gain strategic support for projects. If this is not done, they argued, there is a huge risk that projects will not be successfully implemented and so will not survive in the long term. They also argued that elderly care generally needs to improve the way in which hard data is presented in evaluations, so that good results are more visible.

Other workshop participants indicated that they see differences at national and municipal level in terms of the attitude to common guidelines for elderly care, as well as frequent differences in agendas at different organisational levels. Representatives from Belgium gave examples of how organisations can have several different projects ongoing at the same time, which are sometimes kept separate and sometimes in competition, indicating that it is not just projects but also organisations that need to collaborate. It was also pointed out that limited budgets make it impossible just to add something (activities, methods, etc.) without something else needing to be removed. The benefits of new, innovative working methods may need to be weighed against the current situation.

Finally, the issue was raised that, as technological and social innovation often moves at a quicker pace than most organisational changes, the process becomes more difficult the larger the organisation in question is.

Policy level

‘Policy level’ refers here to whether or not there is political opposition where decision-makers fail to prioritise the project.

The common experience of workshop participants was that they all live and work in democratic societies, where political power shifts take place at regular intervals, which may adversely affect the scope for long-term thinking. Political power shifts may affect ongoing projects and long-term goals for public services such as elderly care, thus complicating implementation processes. In projects based on various departments cooperating, an aggravating factor can be different stakeholders having different expectations and desires that are not consistent with one another. One workshop participant put it like this “we do not blame the abstract system – it is society that creates the blind spots when budgets are separate from one another.”

When projects are (or should be) limited in time, it needs to be clear from the start what the intended effect will be in the long term. This requires clear project management and the continued involvement of people with the right mandate throughout the project. However, several workshop participants felt that commitment and knowledge of the project are often too low for this to be possible. One of the DAA’s international project partners complained that their politicians do not prioritise social care in general and, thus, there are systematic difficulties. Another reason given for difficulties in disseminating and implementing new solutions may be that the system level does not believe in the project, which in turn leads to the political level never even hearing about it. As a result, people at the political level do not know what is being done at the system level.

During a discussion of why even very successful projects may have poor impact, some workshop participants pointed out that there is often also a lack of communication between different political districts. The reason for this, they thought, is that there may be competition between different political districts. They felt that the “us and them” perspective really needs to be abandoned.

Summary

The international workshop on 26 April 2013 revealed many similarities with issues highlighted during the previous mini-workshops. In order to successfully implement new working methods/tools, it is important to link the three elements: project, system and policy level.

A consistent pattern throughout the workshop was that workshop participants primarily placed problems at the system level. We were also able to confirm that there are amazing projects results isolated in small “islands” and that, despite their success, the results of them have not spread.



Innovation is about changing the recipient, and in this context both personnel and the elderly were highlighted as key figures. However, it may also be important to work with their families, when they are also in the picture. You have to change the organisation and the work procedures. The attention and priorities of politicians are inherently about winning votes, making it easier for organisations to get (project) funding for things that will win votes; an approach that is not always consistent with the interests and desires of elderly people. You have to fight to get a slice of the cake, which means other projects may well suffer. Perhaps we need to apply a “fit and proper logic” where we ask ourselves how we communicate in order to get attention and to get the stakeholders to like the idea. If the employee has three projects and five new guidelines to work with, how do you compete for attention then?

In other words, projects need to be balanced against other projects, and both logistics and intelligence are important to ensure the right priorities are established. Questions such as when is the right time to commence a particular project, what is being done outside the project, the context in which the project will operate and how the results are to survive after the project, should also be considered in the early stages of a project. In summary, the project organisation is critical to its success, as is the need for management systems at the political level and control systems at the system level.

Politically controlled organisations are often influenced by power shifts to such an extent that the goals may change, which in turn hampers long-term

strategic development. Within the City of Stockholm, there is a common, comprehensive and long-term vision, “Vision 2030”. As all political parties have agreed on its content, and this agreement is cross-party, it constitutes a facilitator.

When it comes to service design, the use of this discipline’s various working methods is not yet very widespread in the Swedish public sector. But as various workshop participants repeatedly emphasised, it is important to involve all stakeholders from the outset of a project, and to take it down to ‘the floor’ as early as possible. One method for achieving this may be to employ service designers.

APPENDIX: WORKSHOP PARTICIPANTS

Tove Altvall, non-profit organisation Viljan (Will)

Therese Björkstrander, non-profit organisation Äldrekontakt (Elderly contact)

Anders Broberg, Stureby nursing and care home (Kisam project)

Helena Bergkvist, Rågsved service home (Demensteam: Dementia team project)

Ann-Christine Lund, Norrmalm district council (Eden project)

Anette Wikström, Stockholms Äldreboende (Eden project)

Marie Bergström, Hägersten-Liljeholmen district council (Bättre samverkan – bättre liv: Better cooperation – better life project)

Yvonne Jägenstedt, Skarpnäck district council (Mötesplatser: Meeting places project)

Anne Vilhelmsson, Södermalm district council (Anhörigstöd: Family support project)

Klara Olsson, Elderly Services Administration (Rum för hälsa: Room for health project)

Git Skog, Elderly Services Administration (Brandsäkerhet: Fire safety project)



ABOUT LHC

Leading Health Care is an academic think-tank working for a deep dialogue on the health and social care of the future. LHC wishes to promote research and knowledge that is relevant to the organisation, governance and leadership within healthcare and to disseminate information on these issues.

Together with our partners and our academic network, we organise seminars, research projects and workshops on challenges and new avenues for health and social care. Through an open and generous climate of discussion and disseminating research-based knowledge, we offer ideas on how health and social care systems can be developed at both policy and operational level.

The ultimate mission of LHC is to improve health and social care for patients.



In cooperation with

