



BRISTOL OVERVIEW AND SCRUTINY

Summary Review of the Adult Social Care Scrutiny Task Group

May 2018

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BRISTOL OVERVIEW AND SCRUTINY: ADULT SOCIAL CARE SCRUTINY TASK GROUP

1. Chair's Overview and Summary, Cllr Campion-Smith

- a. The demands placed on the social care system by an ageing population are regularly in the national news alongside the concerns that local authorities will be unable to cope on current budgets. Also of high profile is the pressure on the NHS, particularly by delayed transfers of care from hospital or 'bed blocking'.
- b. We aimed in our work to focus on what we, as a local authority, can do within the current systems and whilst delayed transfers of care are the measurable statistic used by government, it is the whole system that will deliver the care needed by our residents and the well-being we all desire. We were particularly interested in assistive technology and social prescribing as preventative measures.
- c. We understood that social care does not relate solely to older people and indeed 46% of the adult social care budget is spent on people below the age of 65. Despite our efforts, we did drift towards the needs of older people and our recommendations reflect that.
- d. Finance is a vital concern but the key focus must be the experience of those who need help. Any consideration of value for money must include consideration of the quality of the service as seen by the users of the services provided. We recognise that some of the cost may be attributable to bottlenecks and inefficiencies in the care pathways. Addressing these can both reduce cost and improve the quality of the services.
- e. Recognising this and knowing that the Better Lives programme is monitored by officers on a monthly basis with particular reference to demand projections and budget stresses, we recommend that it is reviewed as a corporate risk by the successor to the MTFP (Medium Term Financial Plan) and Budget task group. The full breadth of the Better Lives programme, however, should be scrutinised annually by Councillors under the direction of the Adult, Care and Education Scrutiny Commission.
- f. Investing in early intervention is never disputed until it comes to the hard challenge of 'how much have you saved?' An immediate causal link between assistive technology and reduced costs of care is not always possible. The Council must maintain its trust that appropriate technology does improve lives for users and

carers and investment is justified. Benchmarking with other authorities may be able to support this.

- g. In a similar vein, we are concerned that social prescribing is not available city-wide and that funding from 2020 is not secured. Social prescribing is powerful, and common sense in reducing demand on primary care and maintaining wellbeing; so we wholeheartedly encourage the Council and its partners - the CCG and the voluntary sector - to do all in their power to advocate social prescribing and find the budget.
- h. To be effective and efficient, the Council must work with its statutory partners who are the Clinical Commissioning Group (CCG), the acute hospital trusts NBT and UBH, North Somerset Council and South Gloucestershire Council operating as BNSSG for the purpose of supporting the local Sustainability and Transformation Partnership. In our final session we met with representatives from the two trusts. We found it useful but clearly our systems and the democratic accountability are different. The long held aspiration to integrate health and social care is rhetoric unless national systems and payment streams align better. Seamless delivery of care will be an unrealised dream unless understanding, trust and local processes are built at the Bristol level with our partners. The 'local' is the stuff of our recommendations.
- i. We were not able to talk to users, carers, social workers dealing with clients, care workers etc. because of the limited time. This was a gap but we brought our own personal experiences to the considerations.
- j. A theme throughout was the philosophy of encouraging independence in an appropriate way (the three tier model) which was introduced two years ago, and spawned the Better Lives programme which was initiated in autumn 2017. We wished to check on progress so far and the extent to which the three tier model was changing the culture in the Council and in our partners.
- k. Another theme was workforce. Recruitment and retention, particularly of care workers, is a challenge when wages are similar to those of far less demanding jobs. It was felt important to work with the NHS and the voluntary sector and create career pathways which would be attractive, particularly to younger people – for it is work with tremendous rewards and satisfaction.
- l. It is a Council aspiration to build an effective workforce and the STP, which is the driver for change locally in the NHS, also has workforce as one of its themes. We, therefore, suggest a cross-Council group of Councillors being formed specifically to work on this issue under the direction of the Joint Health Scrutiny.

- m. We greatly valued the knowledge that was gained throughout and would wish to harness the power of Councillors in their wards and encourage them to learn of the Tier 1 services and the activities that make social prescribing possible. In this way, we can all shape the future.
- n. We really enjoyed working on this task group and thank the officers and the lead member for their support, their hard work in preparing for the sessions and their openness to our questions.

2. Adult Social Care Task Group Recommendations

- a. **Recommendation 1: The Better Lives Programme:** We recommend that there is regular review and scrutiny of the Council's Better Lives programme.
 - (i) To scrutinise periodically, the impact of the Better Lives programme on the Council's Medium Term Financial Plan, budget and as a corporate risk, we suggest that this would be considered by the Resources Scrutiny Commission.
 - (ii) To scrutinise every six months, an agreed dashboard of metrics which covers the full breadth of the Better Lives programme, under the direction of the Adult, Children and Education Scrutiny Commission, ensuring that the voices of service users, carers, social workers dealing with clients and care workers etc. inform their scrutiny.
- b. **Recommendation 2: Councillor Development:** We recommend that Adult Social Services deliver an all-member briefing 'communications event' to inform all ward Councillors about the Better Lives programme philosophy of independence (which should include a service user perspective and be based on the social model of disability); to establish the Councillor advocacy role and understanding at ward level and develop champions for the Better Lives Programme. There should be an emphasis on Tier 1 and community services and a clear link to the activities that make social prescribing possible.
- c. **Recommendation 3: Adult Social Care Commissioning:** We recommend that Councillors and service users and representative bodies (e.g. social workers and carers) are involved in the early stages of the commissioning cycle as a key stakeholder and sounding board to discuss their priorities. To ensure that Councillors' local knowledge and other stakeholders can inform the evaluation phase of the commissioning cycle for services such as Home Care, which would then inform the design phase of the next cycle.

- d. **Recommendation 4: Health and Care Workforce Strategy:** We recommend that a cross party task group, review and scrutinise the health and care workforce strategy’s across the STP, in line with the Council’s aspirations. There is a need to ensure adequate supply of staff through training as well as specific mental health training for social workers. There is value in seeing how ‘others’ e.g. the health service have tackled this and to advocate for Bristol, North Somerset and South Gloucestershire developing a cross boundary approach to joint recruitment and joint procurement to both learn from each other and to bring costs down.
- e. **Recommendation 5: Social Prescribing:** We recommend that the Council and its partners, the CCG and the voluntary sector, work in partnership to advocate for a city-wide social prescribing approach and secure funding from 2020.

3. Suggestions for Future Scrutiny Activity

- a. The information and recommendations set out in this report provide an opportunity to set the scene for members who have responsibility for implementing the new Bristol Scrutiny hybrid structure, and will be of particular interest to members of the Adult, Children and Education Scrutiny Commission. Suggestions for future scrutiny activity also fall under the remit of the Resources Scrutiny Commission, and those members responsible for Budget, Corporate Risk and Performance.
- b. The supporting materials prepared and circulated for each session and the session summary notes will be available as a resource in the Modern.Gov Library on the intranet.
- c. It is recognised that with shrinking resources the scrutiny function must focus on the topics of greatest import to the Council and its citizens. The suggestions set out in Appendix D and below, are intended to feed into the Overview and Scrutiny Management Board’s topic selection process for the work programme.
- d. Some of the suggestions for future scrutiny are set out below:

(i)	Delayed Transfers of Care (DToc): reablement activity and use of assisted technology - a review of how bottlenecks in the system are addressed.
(ii)	Social worker agile working program: A review.
(iii)	Social Value Policy: protecting good social value through small local care providers via appropriate financial and administrative processes. Hear from expert witnesses such as Care and Support West Ltd who advocate on behalf

	of small providers.
(iv)	Housing Policy for older people: A review of the shortage of Extra-Care Housing. An opportunity to work with Planning to increase provision. Link with the Local Plan review of older peoples home (August 2018)
(v)	Review of the process of care provision to younger adults (less than 65 years old) 46% of the adult social care budget. Include Service user experience of care: a focus on the voice of disabled people and younger adults receiving social care, include feedback from relatives and carers.
(vi)	Direct payments: A review of the choice and control for service users.
(vii)	Commissioning best practice: ensuring process delivers the maximum amount of funding directly to service users rather than to private sector shareholders and maximises social value aspect of contracts and ensuring inclusion of service users in co-production, commissioning and evaluating services and establishing a decision making process in which they play a central part and investigate examples of best practice in other areas.

4. Proposed Next Steps

The proposed next steps are as follows:

- That the report is scheduled for the next Overview and Scrutiny Management Board (OSMB) meeting.
- That the Report's recommendations are sent to the Cabinet Member for Adult Social Care and the Executive Director for Adults, Children and Education; and scheduled into the scrutiny work programme for a review in 6-12months.
- That the suggestions for future scrutiny feed in to the OSMB work programme setting process.

Appendix A: Context: Tackling the Increasing Demand in Social Care

- a. 'Tackling the Increasing Demand in Social Care' was a topic selected by members as one of their top priorities for 2017/18 at an Overview and Scrutiny Management Board (OSMB) 'hothouse'¹ on 26 June 2017.
- b. Lead members of OSMB were then tasked with holding initial discussions with the relevant Cabinet members and the appropriate lead officers to sketch out a scope for potential lines of enquiry. Whilst the need for alignment between Children's Social Care and Adults Social Care was clear, members agreed that two task groups would be required to account for the broad subject matter, and that different strategies would be required to tackle increasing demand in children's and adults services.
- c. Following the high level discussions, draft scopes were then presented to OSMB.
- d. The Adult Social Care Task Group was formally established by OSMB at its meeting on 25 July 2017, as the method OSMB would use to scrutinise how the Council tackled increasing demand in social care.
- e. In recognition of the broad lines of enquiry being covered in the draft scope, OSMB suggested a further exercise to work with the strategic director of the People Directorate, and the Cabinet lead members for social care services in order to i) refine the scope, ii) define clear outcomes which could support and add value to existing priorities and iii) agree the best format for progressing the work.

Appendix B: Membership, Lead Officer(s) and Executive Member

- a. Membership consisted of a group of cross party Councillors who had expressed particular interest in this topic, which was then agreed by the Party Whips.

Councillor	Political Party
Cllr Clare Champion-Smith (Chair)	Liberal Democrat
Cllr Eleanor Combley	Green
Cllr Gill Kirk	Labour
Cllr Brenda Massey	Labour
Cllr Celia Phipps	Labour
Cllr Ruth Pickersgill	Labour
Cllr Liz Radford	Conservative
Cllr Clive Stevens	Green

¹ A hothouse is an agile innovation process that is designed to solve complex challenges in a reduced timescale.

- b. The departmental lead officers were Stephen Beet, Head of Service - Adults Care and Support and Terry Dafter, Service Director - Adults Care and Support. The Executive Member for this service area, Cllr Helen Holland, Cabinet Member for Adult Social Care. Relevant departmental officers were required to attend meetings depending on the topic and context, as well as representatives or expert witnesses from partner organisations. A list of attendance can be found at Appendix E.

Appendix C: Working Arrangements and Work Programme

- a. Once the Membership had been finalised, members received a mandatory high level policy briefing on 18 September 2017 which outlined the latest legal, financial and operational position in respect of adult social care.
- b. Sessions were convened as informal discussions or workshops and did not have formally published papers or minutes. All supporting information was circulated electronically. The Chair convened agenda planning meetings with lead officers before each session, to identify key lines of enquiry, the type and format of evidence and supporting information expected and whether expert witnesses or other guests would be required. The summary of topics and key discussion points raised in each session are set out in Appendix D.
- c. Meetings were convened by Scrutiny Advisor, Louise deCordova.
- d. There were five sessions scheduled in the work programme between November 2017 and March 2018, as set out below. The sessions focused on specific topics and allowed for rich discussion, Q&A and Members' feedback, to be shared with officers and partners. Progress updates were provided to the monthly OSMB meetings, published on the Scrutiny webpages and included in a regular e-briefing to all members.

Date	Topic
20 November 2017	Better Lives Programme ² Overview (Presentation/Q&A)
11 December 2017	Communications Strategy (Workshop)
7 February 2018	Contracts and Commissioning (Joint Session)
19 February 2018	Assisted Technology (Presentation/Q&A)
19 March 2018	Social prescribing and Delayed Transfers of Care (Inquiry morning with Public Health and NHS partners)

² A single transformation programme for adult social care in Bristol

Appendix D: Topics Covered, Key Discussion Points, Recommendations and Suggestions for Future Scrutiny

Date	The Better Lives Programme	Summary of Key Discussion Points
20 Nov 2017	<ul style="list-style-type: none"> • Programme Overview • Projects under the workstreams: <ul style="list-style-type: none"> ○ Managing Demand, ○ Efficient Workforce, ○ Managing Price & Outcomes ○ Strengthen Partnership working • Adult Social Care Financial modelling, Risks and Assumptions 	<ul style="list-style-type: none"> • Current funding streams to Adult Social Care – more clarity needed to understand the range, description and purpose of existing grant funds arrangements e.g. disabled grant fund • Communication with Councillors - important for briefings advice and information to be offered to ward members on the 3 tier offer • Nursing and extra care facilities – more clarity needed to understand the extent of plans for new facilities coming forward • Support for carers/caring relatives – concern that the level of support for carers needed to be more overt in the Better Lives Programme • Transition 0-25 service - more information needed regarding these services • Lessons Learned - a deeper understanding was required of the lessons learned from previous Social Care programmes • Accommodation – more clarity needed of the impact of changes for i) Care Direct and social worker accommodation. ii) Park view closure and iii) plans for Symes House to have an adult social care hub • Mobile technology - concerns raised regarding the ability to implement new technology and agile ways of working, staff training etc. • Role of the Adult Social Care Scrutiny Working Group as i) a sounding board and ii) forum to develop subject knowledge/expertise
Recommendations		Suggestions for Future Scrutiny Activity
<p>Recommendation 1: Better Lives Programme: We recommend that there is regular review and scrutiny of the Council’s Better Lives programme.</p> <p>(i) To scrutinise periodically, the impact of the Better Lives programme on the Council’s Medium Term Financial Plan, budget and as a corporate risk, we suggest that this would be considered by the Scrutiny MTFP/Budget Task Group.</p> <p>(ii) To scrutinise annually, the full breadth of the Better Lives programme under the direction of the Adult, Children and Education Scrutiny Commission, ensuring that the voices of</p>		<ul style="list-style-type: none"> • The Better Lives Programme is the vehicle to deliver the Adult Social Care Savings. The Adult, Children and Education Scrutiny Commission should have an ongoing role as i) a key stakeholder or sounding board and ii) forum to develop subject knowledge/expertise.

service users, carers, social workers dealing with clients and careworkers etc. inform their scrutiny.		
Date	Communications Strategy:	Summary of Key Discussion Points
11 Dec 2017	<ul style="list-style-type: none"> • The Corporate Strategy • Communication so far • Messages for citizens 	<ul style="list-style-type: none"> • Business Processes /Pathways – interest in the outcomes of the business analysis. Coproduction with staff to map customer journey from first interaction to case closed position • Messages for citizens - Importance of customer first and identifying what will be different and better – concern the right messages are not getting through • Feedback – Value of ensuring that feedback is received from those who don't currently receive a service and ensure changes are not leaving people behind • Role of ward Councillors – A 'communications event' would be welcome to inform Councillors and establish advocacy role and champions for the Better Lives Programme
Recommendations		Suggestions for Future Scrutiny Activity
<p>Recommendation 2: Councillor Development: We recommend that Adult Social Services deliver an all-member briefing 'communications event' to inform all ward Councillors about the Better Lives Programme philosophy of independence; to establish the Councillor advocacy role and understanding at ward level and champions for the Better Lives Programme. There should be an emphasis on Tier 1 and community services and a clear link to the activities that make social prescribing possible.</p>		

Date	Contracts and Commissioning & Social Care (Joint Session):	Summary of Key Discussion Points
7 Feb 2018	<ul style="list-style-type: none"> • Earlier Councillor engagement in Commissioning Process • Social Value Policy in the commissioning and procurement cycle • SME's Engagement: barriers and opportunities 	<p>Influence:</p> <ul style="list-style-type: none"> • Importance of Cabinet members seeking Cllr involvement / consultation at an early stage before options closed down. E.g. via a briefing/workshop opportunities? • Value of improved visibility of what's happening, so scrutiny can self-select where to get involved - processes to be incorporated into any new decision pathway, at ideas phase for pre-decision scrutiny and policy development • The way Councillors are contacted or supported to engage in this type of work needs to be more effective. Clarifying what type of engagement is required and the outcomes that Councillors can impact on. • Importance of statutory duty to publish a contracts register and holding managers to account <p>Social Value Policy:</p> <ul style="list-style-type: none"> • Opportunity to increase Social Value evaluation to 20% (no objections in principal to this raised by legal team when it was discussed with them). • Local knowledge test to demonstrate understanding of constituents • Importance of collaboration / coaching for existing and new local providers <p>SMEs Engagement:</p> <ul style="list-style-type: none"> • Opportunity to challenge the term SME? Bristol may need to define its own definition to be more in line with the desired outcomes • The need for the application process to be proportional to the sum of the contract bid for.
Recommendations		Suggestions for Future Scrutiny Activity
<p>Recommendation 3: Adult Social Care Commissioning: We recommend that Councillors are involved in the early stages of the commissioning cycle as a key stakeholder and sounding board. To ensure that Councillor's local knowledge can inform the evaluation phase of the commissioning cycle for services such as Home Care, which would then inform the design phase of the next cycle.</p>		<ul style="list-style-type: none"> • Periodically review the Council's published contracts register

Date	Assisted Technology:	Summary of Key Discussion Points
26 Feb 2018	<ul style="list-style-type: none"> • Current landscape of Assistive Equipment and Assistive Apps • Informing Service Users and Carers • Loneliness (social isolation) • Stakeholders voice 	<p>Social Care Budgets:</p> <ul style="list-style-type: none"> • A deeper understanding of the complex nature of Social Care budgets was important for all Councillors <p>Stakeholders Voice:</p> <ul style="list-style-type: none"> • It was important to hear the feedback of those using the services including carers • There's a generational aspect to the ease with which different age cohorts would be able to interact with the technology available. • The importance of the role of service users in the development of new technology could not be overstated • Concerns about the loss of human contact for those who need it most and how poverty can impact or exacerbate issues of social isolation and lack of access to technology • Consideration should be given for positive action where appropriate or necessary to bridge the gaps to mitigate against social exclusion and social isolation. There must be flexibility built into the system • There were huge possibilities for people with autism and mental health to improve quality of life outcomes and to use technologies as a means of self-monitoring • It was important that vulnerable students transitioning into adult services did not fall through the gaps <p>Partnership Working:</p> <ul style="list-style-type: none"> • Developing the shared understanding of integrated health and social care services, pathways and budgets was a priority. The idea of physical or virtual hubs to share knowledge and practice was well supported • There was an opportunity to pilot apps to help develop a more consistent approach or consistent pathways between social workers and health care professionals etc.
Recommendations		Suggestions for Future Scrutiny Activity
		<ul style="list-style-type: none"> • Social Care savings targets monitored by the Resources Scrutiny Commission as part of OSMB's scrutiny of Corporate performance and Corporate risk • Scrutinising the impact of the Better Lives programme through stakeholder's voice events, feedback from users, carers and social workers, care workers etc.

Date	Social Prescribing and Delayed Transfers of Care (DToC):	Summary of Key Discussion Points
19 Mar 2018	<ul style="list-style-type: none"> • Community strategy and social prescribing • Improving delayed transfer of care outcomes • Reducing barriers between partners • Challenges, opportunities and budget implications 	<p>Social Prescribing: Funding and sustainability</p> <ul style="list-style-type: none"> • It was important to understand how future work could be funded after the impact fund runs out 2021. • It was important to record the evidence and social return on investment to support the business case for ‘prevention’ work <p>Digital Platforms</p> <ul style="list-style-type: none"> • An ongoing concern that systems don’t match up. More work was needed to remove the blockers and enable teams to have the appropriate level of access to data <p>Delayed Transfers of Care (DToC)</p> <ul style="list-style-type: none"> • There was an opportunity to develop a joined up approach to the Council’s workforce strategy to increase the viability of health and social care workforce structures • More information was needed about the underlying projects which made up the BNSSG Sustainable Transformation Partnership.
Recommendations		Suggestions for Future Scrutiny Activity
<p>Recommendation 4: Health and Care Workforce Strategy: We recommend that a cross party task group, review and scrutinise the health and care workforce strategy’s across the STP, in line with the Council’s aspirations.</p> <p>Recommendation 5: Social Prescribing: We recommend that the Council and its partners - the CCG and the voluntary sector work in partnership to advocate for a city-wide social prescribing approach and secure funding from 2020.</p>		<ul style="list-style-type: none"> • Scrutinising the effectiveness of the Council’s partnership working with the NHS and Public Health, to be an advocate for access to the whole city of social prescribing methodology and developing sustainable funding streams as the funding available to sustain the work is time limited. • Scrutinising the effectiveness of the Better Lives Programme workforce workstream, recruitment and retention and developing career pathways. Promoting the links and opportunities between the Council’s Proud to Care programme and the STP workforce workstream. • Explore or pilot the use of direct payments for speeding up transfers of care. Scrutinising or developing ways to quantify the value of preventative work to inform business case development and support future decision making around what works. • Review of the Newton Europe DToC outcomes • Joint scrutiny between Directorate Commissions or task groups on shared agendas.

Appendix E: Adult Social Care Task Group: Session Attendance

Date	Topic	Attendance:
20 November 2017	Better Lives Programme Overview (Presentation/Q&A)	<p>Councillors: Liz Radford, Eleanor Combley, Clive Stevens, Gill Kirk, Brenda Massey, Clare Champion-Smith (Chair)</p> <p>Officers: Stephen Beet (Head of Service Adult Social Care), Neil Sinclair (Interim Finance Business Partner), Emily Hewitt (Senior Project Manager), Louise deCordova (Scrutiny Advisor)</p>
11 December 2017	Communications Strategy (Workshop)	<p>Councillors: Clare Champion-Smith (Chair), Clive Stevens, Celia Phipps,</p> <p>Executive Member: Councillor Helen Holland (Cabinet Member for Adult Social Care)</p> <p>Officers: Stephen Beet (Head of Service Adult Social Care), Nikki Davey (Project Manager), Louise deCordova (Scrutiny Advisor)</p>
7 February 2018	Contracts and Commissioning (Joint Session)	<p>Councillors: Stephen Clarke (Chair), Donald Alexander, Mark Brain, Clare Champion-Smith, Margaret Hickman, Brenda Massey, Eleanor Combley, Clive Stevens, Liz Radford</p> <p>Executive Member: Councillor Helen Holland (Cabinet Member for Adult Social Care)</p> <p>Officers: Bridget Atkins (Principal Commissioning Manager), Carol Watson (Head of Adult Care Commissioning), Tom Rhodes (Strategic Children's Commissioning), Louise deCordova (Scrutiny Advisor)</p>
19 February 2018	Assisted Technology (Presentation/Q&A)	<p>Councillors: Clare Champion-Smith (Chair), Eleanor Combley, Gill Kirk, Celia Phipps, Ruth Pickersgill, and Clive Stevens,</p> <p>Executive Member: Cllr Helen Holland (Cabinet Member for Adult Social Care)</p> <p>Officers: Oliver Buell, Terry Dafter (Service Director - Adults Care and Support), Louise deCordova (Scrutiny Advisor)</p>
19 March 2018	Social prescribing and Delayed Transfers of Care (Inquiry morning with Public Health and NHS partners)	<p>Councillors: Clare Champion-Smith (Chair), Eleanor Combley, Gill Kirk, Brenda Massey, Celia Phipps, Ruth Pickersgill, Liz Radford, Clive Stevens</p> <p>Executive Member: Councillor Helen Holland (Cabinet Member for Adult Social Care)</p> <p>Officers: Sue Moss (Public Health Principal (Mental Health and Social Inclusion), Stephen Beet (Head of Service Adult Social Care), Ros Cox (Head of Service Hospitals) and Louise deCordova (Scrutiny Advisor)</p> <p>Expert Witnesses Social Prescribing: Alex Hodgson (Care Forum's Wellaware), Gemma Holden (Bristol Community Health Community Navigator Scheme), Rhian Loughlin (SPEAR Collaboration), Will Shipp (Southmead Development Trust)</p> <p>Expert Witnesses Delayed Transfers of Care: Kate Lavington (BNSSG CCG), Kate Hanham (North Bristol Trust), Alison Grooms (Bristol Royal Infirmary)</p>