

Sustainability Strategies for Local Area Coordination Programmes – A Proposed Theory for Change

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Foreword

A good life.

When I think about the Local Area Coordination journey, stories and possibilities, it all comes back to the power of asking the right questions, building the right relationship with people, families and communities and a focus on self-determination, contribution and citizenship.

A good life.

As demand for services rises, resources continue to diminish and services become ever more complicated, disconnected and increasingly difficult to access, navigate, choose and control, the importance of Local Area Coordination and associated strength based approaches in nurturing greater choice, control, natural, sustainable supports within local communities grows.

Local Area Coordination is a powerful innovation that respects and supports the rights, skills and opportunities of all people in our communities to be valued, active, contributing citizens.

It turns the existing system upside down by focusing on nurturing supportive natural relationships, resilience, capacity, contribution and local sustainable solutions, rather than starting by waiting for crises, assessing deficits, testing eligibility and providing resources or time limited services (if available) and often separating people from communities,

Over the past 30 years, Local Area Coordination has built a long history of diverse evaluations, studies and learning, building a rich understanding of not only the individual, family, community and systems outcomes, but also the conditions that either enhance or obstruct these.

The long-term studies and evaluations have identified that, where there is strong design fidelity and strong, integrated, contributing service and community leadership, there are highly consistent and positive outcomes at the individual, family, communities and systems levels. Where these are diluted, outcomes are naturally less consistent.

The studies have reflected improvements in health status, health confidence and personal wellbeing, increasing natural relationships and personal networks (reducing loneliness and isolation), reduced service dependency reduced and avoided service costs.

In “People, Places, Possibilities” (2015), Eddie Bartnik reflected that “System administrators can fall into the trap of setting up Local Area Coordination projects but not tackling the whole system reform that is so desperately needed. So, Local Area Coordination work demands both small scale local projects, person-by-person and community- by-community, but also a larger scale project - reforming the overall system and rebalancing power and resources closer to people and their families.”

Recently, a service leader reflected that Local Area Coordination was now a “leap of fact”, rather than a “leap of faith”.

Indeed, building a system and ways of working alongside people to strengthen their capacity to lead and control their own lives and with local communities to build on their capacity to welcome, include and support all people just makes sense.

Can we afford not to?

The Local Area Coordination Network provides national support and continuity in the design, development and embedding of Local Area Coordination in England and Wales. The emerging partnership between the Network and national research partners provides a great opportunity for ongoing learning that drives improvement and outcomes not only for Local Area Coordination, but also as a catalyst for whole system change and transformation. It helps us to understand what works well/not well, system obstacles to change and to then apply this learning to nurture better outcomes alongside citizens and improve services, supports and outcomes system wide.

As Local Area Coordination grows nationally, it will therefore be important to understand and safeguard the conditions that support outcomes for individuals, families and communities and to rest of the system needs to adapt and change to better respond to their emerging aspirations and needs. support the contribution to whole system change.

At a time of significant change and challenge within our communities and services, this paper makes an important and valued contribution to long term learning that can have a significant, whole system impact. It reflects on the experiences, challenges and opportunities of implementation, the importance of genuine systems leadership and uses this to inform future thinking, behaviour, developments and wider change.

We would like to give our thanks to the Mark, Simon and Leeds Beckett University for their ongoing reflective thoughts, contribution and constructive challenge – evaluation as a catalyst for learning, change and improvement.

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Sustainability Strategies for Local Area Coordination Programmes – A Proposed Theory for Change.

Summary

This briefing offers three elements that are relevant to those localities seeking to adopt and develop Local Area Coordination. Firstly, we highlight some of the key features that Local Area Coordination managers and those tasked with implementation see as being highly important to practice and development. Secondly, we consider some key insights from senior leaders whose task has been to champion Local Area Coordination in the context of wider system reform and finally we offer a Theory for Change that provides headline statements that we see as being congruent to lessons from implementation. This Theory for Change provides a means for local system champions and implementors to frame a narrative, to explore practical and tactical challenges that can support implementation. We remind readers of the key principles for Local Area Coordination and how these form the bedrock for local adoption of the programme, the Theory for Change is designed to set out some of the context and opportunity for local implementation.

Section One: Background to the Local Area Coordination - Developing a Theory for Change.

The key challenges for any innovation is to decide what actions need to be taken to help the innovation to move from being a hopeful and interesting activity to becoming part of the day to day business of mainstream provision.

Theory of Change (ToC) is being increasingly used in large scale change programmes that effect systems. There is well established practice in theory of change for community development and similar initiatives which is relevant to the implementation of Local Area Coordination. More often ToC is used as a method for managing the design and delivery of large-scale change programmes; detailing the expected end point outcomes and the intermediate outcomes and resources needed to support delivery and progress as well as articulating a rationale for change.

This brief paper uses the principles of ToC to set out at a macro level some of the key elements that local leaders and system partners might need to address when seeking to adopt Local Area Coordination into a local setting. In this sense we prefer to use this term a Theory *for* Change (TfC) as we accept that adoption of Local Area Coordination is bound to a local system context hence seeking not to offer a prescriptive nor formulaic approach to implementation. We also stress that a TfC is not a linear process but one that is multi layered often needing multiple starting points in the system.

In setting out the TfC we draw your attention to our approach in developing the insight and perspectives that have informed this paper and the TfC, these include i) seeking reflections

and insights from practitioners and system leaders – describing important characteristics from practice. ii) insights and reflections from the literature on Local Area Coordination and iii) our experience of evaluation of Local Area Coordination and other community based approaches.

The paper seeks to describe the current context, state of play and challenges that exist at this moment for Local Area Coordination and then suggests some actions that need to be taken with reference to perspectives offered from those engaged in implementation - that is, the key elements that have proven useful in local settings. It is these elements that we seek to represent in a theory for change.

We believe that Local Area Coordination can and is playing a critical role in community approaches in local systems that are seeking to shift the focus more toward personal and collective empowerment; strengthening assets and resources within communities of place whilst seeking to contribute to shaping Local Area Coordination with local people.

How we developed this briefing and the Theory for Change.

We first gathered insights and reflections from people who had direct experience of managing implementation of Local Area Coordination into local systems. We engaged with a range of participants who are connected into the national Local Area Coordination Network; some of these people are from well established Local Area Coordination programmes whilst others are leading first stage implementation. We developed perspectives in two ways; conducting five telephone interviews with local Local Area Coordination leads and managers. These interviews were designed to explore insights and reflections on implementation and delivery of Local Area Co ordination with a view to building some consensus on ‘what works and why’. The second step was to test out emerging ideas and insights through a ‘round table’ event with those that had been interviewed and peers from other Local Area Coordination programmes. The aim being to develop further insights from experience to then inform a working model for a Theory for Change.

Section Two: How Implementation informs a Theory for Change - What did those involved in Local Area Coordination implementation tell us?

As we progressed the interviews each set of interview notes were reviewed to identify key word themes and trends and a core typology was formed in which these themes were represented.

Here are key themes that were categorised and described in the tele interviews and the Round Table:

i. Relationships Matter - In the early stages of implementation and planning for Local Area Coordination, being able to form relationships within the organisation and with external partners is a critical feature to building rapport and a narrative for Local Area Coordination. These relationships are often with *“people who get it....understand what (Local Area Coordination) is trying to do for local people...”* Building the internal dialogue with peers and across settings was also a key feature of these initial relationships; aligning Local Area Coordination and explaining its fit to other strategies and developments was seen as a ‘way in’ to similar agendas often described in the context of care service transformation with NHS partners. There are of course relationships that are more systemic than Local Area Coordination as part of a wider drive on asset based place shaping. These relationships will be with the VCS sector, housing and wider statutory agencies. Local Area Coordination can make a positive contribution to shifting the paradigm toward a focus on strengths within neighbourhoods and communities, and action led by local people that has a wellbeing dividend. Local Area Coordination has a role in supporting people’s aspirations and activating local resources: *“we’re an asset rich City...we can use Local Area Coordination and local assets to better effect Local Area Coordination and people...”*

For many, the quality and range of relationships can help Local Area Coordination navigate tensions in the system, more so toward other established services and programmes through dialogue that helps declare the role, fit and additionality that Local Area Coordination brings to local people:

“It’s not an either or for people...with Local Area Coordination in the system other services have to examine what they do and what we can do together...”

The value of relationships are seen in two ways; horizontal - that is, all players in and around Local Area Coordination have a role to foster positive relationships to enable Local Area Coordination to embed and flourish, and vertical where leaders need to use their authority to ensure that the function of the Local Area Coordination programme is formally recognised within and across the system.

ii. Values and Practice - are an important currency in Local Area Coordination in three ways; importantly within the local health and care system; but also with external peers because this is the main way that these and comparatively vulnerable innovations can test their focus and stay up to speed with shifting practice and support. Within the practice of Local Area Coordination when *“walking alongside a person.”* *“Having the right values in the workforce and with peers is exceptionally important....holding positive, aspirational views for people...”* and that *“this is not as good as it gets...”* That values stem from a *“rights based approach”* to supporting people and are integral to Local Area Coordination practice. There is rightly an emphasis on approaches to working with local people and community resources that are embedded in these principles and action for *“coproduction with the community...”* This is exemplified not only

in how the Local Area Coordination team is recruited but in the way Local Area Coordination support community resources and development. Taking steps to articulate what the values for practice are was seen as being a critical role for those championing Local Area Coordination in the early phase of implementation. We later emphasise the importance of values and principles in the section below on fidelity.

iii. *Developing the Workforce and Leadership* - *“Having a deliberate workforce plan with investment, leadership and models for skill development...”* Local Area Coordination provides *“fresh ground to build on...or at least ground that has been decontaminated...”* Taking deliberate action to both acquire and develop the Local Area Coordination team is seen as highly important. Leadership of the programme often comes from the Local Area Coordinators who are able to *“explain the ethos...the process and cultural change...”* Early planning to secure resources for investment in Local Area Coordination team development is helpful. Such planning has the aim to share the ethos, values and skills needed to shift to a more asset based, community centred approach across the wider workforce. This can be achieved in at least two ways; developing a clear workforce strategy that sets out approaches to skill based development, succession planning and builds systems to support practice - e.g, practice supervision, case reviews and peer networks. Secondly, actions through which wider workforce teams can be exposed to the principles of Local Area Coordination practice and its skill base. This will go some way to ensuring the spread of Local Area Coordination practice values and achieve alignment to a wider reframing of workforce skills that are person and community centred, and which reflect an asset based paradigm.

Building processes to secure practice fidelity and integrity to the Local Area Coordination model is a required ‘system change’ and includes mechanisms for peer support, reflective learning and case supervision to see that the core principles of Local Area Coordination are evident in practice as the programme evolves and is exposed to other local service models.

iv. *Growing the Team and Resource* – Local Area Coordination was described in the interviews and Round Table as *“often starting at a small scale... a few Local Area Coordinators...but, gathered pace quickly”* where uptake increases at pace there is a question about capacity if resources can’t be made available to grow the operational team - which includes at least the operational manager and Local Area Coordinators in neighbourhoods.

Linked to the issue of developing scale and pace was the question of core design (that is, fidelity to the core principles of Local Area Coordinators) versus new design for Local Area Coordinators in the context of local operating systems. Given the transformation agenda in health and care services; taking steps to ensure Local Area Coordination has clarity of purpose and the insights and *“contribution of those that have gone before...”* can be helpful in challenging and bringing clarity on sustainability, fidelity and focus is readily considered. Engaging

with local people (to coproduce - co design) Local Area Coordination in new settings and systems was seen as highly relevant. This leads onto the final theme:

v. Who is Local Area Coordination for? – Local Area Coordination programmes offer a very creative approach to supporting people to take control of and develop opportunities in their life, often re/connecting people into new relationships and resources. Practice is underpinned by clear core principles and values, whilst not being restrictive on which people or issues to respond to. Whilst Local Area Coordination has set out a population size per Coordinator and more often practice is located within a geographical area there is clearly a requirement to acknowledge that peoples personal views on geographical boundaries, communities of interest/experience vary. Local Area Coordination is well positioned to respond to this as it is an open source for people. Local programmes need to better understand the characteristics of those accessing the programme; this can be part of local evaluation and operational review. We comment on this below in the tensions and challenges section.

Summary of key themes from the interviews and Round Table.

Local Area Coordination programmes often work within local government structures. In the UK local authorities have a long history of determinedly seeking to hold on to their independence and subsidiarity from Central Government. This means that local authorities do vary in their values, priorities and structures. Through Local Area Coordination there is an opportunity to work as a catalyst for change in a system as Local Area Coordination operates with very marked principles and actions which can influence, inform and shape the wider system to reorient itself to asset based practice, coproducing solutions and community resources, hence the system adopting the principles of Local Area Coordination.

The insights we heard from Local Area Coordination programme managers reflected this experience, the challenge in part is getting the balance right between maintaining integrity to the Local Area Coordination core values and principles and building relationships with potential champions which enable these principles to be enshrined in other settings and programmes.

Part 2.

Going forward - Growing the Ambition for Local Area Coordination

Local Area Coordinators has been implemented across the UK for over a decade and this tenure mirrors the implementation history of other community based approaches; currently Local Area Coordination is being adopted and implemented across a number of sites in England at what is a marked period of transformation in health, care and community systems. There are increasing restraints imposed by scarce financial resources with an increasing focus on

community led action that not only addresses the issues of prevention of ill health but also promotes greater resilience and builds civic involvement.

In this context there are at least three key objectives for Local Area Coordination; first, to ensure that existing programmes are successful, evaluated and sustainability plans are in place and second, that Local Area Coordination continues to grow and is understood to be part of the way in which systems respond to the needs and aspirations of their populations. Thirdly, that the Local Area Coordination is aligned to a wider strategic ambition within and through Local Government and partners to develop stronger community resources that build resilience and seek to empower local people to achieve a good life.

Below we set out three tensions and challenges for Local Area Coordination based on these points.

Tensions and Challenges

Integrity/fidelity to the Programme Principles.

As we noted earlier Local Area Coordination is based on a set of core values and key principles that give it a foundation from which to operate; these values and beliefs are well developed and tested when Local Area Coordination was originally implemented in Western State, Australia well over two decades ago. The values and key principles focused on “*modelling a rights based approach*” and that approaches to supporting people have to be “*creative and empowering*”. Managers and Practitioners describe Local Area coordination practice as seeking “*fairness for people*” and “*doing the right things with people*” and that these values create a “*shared understandingof what Local Area Coordination is for.*”

Where Local Area Coordination programmes have been successful in becoming established one of the biggest challenges is how the programme is able to retain its integrity to the core values and principles of Local Area Coordination. This is a challenge because Local Area Coordination is in effect bringing community ‘horizontal peer’ models into statutory “vertical hierarchical” organisations.

Acknowledging the nuance that each Local Authority will be seeking to engage with and support local people through a range of mechanisms, Local Area Coordination provides a positive and responsive environment through which many of the contemporary challenges on neighbourhood action, community approaches can be realised. This read across to new strategic agendas should be a point of emphasis with local system leaders.

There is a risk that that over time Local Area Coordination programmes drift back into operating as more traditional local authority services such as community social work or tenancy

support and community link work. Understanding the mechanisms that enable traction and implementation are central to seeking integrity to the model, we see a theory for change as being relevant to this.

Our recent work in Local Area Coordination suggests that more often there is a combining of roles and attention for those tasked with implementation and development; these roles include for example vision building - expressing ambition and opportunities that Local Area Coordination can realise and contribute to; orienting to a strengths based focus, demonstrating a commitment to self advocacy, seeking out and promoting relational networks and community building that leads to practical solutions with local people.

Local Area Coordination starts with a set of thoughts and Socratic questions that generate insights and action in these areas; asking for example " *how would anyone else in the community solve this issue or pursue this vision/opportunity?*" And " *if there was no/limited money or services available how could we solve this issue in a positive, sustainable way to build resilience...not dependency?*" Such questions illustrate the Local Area Coordination focus on community action, being along side people as they navigate and take action on local and personal issues whilst building natural relationships in settings. Action by Local Area Coordination is not limited by organisational or service boundaries and criteria for access (e.g. Age, gender, levels of ability/disability). Rather, Local Area Coordination takes a clear view of and seeks a focus on the person, families, and relevant social networks and supports. It's very essence is Janus - being embedded in communities and neighbourhoods whilst forming positive relationships with statutory and funded services.

Moving to the mainstream – Local Area Coordinator contributions to a wider Local Area Coordination based agenda.

Many of the people who might walk alongside Local Area Coordination programmes are those who have either slipped through the net of support provided by statutory services or may have never been eligible for support because they are not considered to be of sufficient priority at that moment in time. Our reflections from recent field work on Local Area Coordination evaluation supports this view, we noted a high number of introductions to Local Area Coordination where often older people who had 'dropped out' of health care services even though they required treatment and support for long term conditions and others who had posed (sic) 'high demand' on primary care services as they were unsure as to how to manage social/relational issues and often used these services as a means of seeking support.

There is a risk that Local Area Coordination will itself be seen as a service that is not a priority provision because at a time when resources are scarce statutory services are driven to focus on those needs they are legally required to respond to. The opportunity and challenge for Local Area Coordinators adopters and champions is to not only advocate the additionality

that the programme offers to existing services and initiatives that promote person centred support but to articulate how Local Area Coordination connects people back into the world of community relations, active citizenship and helps build resources within neighbourhoods.

Local Area Coordination is well placed to make a significant contribution to local systems in terms of it's impact on Care Act duties, Social Value and other statutory duties.

Policy makers and local system leaders are increasingly shifting to models and action that build strength and resilience at the level of the individual and community to underpin future services (note the NHSE Prevention agenda, PHE's work on community Centred Approaches for example) rather than dependence on crisis service responses.

The challenge of course is that hierarchical statutory services have traditionally struggled to ascribe value to activities that they find it hard to measure.

Demonstrating Savings - A Return on Investment.

For the reasons stated above local commissioners are desperately looking for programmes that might reduce health and social care expenditure and by so doing help scarce resources go further. Where Local Area Coordination has been implemented it has been subject to formative evaluation and research. This evidence should be referenced when developing plans to implement Local Area Coordination and also in discussions with system partners for whom cost savings and benefits are critical.

Caution needs to be exercised when citing Social Return On Investment for Local Area Coordination (as with other community approaches e.g. Social Prescribing¹) as the evidence base for Local Area Coordination programmes whilst present in the UK is still developing and where SROI has been included in evaluation and research the methodologies have varied. However, initial findings are encouraging². Developing a model for SROI and Social Value can be a focus for Local Area Coordination as it will extend the evidence base and when done in a robust manner will offer learning to other adopters.

There is a growing body of evidence that Local Area Coordination programmes can enable people to address personal priorities and concerns that they have and often to do this through stronger relationships with people in their own communities. There is also evidence that this process can lead to people having more fulfilling and stable lives which can reduce short and medium term utilisation of some statutory services. However, there are a number of caveats. First, in some cases support from Local Area Coordination can lead to people connecting

¹ See: <http://bmjopen.bmj.com/content/7/4/e013384> for a Systematic Review of Social Prescribing.

² See example : Formative Evaluation Summary Report – Local Community Initiatives in Western Bay. Swansea University 2016.

better with statutory services that they were not utilising or were using inappropriately - these might include General Practice, Cognitive Behavioural Therapy and Drug and Alcohol Treatment Services. So in the short term utilisation and cost might go up. Second, supporting people to take more control of their lives may decrease utilisation of statutory services; however, in many cases this is unlikely to produce realisable savings in the medium term. This is because at a local level most services face very high demand and most of their costs are tied up in staff costs and a combination of statutory requirements and continued workload pressures make it very difficult to change this investment allocation.

This does not mean that savings are not possible - it is just that the timescales that a local authority (and the NHS) has to work to - financial years and planning cycles are usually much shorter than the rate at which change happens in communities and for people. Further, the challenges involved in redesigning local services so that revenue is realised are complex, involve considerable risk and are likely to generate challenge. This point should be noted in local discussions when planning implementation and evaluation of Local Area Coordination and related system changes.

Whilst recent evaluation work on Local Area Coordination has included models of Social Return on Investment there is much more work to be done on implementation, fidelity to Local Area Coordination principles and system data to ensure that financial returns are more generalizable and that parameters of what is being measured are contained.

What can Champions for Local Area Coordination do?

In order to ensure the sustainability and further development of Local Area Coordination we suggest that there are a number of facilitating factors that need to be addressed.

We identify five of these below. It is important to stress that this is not an exclusive list - the purpose of identifying these facilitating factors is to allow Local Area Coordination programmes to consider what further actions they might usefully take when developing scale. They may consider that there are other actions that are more important - or that some of the suggestions below need to be adapted to suit local conditions. This is wholly appropriate.

Finally, we are not saying that these five facilitating factors have to be addressed in order for a Local Area Coordination programme to be sustained - we are suggesting that if these factors are addressed it is more likely that the programme will be sustained. We see these factors as being a development guide.

Section Three. Five Facilitating Factors for Implementation and Sustainability of Local Area Coordination.

In this section we offer some ideas on how local leaders and those tasked with realising Local Area Coordination can navigate and organise in order to respond positively to the tensions and challenges set out above.

The ideas are based on our interviews with senior leaders in a number of Local Authority sites where Local Area Coordination has been adopted and also our wider experience of community based approaches..

We have developed a frame for organising activity (The Five Facilitating Factors) on these challenges - See Table One for a concise summary. We explore these themes in some detail as follows:

1. Progressing action on Asset Based Place – Local Area Coordination contribution to reframing action on civic engagement, participation through neighbourhood action.

At first glance this may appear to have little to do with a Local Area Coordination programme, and is certainly not susceptible to being delivered solely by a Local Area Coordination Manager. However, in the interviews that we conducted and in our wider work on Local Area Coordination it was striking that senior leaders located the rationale for Local Area Coordination within a wider vision - which was often concerned with an ambition to rebalance the relationship between the public and local services and to move from a deficit model (responding to people's needs and problematising issues) to an asset based one which seeks to explore and build on personal and collective strengths and ambitions.

In our interviews a Director of Adult Social Care noted:

"Its got to be part of an overall strategy - if you are still into a traditional model this isn't going to work - you need to be up for an asset based approach."

For example in Waltham Forest the local authority Creating Futures strategy describes an ambition to:

"Create strong and sustainable communities where people support themselves and each other. This requires a fundamental transformation in the way we work, in our relationship with residents and businesses, in how we connect communities and people together ... and how we make the most of the boroughs amazing strengths"

Using the above example it is easy to see how a Local Area Coordination programme could make the case that they have a distinctive contribution to helping achieve this ambition. Indeed, the Local Area Coordination Principles and Aims go some way to supporting this position.

It is of course the case that responsibility for this sort of vision rests with elected members and members of the Executive Management Team within a local authority. However, those leading Local area Coordination development and implementation will need to engage with this wider ambition and contribute to the narrative on rebalancing the relationship between the public and statutory services.

2. A clear description of how the health and care system supports people. - Health and Care system transformation

Arguably as important as an overarching placed based vision is a recognition of the need for an explicit strategy that describes the respective roles of local authority, and health services, the voluntary sector and communities hold with regard to responding to the needs of vulnerable people.

Thurrock for example describe their work here as follows:

“Thurrock has produced a strategy “Building positive futures” which is based on a new piece of work produced by the Director of Public Health. Looking at everything from primary health care - rooted in the idea of a different social contract. It is grounded in social justice and community working. More people are starting to take note of this. It’s starting to feel a little like a social movement. It will make it much easier for Local Area Coordination to be sustained.”

In York the Adult Social Care strategy is called Future Focus - from “Care Management to Community Led Support” the strategy describes a set of principles:

“Co-production brings people and organisations together around a shared vision; there is a focus on communities and each will be different; people can get support and advice when they need it so that crises are prevented; the culture becomes based on trust and empowerment; people are treated as equals, their strengths and gifts built on; bureaucracy is the absolute minimum it has to be; the system is responsive, proportionate and delivers good outcomes.”

Waltham Forest council has produced “Think Families” and has also produced a joint action plan with the Clinical Commissioning Group - Better Care Together..

It is the case with all of these strategies that the Local Area Coordination principles and values need to speak directly to this ambition and in a number of cases (for example Waltham Forest) the Local Area Coordination programme is mentioned specifically as a key component of the new system alongside other interventions such as Social Prescribing.

3. Ownership by middle managers in the health and care system.

Our engagement with local programmes has demonstrated that those tasked with implementing improvement and transformation plans across health and care are pivotal in 'knitting together' Local Area Coordination into a wider fora of person centred and community approaches.

More often these managers have strong ties and relationships into sector peers and understand and operate in diverse and nuanced situations. In our discussions with a local Director for Adult Social Care and Communities there was an observation that:

"We've had very stable leadership throughout the time we've been developing this (Local Area Coordination)...this has allowed relationships to grow, trust to be built and continuity to be had..."

In a number of comments this issue of ownership and leadership can be seen as leading 'from the top and bottom at the same time.' Models of diffused leadership can be highly relevant in this context.

4. Key influencers in local system appreciate role and impact of Local Area Coordination programme.

We noted earlier Local Area Coordination contribution to a shared leadership vision, with clear action that contributes to whole and models while system change. In this sense Local Area Coordination is a catalyst for transformation. Adopting a deliberate and intentional focus on Local Area Coordination there are 3 levels at which the programme can support system change:

i. Local Area Coordination as the new 'front end' for people – Local Area Coordination supports people not yet known or engaged with statutory services, helping people identify opportunities, resources and relationships that exist within their communities and in neighbourhoods that build resilience and provide a wellbeing dividend. This focus and action helps support people to remain part of their community whilst building and refreshing involvement and relationships.

ii. Local Area Coordination helps to build resilience and local non service based solutions – Through Local Area Coordination there is deliberate support to individuals to build and maintain contact with relationships that are positive and affirming; seeking opportunities to engage with resources at a community and neighbourhood level helping people step back from 'formal services' hence Local Area Coordination contributing to cost saving by reducing demand and length of contact.

iii. Local Area Coordination also seeks to address issues of service sector dependency – being alongside people in their own community and place, supporting people in accessing and participating in locally based resources models how resilience, wellbeing and health assets can be realised outside of formal sector agencies.

These three elements provide an opportunity to both imagine and plan for a different and transforming system that has a focus on building individual, family and community capacity and shifting from a sector response that is reactive, often crisis led and which has a focus on deficits and problems and through which people are filtered by entry and access criteria.

Local Area Coordination by its very values and principles starts with a more welcoming, inclusive and strengths based premise. It is located and rooted in the very communities and neighbourhoods where people are.

The value of local champions has a high currency when developing Local Area Coordination programmes. Often this is cited as being located with local political leaders, elected members who are both representatives of local communities and engaged in strategic development and scrutiny. We are aware of other leaders, those located in communities and neighbourhoods who are active in development and specific agendas. Obviously those with positional or structural authority are also critical champions for the model.

Taking time to form an analysis of where leverage through leadership and champions can be achieved is important both in the implementation and development to scale of Local Area Coordination.

We draw particular attention to the relationship that local Local Area Coordinators (at neighbourhood level) have with their ward councillors. The importance of this relationship was raised in a number of our interviews. Ward councillors see a similar world to local Area Coordinators, they have similar connections to communities and will often see some of the same people in their surgeries. It was clear that where Local Area Coordination programmes have good connections with elected members they are effective advocates for the programme.

5. Taking Steps to Ensure Integrity to the Local Area Coordination model – Placing Values and Evidence into Practice.

Local Area Coordination has a positive platform for articulating its fit, contribution and additivity to local systems. There is a clear values base which is rooted in social justice, rights and person centred action promoting a ‘good life’ for people.

We see in previous research and evaluations that where there is strong integrated leadership and strong design these enable consistent and positive outcomes for the individual, family

and community and within local (statutory) systems. Where the model and its principles are diluted or less intentional these impacts are less consistent³.

Having said this Local Area Coordination programmes are very small programmes when compared to the scale of local health and care systems. While there is determined work in some places (as we highlight in section one above) to shift from deficit to asset based co-produced models it is the case that most health and care systems have longstanding cultures that are built on deficit models and are organised in traditional vertical hierarchical structures. This means that Local Area Coordination programmes will need to be work hard to maintain a way of working that is different to the prevalent organisational culture. However, we are witnessing a significant shift in these traditional structures and means of delivery which places Local Area Coordination in a very positive place.

It is therefore particularly important to build connections with peer Local Area Coordination programmes in other local authority areas. Ideally this should be in a structured way using challenge/learning mechanisms such as peer review and action learning sets.

Within these five facilitating factors consideration needs to focus on themes and approaches to evaluation, this is a critical component for the growth of Local Area Coordination in local systems but will also locate Local Area Coordination in the growing family of community approaches. We see that the evidence base for Local Area Coordination in the UK is mainly focused on formative evaluation of local programmes; whilst this is helpful and appropriate greater attention will need to be given to what is within this emerging field of research.

Section Four: The Theory for Change.

In this final section we draw on the ideas and insights set out earlier and propose a high level Theory for Change; recognising that Local Area Coordination has a well defined model of practice we also see that implementation in local settings is often part of a wider strategic plan for community engagement, empowerment, and in reorienting 'services' and resources as part of a focus on prevention - this may be in terms of upstream, health promotion as well as a down stream response to people living with health and social issues that pose challenge.

Our proposed TfC is also informed from our own insights and involvement in evaluation of Local Area Coordination, other community based approaches and schemes as well as the literature on Local Area Coordination.

In *Table Two* we map out key statements within a Theory for Change that we see as applicable to adoption of Local Area Coordination. We acknowledge this illustration is iterative and

³ Evaluation of the implementation of Local Area Coordination in Scotland. The Scottish Executive. 2007.

reflects a number of themes and issues which could be explored in greater detail in a locally defined TFC.

We would encourage readers to consider the TFC statements and use the illustration as a 'map' for orientation in the local system landscape, to create opportunities to explore the statements further with peers and give greater emphasis to or develop these to reflect the stages and actions for local implementation and the nature of the local system. We agree with Mulgan⁴ that a Theory of/for Change can imply a linear process, we acknowledge and know from experience that system change is often iterative with actions not necessarily in the sequence described below.

⁴ See: <https://www.nesta.org.uk/blog/whats-wrong-theories-change> Mulgan G NESTA. 2016

Table One - Summary Table of Facilitating Factors for Implementation and Sustainability of Local Area Coordination Programmes.

Facilitating Factors	Rationale	Activity	Who
Strategy that sets ambition for coproduced relationship with the public and communities	Very important for long term sustainability - without this ambition risk is that Local Area Coordination will be seen as an interesting alternative to traditional service rather than an important contributor to cultural change	Contribution of Local Area Coordination to this vision is described and relationship to other activity such as social workers, CCG's, prescribing/care navigators, community connectors, health trainers etc is clear	Member of executive team for example Director of Adult Social Care, Director of Public Health, Deputy Chief Executive
Clear description of how the health and care system supports vulnerable people.	If there is not a clear description of how the health and care system works together then it is very hard to show where Local Area Coordination fits and what its unique offer is. A clear vision around a refined system, wherein there is a focus on strengths, choice, control and building resilience at the level of the individual and community.	Development of joint plan that sets our vision for health and care integration and relationship with communities. This could be the local Accountable Care Partnership plan	Responsibility may rest with the Health and Well-being Board and key members here such as the Direct of Adult Social Care, CCG Accountable Officer or Director of Public Health, Children/Family Services An integrated/whole system approach
Ownership by middle managers in the health and care system	A clear understanding of the contribution of Local Area Coordination	Formal connection - for example through multidisciplinary referral panels. Share data on who has been supported - qualitative and quantitative	Investment in building effective partnerships and shared understanding at the outset – how Local Area Coordination and services together can deliver better outcomes. Statutory, community sector operational leads/managers, Local Area Coordination manager and relevant Local Area Coordinators c
Key influencers in local system appreciate role and impact of the Local Area Coordination programme	There is a clear understanding of what outcomes services, communities and Local Area Coordinators can achieve together and how they will work to make this happen. This is a locality based service often organised on ward boundaries ward councillors are the only other individuals who work to these same boundaries	Strong relationship with Statutory services/teams Voluntary sector/commissioned organisations Communities Ward councillors - regular updates and meetings	Local Area Coordination Manager and individual Local Area Coordinators Driven by integrated leadership group
Integrity to the Local Area Coordination model	Local Area Coordination Programmes are a small part of local authority provision - they aim to work in a culturally different way to other services. Added value will only be sustained if Local Area Coordination principles are maintained	Relationship with Local Area Coordination peers through Local Area Coordination Network	Manager of the Local Area Coordination programme

The Theory for Change – an Iterative illustration

Table Two – Outline illustration of a Theory for Change for Local Area Coordination

What is the problem we are trying to solve?	Who is the key audience?	How to reach the audience?	What steps are needed to bring change?	What is the measurable effect of Local Area Coordination?	What are benefits of Local Area Coordination?	What is the goal?
<p>Reconnect people into community resources who are often easily ignored who are:</p> <ul style="list-style-type: none"> not fulfilling their potential disconnected from their community resources and fellow citizens disengaged from mainstream services rely primarily on urgent services <p>System change</p> <ul style="list-style-type: none"> move from a deficit to an asset based culture of practice and delivery. shift from focussing on statutory requirements to upstream prevention <p>Commissioner anxieties/system challenges -</p> <ul style="list-style-type: none"> Health and Care system is unaffordable Inappropriate use of urgent care when prevention would be better and cheaper Shift to tackling wider inequalities/inequities that shape health and wellbeing. 	<p>Leaders in local government including officers and elected members who set the values and visions for a local authority area (Local Area Coordination)</p> <p>Health and Social Care Commissioners and Providers who are responsible for commissioning and managing the local system</p> <p>Other stakeholders including VCS, Police, Fire Service etc who work with individuals and communities</p> <p>Other community connection programmes such as social prescribing and health trainers</p> <p>Local neighbourhood/community resources leaders.</p>	<p>Personal discussions with key elected leaders for example:</p> <ul style="list-style-type: none"> local authority chief or deputy chief executive director of adult social care cabinet lead for health or social care director of public health <p>Development of a shared narrative and change agenda which has a significant emphasis on social justice, asset based approaches, community led and located resources.</p> <p>A recognition that while financial savings are important this is not the primary agenda or necessarily achievable in the short term</p>	<ul style="list-style-type: none"> Local Area Coordination level ambition to broaden and strengthen relationship with the public - e.g. an explicit narrative and strategy that sets out the evidence and approaches to be deployed. clear description about how health and care system supports people and where Local Area Coordination fits with wider community based initiatives. (Middle) managers in Health and Care system understand Local Area Coordination and how they interact with it to achieve alignment of similar resources. Key influencers appreciate role and impact of Local Area Coordination and are prepared to argue for need to take a long view with regard to financial impact And understanding of and commitment to adherence to the Integrity of the Local Area Coordination model A clear workforce and community development plan to support the shift in knowledge and skills for practice. 	<ul style="list-style-type: none"> Number of people connected with compared to baseline population Case studies describing journeys that people have taken Case studies that capture the views of wider agencies and services such as PCSOs, Housing, Voluntary Organisations etc A positive change from baseline of community based and community generated resources. 	<p>Supports people to achieve their potential and their aspirations</p> <p>Engages with a group of people who are often easily ignored and who will eventually come to the attention statutory services</p> <p>Strengthens the voluntary and community sector</p> <p>Improves understanding of the role the voluntary and community sector amount statutory services</p> <p>Contributes to local action on health and social inequalities.</p> <p>Promotes wider social action for health and wellbeing.</p>	<p>Long term sustainability for a local authority Local Area Coordination Programme</p> <p>Shift in system agencies toward community led action for health and wellbeing</p> <p>Shift to upstream activity on health promotion.</p>

ASSUMPTIONS						
What is the problem we are trying to solve?	Who is the key audience?	How to reach the audience?	What steps are needed to bring change?	What is the measurable effect of Local Area Coordination?	What are benefits of Local Area Coordination?	What is the goal?
Maintaining the Integrity with Local Area Coordination core principles.	<p>Depends on local context however:</p> <ul style="list-style-type: none"> • Present • Mature • Robust • Collaborative • Overarching vision 	<p>There is an integrated approach to reform at a Local Area Coordination and health and care system level which involves local authority in particular adult social care as well as health commissioners.</p> <p>There is an elected member champion for this agenda and for Local Area Coordination.</p> <p>There is a clear analysis in Local Area Coordination that describes the local Local Area Coordination programme, its costs, its offer and where it sits in the wider range of services that connect statutory services to community</p> <p>That a local authority area (Local Area Coordination) has a narrative that recognises that describing value in purely financial terms is not appropriate</p>	<p>Implementors adopt action on five facilitating factors that includes:</p> <p><i>Strategy that sets ambition for coproduced relationships with the public and communities</i></p> <p><i>Clear description of how the health and care and partner system supports vulnerable people.</i></p> <p><i>Ownership by middle managers in the health and care system and partners</i></p> <p><i>Key influencers in local system appreciate and actively advocate for role and impact of the Local Area Coordination programme</i></p> <p><i>Integrity to the principles of the Local Area Coordination model</i></p>	<p>Systems in Local Area Coordination to capture:</p> <ul style="list-style-type: none"> • Local Area Coordination activity - number of people walked alongside compared to total population • Metrics in Local Area Coordination that describe range of people seen e.g. age, gender, disability etc. • Descriptors to show change in community led/located resources - includes how/where local commissioners/investors are allocating financial resources. 	<p>There is an interest in better understanding the role of the voluntary and community sector and in strengthening its contribution</p>	