Case Studies – Research Models

Slides 2-5 — **Aberdeen City Council: Family Support Model & Request for Assistance**

Slides 6-12 — **London Borough of Barking & Dagenham: Community Solutions**

Slides 13-15 — **Clackmannanshire Council: STRIVE**

Slides 16-18 — **East Ayrshire Council: Vibrant Communities & HEART**

Slides 19-23 — **Shetland Islands Council: Anchor Project**

Slide 24 — **Learning Points & Considerations**

There are many models being used across the UK by local authorities that capture the ethos of 'no wrong door' and demonstrate a holistic, whole family approach.

The following case studies are a selection of these models and showcase some of the innovative work being undertaken.

These case studies are intended to inspire and raise questions for leaders in Fife.

Aberdeen City Family Support Model

The Family Support Model is being developed by a multi-agency partnership to ensure that the services being delivered to support children and families are effective, prioritise early intervention and are aligned to the Promise and UNCRC.

A review of data identified four distinct groups who benefit from multi-agency support to promote wellbeing.

- Children and young people with disabilities

- Children and young people in conflict with the law

- Children and young people impacted by trauma

- Children and young people on the edge of care

Given the varied needs and personas in each group, four multi-agency working groups will be established to drive the transformation required in each of the four areas.

See Diagram 1, which illustrates the governance structure for the Family Support model.

A System Leadership Group provides system oversight, scrutiny, practical support and decision making, whilst being ultimately responsible for the delivery of the Family Support Programme.

Each member of the System Leadership Group is expected to demonstrate 'radical candour' and hold each other to account; co-ordinate and prioritise deployment of implementation support/resources and expertise from across their own organisation; and contribute to embedding a culture of effective and meaningful partnership working.

Each multi-agency working group will map the offer currently available within their theme. Once this is complete, they will use a range of data (including Request for Assistance data, linked data, commissioning data and qualitative data from customers) to shape an improved model of family support with a focus on prevention and early intervention. They will make recommendations to the leadership group.

Diagram 1: Governance Structure
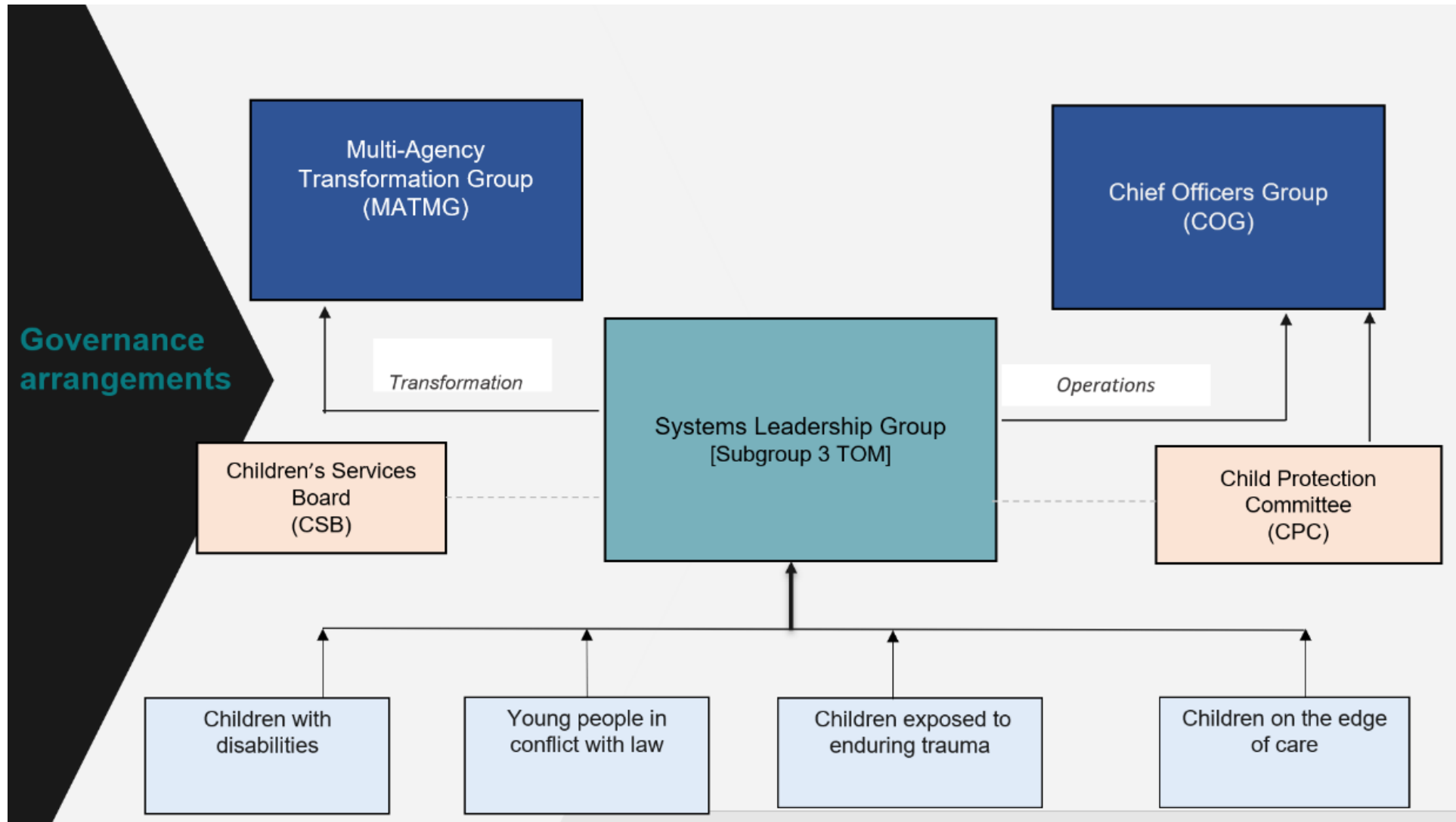
Aberdeen City Request for Assistance

Aberdeen City Council's Request for Assistance Family Support model started as an Education project to transform the management and delivery models of ASN and Outreach services in schools.

This involved developing a Staged Intervention Framework aimed at clarifying expectations of utilising universal resources, which helped reduce avoidable demand.

Anecdotal accounts and data gathered in isolation had resulted in inappropriate thresholds for intervention being established which resulted in some children not naturally fitting into any one intervention and the same thresholds being used to justify a lack of service.

They developed a single Request for Assistance form to act as a single access point for all ASN and Outreach services including the Fit Like Family Wellbeing Hubs, School Nursing Service, Children's Social Work, Autism Outreach and the virtual school. The form is used by Named Persons in health and education and by partners if they wish to request a service.

Aberdeen City Request for Assistance

The Request for Assistance form helps them gather information on the level of planning being undertaken, ACEs and vulnerability factors of the child being referred, and any other partners supporting the child.

The data is used at three levels:

- Whole system level
- Category of need level
- Individual pupil level

The Request for Assistance form is a simple MS Form that is sent to the service being requested. They then screen the referral and decide if they are the correct service.

Data from the Request for Assistance forms is fed into Power BI, which helps services monitor changes in demand and consider the strategic movement of resource to meet demand.

The system has helped transform working practices, resource allocation and their commissioning of internal services.

The success of the Request for Assistance model means it is now being extended to cover all services supporting children and families in Aberdeen City Council.

As part of this process, partners are committing to a set of 'service standards' to ensure consistency, accountability and responsibility for the model. It will commit partners to delivering together and reviewing internal and external commissioning in pursuit of those standards and help quality assure the model of Family Support. This approach will support the development of an agile model of Family Support.

Barking & Dagenham Community Solutions

London Borough of Barking & Dagenham implemented a council-wide change focused on the creation of the Community Solutions Service. This service brings together 16 services from across the council into one, including parts of care and support, homelessness, housing and community safety.

This was partly in response to a £5m savings target by 2020/21 and other issues such as breaking the cycle of dependency and doing more prevention work, as well as entrenched social and poverty challenges. This is summarised in Diagram 2.

The Community Solutions approach aims to enable independence in the community and prevent people tipping into crisis in the first place. It works with residents to identify the root cause of their problem, rather than bureaucratically treating the symptoms.

Community Solutions aims to address their savings target through:

- Demand reduction – initiatives to prevent, deflect and reduce; reduce flow to social care

- Asset management – rationalisation plans for asset portfolio; use of non-council assets

- People streamline – improve productivity; optimise resource use; exploit technology

- Expenditure control – reduce costs in the system; initiatives to control most expensive areas

- Income maximisation – initiatives to increase income through collection

To make this happen, they restructured their organisational structure, introducing the Community Solutions Directorate and various services focused on different areas of people and family support. Diagram 3 and 4 illustrates the changes made to the organisation structure after the initial re-structure (3) and what it looks like now in 2022 (4).

Diagram 2: Drivers of change and Strategic goals

Why community solutions

Drivers of change		Strategic goals	
Cycle of dependency. Prevention services fragmented	**Paternalism**	Shift balance between council/partners and residents	**Behaviour & culture change**
Address a funding gap of £70m by 2020/21	**Savings**	Focus on earlier prevention based on doing what works	**Early intervention & prevention**
Entrenched social and poverty challenges	**Deprivation & social issues**	Manage demand for and impact on services	**Demand management**
Negative impacts arising from changes to benefits, HRA	**Welfare reform**	Find savings through efficiency, demand mgt, new approaches	**Savings**
Transient, increasingly young population	**Demographics**	Improve well-being by building resilience, independence	**Improved outcomes**

London Borough of
Barking & Dagenham
lbbd.gov.uk

Drivers of change   **Strategic goals**

Diagram 3: Community Solutions structure (After)

Director
Community Solutions

Head of Universal Lifecycle	**Head of Triage Lifecycle**	**Head of Support Lifecycle**	**Head of Intervention Lifecycle**	**Head of Employment, Skills & Principal of Adult College**	**Head of Service Development**
Service Managers	**Service Managers**	**Service Managers**	**Service Managers**	**Service Managers**	**Service Managers**
• Abbey Nursery • Children's Centres • Healthy Lifestyles • Libraries • Early Intervention – universal – Play and Comms	• Adult Intake • MASH • NRPF • MARAC • Daily Triage Meeting • Housing Management • Housing Advice	• Housing Options and Homelessness Prevention • Housing Management • Anti-Social Behaviour • Youth Services • Early Intervention – family support	• Homes and Money Hub • Early Intervention – targeted support • Baby Intervention • Social Care Step Down • Housing Reviews • Lettings • Temp Accommodation • Hostel Services	• Skills • Wellbeing • Job Shops • The Adult College	• Data and Development Team • Governance and Compliance Team • Learning and Development Team

Diagram 3: Community Solutions structure (2022)

Mark Fowler
Director
Community Solutions

Head of Universal Lifecycle

Service Managers

- Abbey Nursery
- Children's Centres
- Healthy Lifestyles
- Libraries
- Early Intervention – universal – Play and Comms

Head of Triage and The Early Help Lifecycle

Service Managers

- Adult Intake
- NRPF
- MARAC
- Housing Advice
- Early Intervention – targeted support
- Baby Intervention
- Social Care Step Down

Head of Support Lifecycle

Service Managers

- Housing Options and Homelessness Prevention
- Housing Management
- Anti-Social Behaviour
- Homes and Money Hub
- Lettings
- Temp Accommodation
- Hostel Services

Head of Employment, Skills & Principal of Adult College

Service Managers

- Skills
- Wellbeing
- Job Shops
- Vocational Support
- The Adult College

Head of Benefits

Service Managers

Benefits
- Benefits Team,
- Financial Assessment Team & Contact Centre,
- Subsidy, Payment and Reconciliation Team
- Business Support Team.

Head of Revenue

Service Managers

- Rents Team,
- Council Tax Team,
- Business Rates Team,
- General Income & Overpayments Team
- Revs & Bens contact Centre.

Head of Service Development

Service Managers

- Data, Development and QA Team
- Reviews, Governance and Compliance Team
- Comms, Culture and Learning and Development Team

Head of Programmes

- Service transformation
- Com Sol programmes
- Partnerships
- Strategic development and corporate transformation
- Grants, funding and PMO
- Digital and data

Diagram 3: Community Solutions structure (2022) continued

Strategic Director **Community Solutions**								

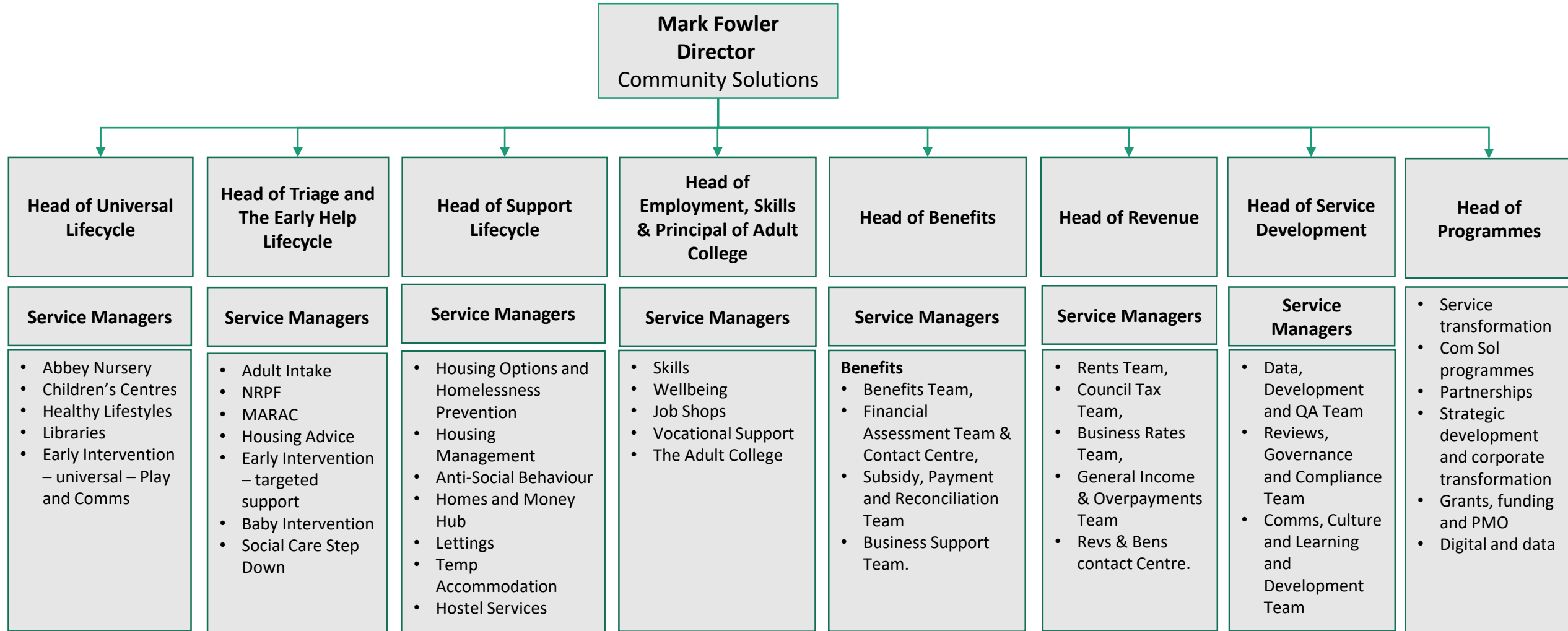| Head of **Customer Contact**	Director **Community, Participation and Prevention**			Director **Support and Collections**				Head of **Work & Skills and Adult College**	Head of **Service Development & Programmes**
	Head of **Participation and Engagement**	Head of **Universal**	Head of **Triage**	Head of **Support**	Head of **Welfare**	Head of **Collections**	Head of **Ethical Enforcement**		
• Registration and Citizenship • Customer Experience • Customer Services	• Participation (Communities) • Participation (Systems) • Citizen Alliance Network • Faith and Inclusion	• Abbey Nursery • Children's Centres • Healthy Lifestyles • Libraries • Early Intervention – universal – Play and Comms	• Adult Intake • NRPF • MARAC • Housing Advice	• Housing Options & Homelessness Prevention • Housing Mng • Homes & Money Hub • Lettings • Temp Accommodation • Hostel Services • Rents Team	• Benefits Team, • Financial Assessment & Contact Centre, • Subsidy, Payment and Reconciliation • Business Support	• Council Tax, • Business Rates, • General Income & Overpayments • Revs & Bens contact Centre.	• Compliance • Enforcement	• Skills • Wellbeing • Job Shops • Vocational Support • The Adult College	• Service Transformation and Programmes • Data and Development • Governance and Compliance • Learning and Development • Comms/Culture • Housing Reviews

Diagram 3: Community Solutions structure (2022) continued

Strategic Director **Community Solutions**								

|	Director **Community, Participation and Prevention**			Director **Support and Collections**				
Head of **Customer Contact**	Head of **Participation and Engagement**	Head of **Universal**	Head of **Triage**	Head of **Support**	Head of **Welfare**	Head of **Collections**	Head of **Work & Skills and Adult College**	Head of **Service Development**
Service Managers	**Managers**	**Service Managers**	**Service Managers**	**Service Managers**	**Service Managers**	**Service Managers**	**Service Managers**	**Managers**
• Registration and Citizenship • Customer Experience • Customer Services	• Participation (Communities) • Participation (Systems) • Citizen Alliance Network • Faith and Inclusion	• Abbey Nursery • Children's Centres • Healthy Lifestyles • Libraries • Early Intervention – universal – Play and Comms	• Adult Intake • NRPF • MARAC • Housing Advice	• Housing Options & Homelessness Prevention • Housing Mng • Homes & Money Hub • Lettings • Temp Accommodation • Hostel Services • Rents Team,	• Benefits Team, • Financial Assessment & Contact Centre, • Subsidy, Payment and Reconciliation • Business Support	• Council Tax, • Business Rates, • General Income & Overpayments • Revs & Bens contact Centre.	• Skills • Wellbeing • Job Shops • Vocational Support • The Adult College	• Service Transformation • Data and Development • Governance and Compliance • Learning and Development • Comms/Culture • Housing Reviews

Barking & Dagenham Community Solutions

Community Solutions has been designed to work with communities differently. Diagram 4 illustrates how Community Solutions works with people. Key to this is building relationships and understanding the context of people's lives in order for the service to deliver the best support for that person or family.

Diagram 4: How Community Solutions works with people
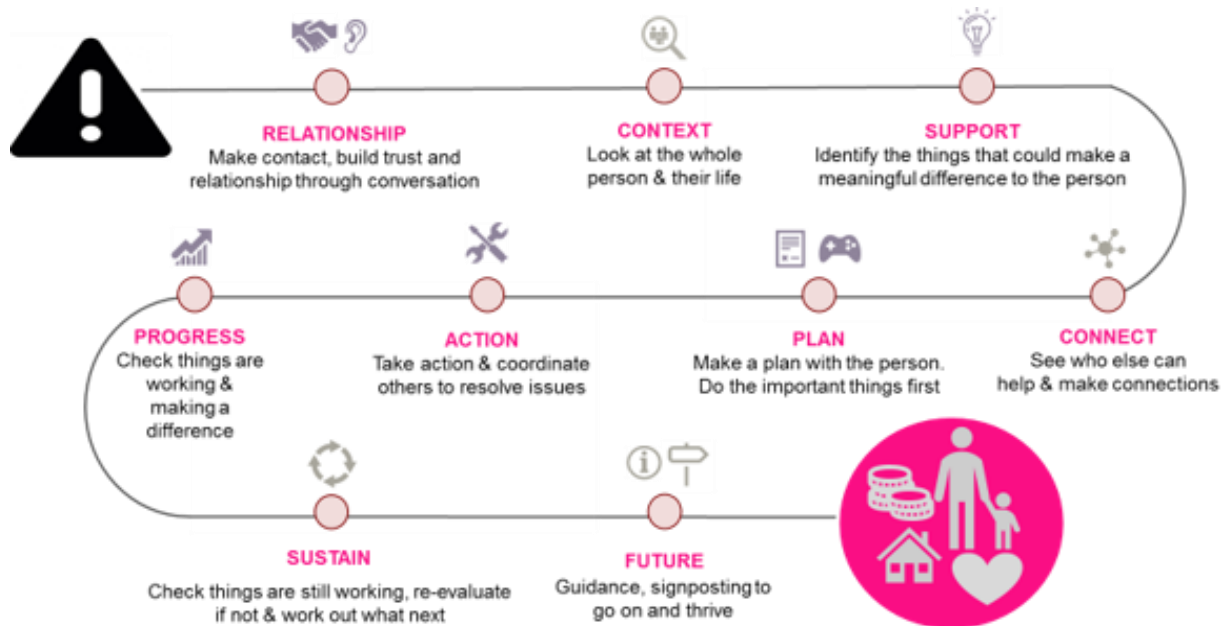
Community Solutions has been running for a few years and is showing signs of better outcomes for both citizens and the council. Evidence suggests the delivery model is:

- Preventing homelessness and reducing temporary accommodation

- Helping people to be more financially resilient

- Reducing evictions and saving money

- Helping more people into jobs and building skills

- Building community capacity through volunteering

- Helping residents lead health lives

London Borough of Barking & Dagenham's Community Solutions service has been able to deliver cashable savings, most notably £3.4m through new ways of working and £1.7m through demand reduction. £1.1m was saved in the first year through organisation re-structure (hierarchical to flat).

Clackmannanshire STRIVE

Clackmannanshire Council's Safeguarding through Rapid Intervention (STRIVE) project tests the concept of a multi-agency, public sector team that will deliver better outcomes, faster, for the most vulnerable residents of Clackmannanshire through a whole-systems approach to integrated working.

The intention is, that by intervening early, welfare concerns could be addressed before they reach crisis point.

STRIVE is a multi-disciplinary team that consists of Housing, Policy, Children's Services and Money Advice. As the project continued, the team was expanded to work effectively with the third sector.

The STRIVE team meet and discuss cases daily, using team insights to identify information about cases quickly. Rather than dealing with "episodes", they team is able to take a holistic approach to support.
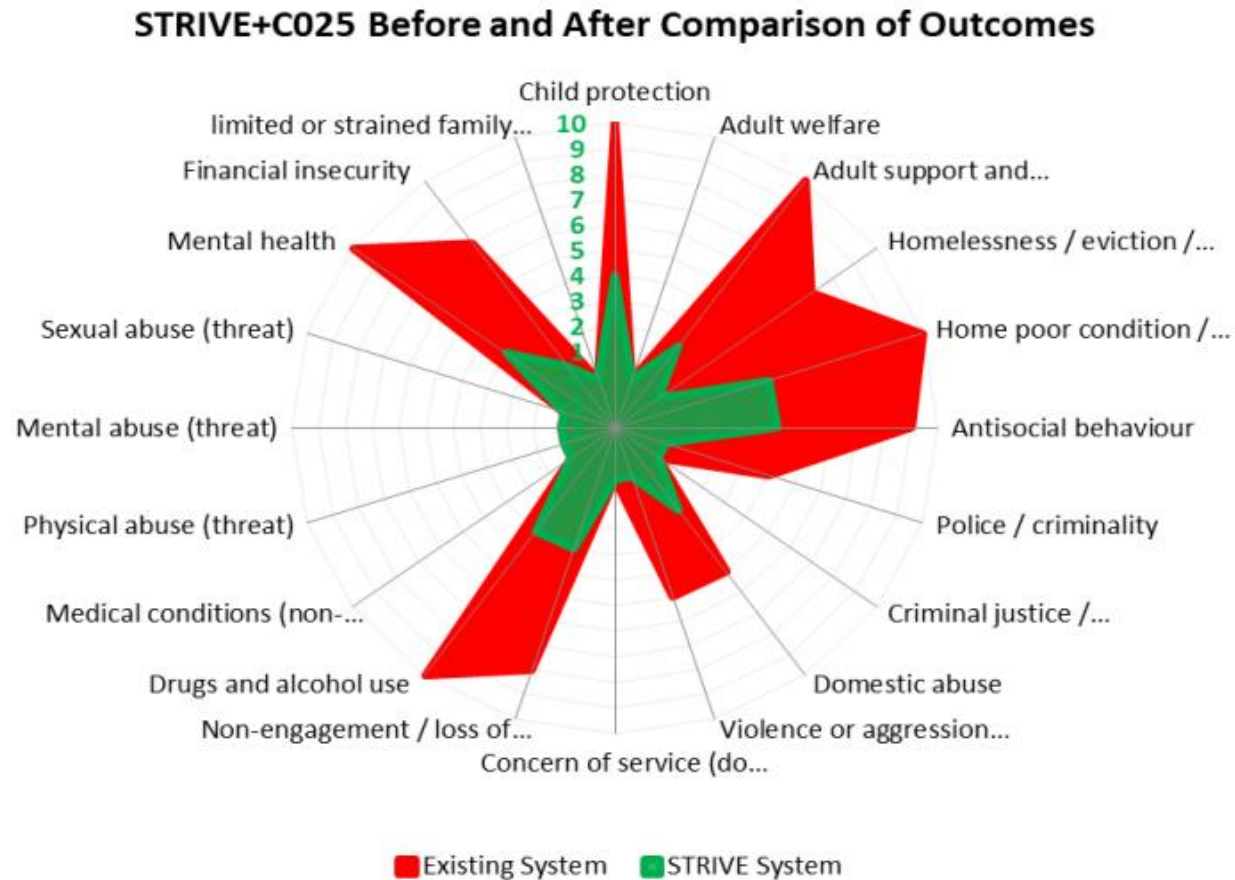
Rather than being a reactive service that takes referrals, the STRIVE team wanted to intervene earlier. To do this, members of the team were asked to identify individuals they had concerns about but were not currently a priority (several STRIVE clients are identified using the Police's Vulnerable Persons Database). Cases are then screened by the STRIVE team.

STRIVE differs from a traditional referral system and invites services to their screening meetings where they can explain the situation and agree an intervention plan. They will then continue to work with all agencies involved and with the customer to ensure the customer gets the relevant help.

The STRIVE team make consistent and persistent effort to engage with customers. Support is focused around building a good relationship with people and families.

Clackmannanshire STRIVE

Diagram 5: Before and after comparisons of outcomes

STRIVE+C025 Before and After Comparison of Outcomes

(Radar chart axes, clockwise from top: Child protection, Adult welfare, Adult support and…, Homelessness / eviction /…, Home poor condition /…, Antisocial behaviour, Police / criminality, Criminal justice /…, Domestic abuse, Violence or aggression…, Concern of service (do…, Non-engagement / loss of…, Drugs and alcohol use, Medical conditions (non-…, Physical abuse (threat), Mental abuse (threat), Sexual abuse (threat), Mental health, Financial insecurity, limited or strained family…)

Legend: ■ Existing System ■ STRIVE System

Success factors:

- The ability of the STRIVE group to meet and discuss cases daily as many customers need immediate help.

- A direct and fast response from the STRIVE team and where 'other' services were required they are asked to engage with STRIVE and the client rather than a referral being sent.

- The STRIVE team made consistent and persistent effort to engage with customers and build trust. This led to numerous customers engaging with services that in the past they had refused.

- The co-location of the STRIVE team allowed them to 'gel' and learn about each other's roles and began to understand different perspectives.

- Fast information sharing and being able to discuss cases as a team.

Clackmannanshire STRIVE

Did it work?

From February 2020 to March 2021, the STRIVE team supported 138 customers and their households.

Achieving these results required a clear vision of purpose, strong commitment, leadership, resilience, and a willingness to try a different approach to the design and management of work.

The most common outcomes for customers were:

- Improved financial security

- Prevention of homelessness

- Reduction in police involvement

- Reduction in the use of drugs and alcohol

- Improvement in mental wellbeing

Did it save money?

There have been some studies that have shown that early intervention leads to a reduction in cost over time, particularly in terms of mental health, alcohol and drugs misuse, and homelessness. Three research studies were used to provide the baseline measures for potential savings for the STRIVE evaluation and using an in-depth analysis of thirteen STRIVE case studies and extrapolating the figure to the overall population, **STRIVE was estimated to save £66 million**.

The estimated saving figure is based on savings over the lifetime of the 138 STRIVE customers and assumes that some will go on to obtain jobs and live longer more productive lives due to the early intervention of the STRIVE team. Unfortunately, there are many variables to account for and the margin of error is wide. Nevertheless, this measure can be useful when considering the overall picture for budget spend and policy decisions.

East Ayrshire Vibrant Communities

East Ayrshire Council's Vibrant Communities approach is a service/department but not named as such. The aims has been to embed this service in community life, taking an asset-based approach to community development, underpinned by local people.

They found that citizens were finding it difficult to access and navigate their services and that there was a wealth of skills and talents in the local community that could be harnessed to raise community capacity and resilience.

Vibrant Communities was set up to work "with and for" local communities rather than "doing to" them and aims to balance the relationship between those who deliver services and the people who use them. It takes a solutions focused approach to working with communities.

Since it was established, the structure has been re-designed to include services such as greenspace and street cleaning to create the Cleaner, Greener, Vibrant Communities service.

Over 100 staff are hosted by the service from all over the council, such as education, community leisure, legal, estate surveyors. Staff are hosted by the service, which directs their workload and provides HR, but their budget sits within their original or 'traditional' portfolio. The service can move and use roles in different ways to suit the needs of communities.

East Ayrshire Vibrant Communities

Vibrant Communities has built an ethos of looking at the person, not the problem.

To do this, they have found that fostering leadership at all levels has been key.

There were some initial challenges in getting staff on board with this new way of working, but they found the solution was to invest in staff skills and development.

The service provides six development days per year for each team (four whole service development days and two team development days) and identifies specific training, e.g. coaching conversations, to give staff opportunities for enhancing their skills and development.

Their lessons learned include:

- Giving up some power and control to communities – the role of public servants is to serve

- Equalising relationships – we are all citizens and neighbours

- Connection cost nothing – connecting people (employees with other employees, staff and citizens) costs nothing

- Everyone is a leader – we need leaders on the ground in order to sustain this model. It can't all be done from the top

East Ayrshire HEART

The HEART (Helping Everyone at the Right Time) model is a new approach to helping children, young people and families in East Ayrshire.

It aims to make support available at an early stage, in the communities where people live and is intended to stop people having to wait for support and being passed from one service to another.

Phase 1 of the model is to establish multi-disciplinary teams from a range of services,
including Social Work, CAMHS, education, early years, school nursing, health visiting, Vibrant Communities, and allied health professionals.

There will be six new MDTs that cover each secondary school catchment area. The MDTs will discuss general issues and themes relating to the community and how best to help specific families.

Shetland Anchor Project

Shetland Council's Anchor Project aims to empower and support families to tackle problems before they develop into crisis.

The objectives of the Anchor Project have been:

- To facilitate family-led problem solving through direct support to families

- To record and share learning on barriers and opportunities to family-led problem solving and the value of early-intervention.

- To demonstrate the potential value of systems change and facilitate system change by simulating either small incremental changes or step-change in service delivery in existing services.

The Anchor Project is supported by a Project Board with representation from Police Scotland, Shetland Islands Council, the NHS and the Third Sector.

The Anchor Project started in one primary school but now covers three school clusters. It is a time limited project aimed at supporting 30-40 families for the duration of the project.

Designed to support families who are not managing well, but do not require statutory services. Key elements:

- Informal support led by each family

- Empowering families

- Asking families about their goals (short, medium and long-term)

- Ability to return to support at any point

- Mainly about support to access services and signposting

The following case study and service illustrations shows the trajectory of a struggling family and the services that respond both from a crisis response viewpoint and an early action response. The illustrations highlight the key service implications that the Anchor Project has found for both approaches.

Case Study 1: Four-year family timeline and indicators of need

	Year 1	Year 2	Year 3	Year 4
Whole Household	Overdue rent and school dinner payments	Housing condition deteriorates Occasional food bank usage		
Mum	Family and friends observe mum is living with low mood and is self-medicating	Reliability problems at work Relationship with ex-deteriorates	School has concerns about mum's lack of engagement with child's plan	Problem alcohol use
Eldest Child Timeline age: 9-13 years		Poor nutrition and behaviour change observed at school and sports club	School observes inappropriate clothing and ill-health	Challenging behaviour at home and school Child self-reports smacking at school
Middle child Timeline age: 7-11 years		Presenting well at school	School observes inappropriate clothing	Displaying anti-social behaviour Incident at youth club involves police
Youngest child Timeline age: 2-6 years	Health Visitor milestones met	Presenting well at pre-school nursery		

Service Illustration 1: Four-year crisis support response

	Year 1	Year 2	Year 3	Year 4
Potential service responses in current system of support	GP prescribes mum anti-depressants Housing and school staff try but fail to contact mum to discuss debt issues	Child's Plan developed by school for eldest child and additional support for learning provided Mediation with ex-partner over Child Maintenance and access Council begins debt recovery process	Specialist services assess eldest child for ADHD Voluntary referral for Social Work leads to family support worker but mum's engagement is inconsistent	Child concern form on middle child sent to Social Work due to youth club incident Child protection investigation (social work, police, health) into alleged smacking leads to case conference that looks at all three children Voluntary child protection plan agreed, referral made to Children's Reporter Befriending supports middle child Mum gets support to enable her to meet child needs
Estimated resource hours	5 hours	40 hours	65 hours 184 hours	

Service Illustration 2: Four-year early action response

|	**Year 1**	**Year 2**	**Year 3**	**Year 4**
Potential service responses in early action system of support	As before: GP prescribes mum anti-depressants As before: Housing and school staff try but fail to contact mum to discuss debt issues Early action: School refers family to Anchor or equivalent. Listening and relationship building leads to emotional and practical support, including a plan to address immediate financial issues and identification of sources of support	As before: Child's Plan developed by school for eldest child and additional support for learning provided As before: Mediation with ex-partner over Child Maintenance and access Council begins debt recovery process Early action: Family returns to Anchor or equivalent for support and further emotional and practical support is provided. Signposting is also provided	No further statutory intervention Early action: With challenges addressed, family can use support from family and friends to access opportunities that enable them to move towards a family that thrives	No further statutory intervention
Estimated resource hours	33 hours	49 hours		

Shetland Anchor Project

Figure 1 is a simplified representation of the expected investment trajectory of the two service approaches over a four-year period, such as the period described in case study 1.

The Anchor Project found that **every one hour of early action support could replace 3.5 hours of crisis intervention**.

Figure 1: Service resource implications
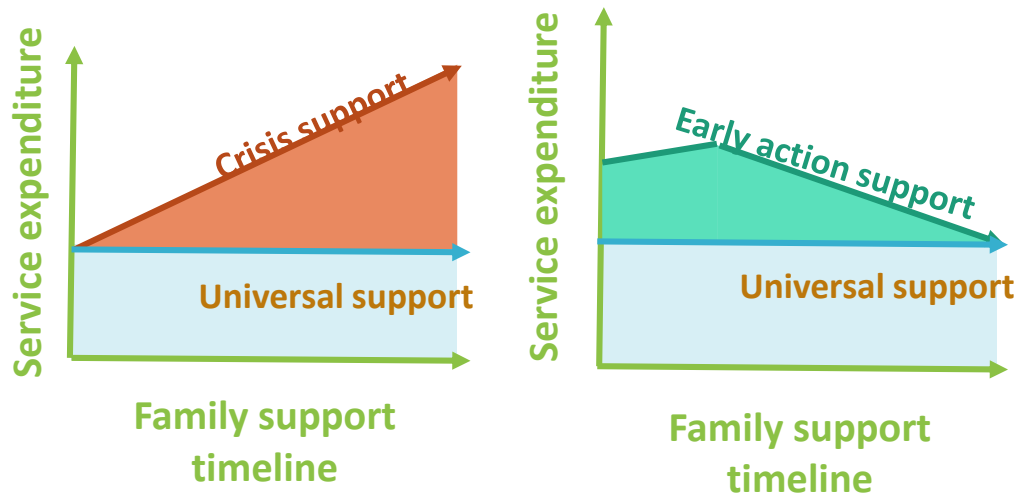
The pattern of escalating expenditure in the graph on the left is a common pattern in the current system of support, with expenditure peaking at the height of a crisis. The second graph anticipates the likely pattern of expenditure when effective early action is the model of support provided to the family. In the early action model, the peak of support occurs early and avoids escalation towards crisis and flattens and will in time reduce a family's requirement for support services. The rapid response associated with early action is designed to avoid crisis. A person-centred, early action ethos supports individuals to overcome 'bad patches' and aims to strengthen the family and its resilience so that they can better cope with further challenges when they arise

Whilst financial considerations are undoubtedly important, perhaps even more importantly early action is expected to improve family outcomes and therefore limit ongoing need for support beyond the four-year period, further reducing the potential public service costs associated with the family.

Learning Points & Considerations

These case studies illustrate some expamples of positive change being made in local authorities across the UK that demonstrate different ways of working to achieve a no wrong door approach or whole family/holistic people support.

There are some learning points we can take away from this, including:

- Better of use of data can help inform our decision making around resources and can help us better understand our communities

- People aren't a problem to be solved; they have their own skills and talents that we can work with to support them to a better future

- A willingness to try a different approach can improve outcomes for people and families

- Relationships can help us solve problems, internally between services and externally between services and citizens

- A rapid response associated with early action can avoid crisis

- A person-centred, early action ethos supports individuals to overcome 'bad patches' and aims to strengthen the family and its resilience so that they can better cope with further challenges when they arise

Is there anything in these case studies that will inspire you to work differently?

How might this learning lead to a better model of support for people and families in Fife?

References

Community Solutions, LBBD https://www.lbbd.gov.uk/community-solutions

Informal meeting with the Shetland Anchor Project, Social Security and Social Justice Committee (April 2022) https://www.parliament.scot/-/media/files/committees/social-justice-and-social-security-committee/20220425_informal-meeting-with-shetland-anchor-project.pdf

New HEART community teams start today, East Ayrshire Health & Social Care Partnership https://www.livingwellea.co.uk/2022/04/04/new-heart-community-teams-start-today/

Transforming Lives and Saving Millions - Clackmannanshire Council, Systems Thinking http://www.systemsthinkingmethod.com/pdf/STRIVE_Case_Study.pdf

Year 2 Evaluation of Anchor Project, Anderson Solutions (August 2021) https://www.shetland.gov.uk/downloads/file/3474/year-two-evaluation-report

For more information on any of the case studies, please contact Lauren.Bennett@fife.gov.uk.