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Local Area Coordination Process Evaluation

December 2018

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1. Contents

2. Introduction

- 2.1. The Local Area Coordination Approach
- 2.2. The Local Area Coordinator Role
- 2.3. How Local Area Coordination Differs from Existing Roles
- 2.4. The City of York Context

3. Evaluation Aims

4. Methods

5. Implementation

- 5.1. Introduction
- 5.2. Establishing Local Leadership and Governance
- 5.3. Getting Started Design and Preparation
- 5.4. People, Organisations and Partners
- 5.5. Recruitment
- 5.6. Induction and Training
- 5.7. Supporting Materials Supervision and Management

6. Reflection and Points of Learning

- 6.1 Decision-making
- 6.2 Implementation

Appendices

References

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2. Introduction

2.1. The Local Area Coordination Approach

Local Area Coordination (LAC) is an approach that emerged to support individuals with learning disabilities during the 1980s throughout Western Australia. It offered direct family support and sought to ensure that individuals had access to services and experienced social inclusion, developing local collaborations and emphasis on community redesign for service provision. In evolving as a distinctive professional role, the LAC model moved from rural to urban areas across a number of Australian states.

In 2009, 26 of 32 Scottish Local Authorities had Local Area Coordination for individuals with learning disabilities, with a total of 80 Co-ordinators in post (see SCLD, 2010). Post-2010 a number of English and Welsh Local Authorities introduced Local Area Coordination in their areas, within a broader policy landscape that includes the 2014 Care Act, NHS Five Year Forward, the Localism Act, the Well-being of Future Generations Act (Wales) and, inevitably, austerity measures at local and national levels. Within England and Wales, Local Area Coordination has developed with support of the Local Area Coordination Network and the target population has been broader than learning disabilities.

Local Area Coordination must be seen within the broader asset-based initiatives that emphasise people's and communities assets and not simply needs (with other examples including time banks, peer support and social prescribing¹, see SCIE, 2015). The development of Local Area Coordination across England and Wales includes support offered to those who are vulnerable through age, frailty, disability or mental health issues. Local Area Coordination 'walks alongside' individuals to pursue their vision for a good life, thereby lessening the need for formal service interventions. It aims at:

- Preventing or reducing demand for costly services wherever possible
- Building community capacity and resilience
- Supporting service reform and integration.

For individuals, families and communities Local Area Coordination seeks to:

- Reduce individual dependence on services/the state
- Support people to find non-service solutions
- Build supportive personal relationships
- Ensure there is better knowledge of, and connections to, existing community resources
- Improve health and well-being, and self-management of health
- Develop the contribution, confidence, leadership, choice and control of individuals
- Develop more supportive and better resourced communities

¹ Time banks are a means of exchange, where participants 'deposit' in a timebank by giving practical help and support to others, and may then 'withdraw' equivalent support in time. Peer support involves individuals and groups offering knowledge, experience, emotional and practical help to each other (examples include buddy schemes and peer mentoring). Social prescribing or community referral, is where GPs and other members of the primary care team refer individuals to local, non-clinical services.

For the system the aims are:

- To move from a crisis to prevention focus, with local solutions contributing to building social capital
- Shift to a strengths-based, capacity building focus
- To increase choice/range of support and services
- Consolidate partnerships and joint working between Local Area Coordinators and services, Local Area Coordinators and communities, Local Area Coordinators and third sector organisations.
- Build connections with and add value to existing initiatives e.g. Social Prescribing, community capacity building (e.g. Community Facilitators), and micro enterprise (e.g. Community Catalysts).²

At a strategic level, the objectives of Local Area Coordination are to:

- Develop individual and community resilience
- Reduce dependency on service-based solutions
- Make links between services

The majority of LAC initiatives are still ongoing (Middlesbrough an early 2010 'pilot' is no longer in operation; Suffolk Country Council discontinued support in 2018). Newer initiatives are also in development (including Solihull and Birmingham City Council).

Figure 2.1: Local Area Coordination Across England and Wales: Past, Current and Emerging Developments

Local Area Coordination in England and Wales

Birmingham City Council Wiltshire Council Wiltshi

² Community Facilitators promote adult health and well-being through community inclusion and participation (providing information, signposting and support). Community Catalysts is a Social Enterprise and Community Interest Company, supporting the development of community enterprises for health, care and well-being.

A number of formative evaluations are publicly available for Local Area Coordination and are listed in Appendix 1.

2.2. The Local Area Coordinator Role

Local Area Coordination works on the principle of earlier intervention, and is for people in their local community who may be unknown to or ineligible for services, or current users of services. At the heart of the Local Area Coordination approach is the role of Local Area Coordinators, who 'walk alongside' individuals in their communities.

Local Area Coordinators are expected to help people:

- Seek practical, non-service solutions to issues and problems wherever possible
- Access, navigate, coordinate and control services and support if these are required
- Build and maintain valued, mutually supportive relationships
- Understand and nurture their gifts, skills, experiences and needs
- Access accurate, relevant and timely information
- Build a positive vision and plan for the future
- Be part of, and actively contribute to, community life
- Be heard (LACs encourage self-advocacy, advocate alongside people, or advocate for people if there are no other options)

In short, Local Area Coordinators are: 'Supporting our residents to stay strong, safe, well, resilient, independent and connected within their local communities' (City of York information leaflet on Local Area Coordination).

2.3. How Local Area Coordination Differs From Existing Roles

Local Area Coordinators are not linked to a particular service. Rather, they are place-based, defined by geographical areas of around 10-12,000 people. In seeking the best support for an individual, irrespective of where or how this is achieved, they are less constrained by pre-existing service configurations. The Local Area Coordination role hinges on getting to know and building positive, trusting relationships with individuals, families and communities, whilst also being aware of community resources and their current and future potential.

Local people can contact their Local Area Coordinator directly, or can be introduced by friends, family members, neighbours, statutory services or community organisations. At the heart of Local Area Coordination is the support of individuals beginning with a positive joint conversation to identify their vision for a good life and their plans for getting there. This will involve interests and resources (e.g. friends, family, neighbours, work colleagues and community), and identifying and developing networks. The Coordinators must be aware of (and able to 'map') community resources (e.g. individuals, families, communities and services). As a result they may identify gaps in community opportunities and advance partnerships with local businesses, community, voluntary and third sector organisations.

Important points of difference between Local Area Coordination and pre-existing community and statutory roles include:

• The absence of eligibility criteria for Local Area Coordination. The only 'eligibility' condition is that the individual lives in the area (there is no referral pathway or waiting list);

- Local Area Coordination avoids fitting individuals within existing services;
- Local Area Coordinators do not directly provide services;
- Local Area Coordinators develop voluntary relations: the language is one of 'introductions' and 'connections' rather than referral;
- Local Area Coordination adopts a whole-person, whole-family approach that aims to build family and social connections and relationships making use of a person's own networks;
- Local Area Coordination support is not time limited whilst also seeking to avoid dependency;
- Local Area Coordination seeks to build resilience rather than simply signposting (see Broad *et al.*, 2015).

2.4. The City of York Context

The Local Government Association provided funding to the City of York Council (CYC) to develop the Local Area Coordination approach in York. In August 2016, CYC approved the introduction of three Local Area Coordinators. These Coordinators were appointed in Summer 2017 and cover Tang Hall, Huntington and New Earswick, and Westfield wards (c. 10,000 population) (see Figure 2.2 below).

Figure 2.2: Three Local Area Coordination Sites



Source: Author's Own

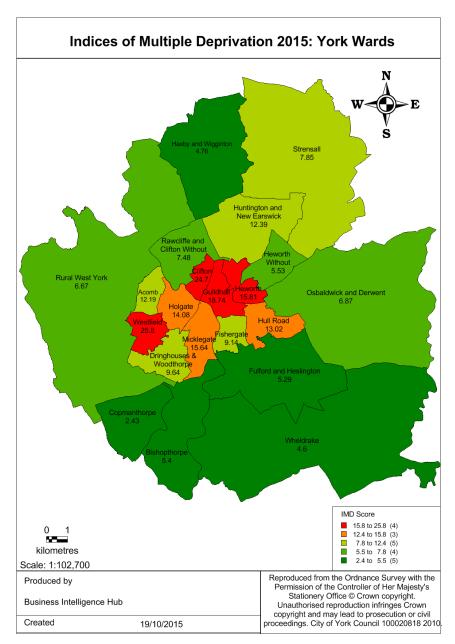
Within York, Local Area Coordinators were recruited in partnership with local communities and expected to be located in accessible local community settings as well as being highly mobile within those communities. Local Area Coordination is overseen by a Senior Leadership Group (see Appendix 2) representing statutory, community and third sector partners and service users.

Across the spectrum of health and social care commissioners and providers, York has seen a range of innovative approaches over recent years (including Care Hubs and Social Prescribing). Local Area Coordinators aim to provide the 'glue' to combine these initiatives into an easily accessible suite of support. York is a relatively affluent city with a capable and skilled population. Analysis by CYC when planning the introduction of Local Area Coordination identified strong community capacity in many areas and the willingness of communities to deliver greater support to residents. However, analysis also concluded that this capacity is not always joined-up, which can make it difficult for people to be connected with the best available support.

York residents generally enjoy better health than the regional and national averages. Nevertheless, there are pockets of deprivation within the city where outcomes are less good (see Figure 2.3 below). The health inequalities within the city increase the risk of people feeling disconnected or isolated, both from the community around them and with the city as a whole.

Given the strength and capacity of the community and third sector, there is great potential for communities to be more self-supporting. However, this sector has sought a steer from CYC on the required community capacity to meet the needs of residents. This led to a broad acceptance that there needs to be co-ordinating capacity within communities to unleash greater flexibility and agility of support services.

Figure 2.3: Indices of Multiple Deprivation Across York (2015)



Source: City of York Council

3. Evaluation aims

The aims of Phases One and Two were to:

- Understand the process of set-up and delivery,
- Document implementation (including structures and resources and whether the programmes activities were introduced as intended),
- The mechanism of intervention; and
- The context of delivery (see Chen, 1996; Lunt et al., 2003).

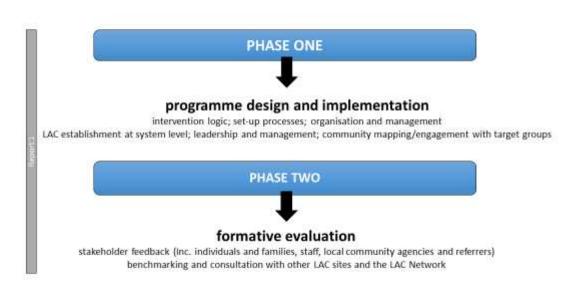
To meet these aims, we examined:

- How Local Area Coordination was established at the system level (recruitment, induction, training and supervision);
- Leadership and management, including the formation of a multi-agency leadership group;
- Community mapping and engagement with target groups.

Capturing these aspects of Local Area Coordination allowed us to assess implementation and to suggest improvements for delivery (useful for both City of York and other Local Authorities contemplating the introduction of Local Area Coordination).

In this first report we discuss the results from Phases One and Two. In a report that follows, we highlight the emerging outcomes that are more summative in nature.

Figure 3.1: Evaluation Aims in Phases One and Two



Source: Authors Own

4. Methods

Ethical approval for Phases One and Two of the evaluation was granted by the Social Policy and Social Work (SPSW) Departmental Ethics Committee at the University of York in March 2017.

Methods for Phase One and Two included:

• Review of policy papers, programme materials and documentation.

We accessed the relevant City of York Committee Paper Report of the Executive Member for Adults Social Care and Health 'Local Area Coordination in York' (25th August 2016), and the initial bid to the Local Government Association. We also reviewed a number of programme documents,³ City of York presentations and LAC information materials

• Interviews: 27 interviews around start-up and implementation with:

- o Local Area Coordinators (interviewed twice)
- Programme Management (City of York Council Managers, Local Area Coordination Network CEO)
- 18 community organisations and professional stakeholders across the three wards.

• Attendance at a number of events.

We observed a range of events: an awareness raising session in each of the three wards; an information evening for prospective applicants; and community assessment panels in each of the three wards.

• Leadership group meetings.

We attended Leadership Group meetings from the early stages of programme design. We had access to all meeting minutes and documentation, including iterations of the Implementation Plan. Ten Leadership group meetings were held between February 2017 and December 2018.

Benchmarking processes with other UK Local Area Coordinators programmes.
 We collected materials from other Local Area Coordination initiatives, conducted site visits and engaged in telephone conversations with LAC programme staff.

³ Including the Local Area Coordination Policy and Operating Framework; Supervision Policy Guidance Notes – Local Area Coordinator; City of York Local Area Coordination Leadership groups – Terms of Reference; and Community Assessment Briefing Pack.

5. Implementation

5.1. Introduction

The Implementation of Local Area Coordination in York had a number of key phases. It is useful to document these phases and here we draw heavily upon the implementation plan that was developed and re-visited at each Senior Leadership Group meeting. Further sources include: interviews with project staff, Local Area Coordinators, observations at recruitment and information meetings, Leadership Group Meetings and stakeholder discussions.

5.2. Establishing Local Leadership and Governance

LAC within York is driven by a Senior Leadership Group including statutory, community and third sector partners, as well as with individuals with lived experience of engaging with services. It includes:

- Councillor Carol Runciman (Executive Member, Adult Social Care and Health)
- Martin Farran (former Director of Adult Social Care Services, City of York Council)
- Joe Micheli (Head of Commissioning, Early Intervention, Prevention and Community Development / LAC Manager, City of York Council)
- Professor Neil Lunt and Dr Laura Bainbridge (University of York)
- Representatives of Priory Medical Group, NHS Vale of York CCG, York NHS Trust, York CVS, and the Joseph Rowntree Foundation.
- Local Area Coordinators were often in attendance at the meetings.

5.3. Getting Started – Design and Preparation

The three LAC localities were identified for Phase 1. There was some pragmatism regarding the choice of initial localities, which had ward level populations of 10,000. For those selected, it was perceived that there was a range of existing community capacity and opportunities to build upon. There was support within the wards, and chosen wards also represented a range of Adult Social Care need. The wards also reflected the mixed political make-up of the CYC.

The decision was made to host Local Area Coordination within the CYC Adult Social Care Department and for them to be managed by the Head of Commissioning (Early Intervention, Prevention and Community Development). This allowed alignment and synergy with other strengths-based teams including Community Facilitators, Yorwellbeing Service, and the CVS Social Prescribing Team. The appointment of Local Area Coordinators was identified early in the decision and implementation process as forming part of a broader strategic shift within the Council to asset-based activity and also place-based working.

5.4. People, Organisations and Partners

Targeting both internal and external audiences, a series of presentations were delivered that described the philosophy and workings of Local Area Coordination. Within the CYC stakeholders included elected members/ portfolio holders/ shadow portfolio holders, and

Leadership groups (Adult Social Care, and Health). Local Area Coordination was also introduced to a range of teams within the Council: health, housing, social care and neighborhood, and Corporate Communications.

A wide range of partners and external stakeholders received information about Local Area Coordination: GP Consortia, Local Community Meetings/Neighborhood Boards (including local citizens), Partnership Board, Police, Fire Service and CVS Voluntary Sector Forum.

5.5. Recruitment

There was a process of agreeing job descriptions and person specifications for the Local Area Coordinator Manager and the Local Area Coordinators. The Local Area Coordinator roles were subject to job evaluation: posts were set at Grade 9, level 1-4, with the expectation that role holders would have experience working in community or statutory settings.

LAC 'community awareness raising' events were organised in each of the three wards, to complement the recruitment process and to promote opportunities for involvement. These events were well attended, with approximately 20 local residents and practitioners at each of the events in Tang Hall, Westfield and New Earswick and Huntington. There was an open evening for potential candidates (attended by 41 interested persons) in order to build awareness of the role, to widen the applicant pool and to provide information on the application and interview processes. There were 38 final applicants for the three vacancies.

The recruitment process for Local Area Coordinators involved an inclusive and co-produced process. The positions were advertised and the recruitment process involved community stakeholders.

Community members involved within the community assessment sessions or panels attended a briefing session that outlined the approach and their role in recruitment. Following shortlisting, a community assessment session was held for each area comprising shortlisted candidates, community members, and CYC staff. Within this community assessment session, exercises explored candidates' ability to work with other people, listen to other people, explain things, get to know new people and include people in group work. Community members and Council staff who were part of these community assessment sessions then scored candidates on these dimensions.

The community assessment panel was followed by a Panel Interview, a smaller group that involved two community representatives, CYC staff, and the Chief Executive of the Local Area Coordination Network. Final decisions were made based on the feedback from everyone who attended the community assessment and who sat on the interview panel.

5.6. Induction and Training

Appointed candidates participated in training and induction activities for three weeks, including an introduction to Local Area Coordination, familiarization with specialist teams, safeguarding, risk and safety, recordkeeping and data capture.

As well as generic induction activities, Coordinators undertook initial community mapping within their own locality to identify existing assets as well as gaps in resources and services. At this point they also began to build and consolidation relationships with relevant individuals and organisations in their wards and City-wide. These key local partnerships included community Hubs, local Churches, local community facilities, local schools, local council officials and local specialist services. They included related Council activities such as Community Facilitators and Social Prescribing. They also included local people and families.

5.7. Supporting Materials Supervision and Management

Supervision and appraisal frameworks were established, and ways of mentoring, working and support discussed. Data and information sharing protocols were agreed for how Local Area Coordinators access information and, in turn, who may have access to their own information. As well as clarifying internal processes, reporting and accountability, there was the development of links with other Local Area Coordinators nationally to provide opportunities for sharing information, experiences, learning and peer support.

6. REFLECTION AND POINTS OF LEARNING

Decision-making

- 6.1.1 Senior Support: Crucial for the introduction of Local Area Coordination has been senior support. This includes elected members at a strategic level: Executive Member for Adult Social Care & Health, and support of councillors within the Community Assessment Process. Support and commitment from senior Council managers is also key: People and Neighbourhoods, Early Intervention, Prevention and Community Development, and Adult Social Services.
- 6.1.2 *Senior Leadership Group*: the group and its constituent membership provided oversight of roll-out and progress review of the detailed implementation plan. Group meetings cascaded knowledge and strengthened ownership across a range of Council stakeholders and partners.
- 6.1.3 Promoting Local Area Coordination: within Council, across external partners, and among local stakeholders. Presentations and discussions in all of these settings promoted understanding of the role and conditions for Local Area Coordination to develop. There are risks of early skepticism including lack of understanding, views of the opportunity cost of LAC and 'pilot fatigue'.
- 6.1.4 *Securing buy-in*: trust, honesty, credibility and integrity of senior support, the fit of Local Area Coordination with wider system reform (e.g. ongoing asset-based activities already taking place across the City), a commitment to communication and engagement, and a long-term vision for change anchored the introduction of LAC.
- 6.1.5 *Programme learning*: York drew on insights and experience of other Local Authorities and the Local Area Coordination Network. Practitioners from Derby City attended York's Information Event aimed at prospective applicants where they discussed their day-to-day experiences. Visits and discussions between senior managers from York and other Local Authorities were common. There was sharing of policy documents and performance systems already in place (including Waltham Forest London Borough Council and Suffolk County Council).

Implementation

- 6.2.1 Raising awareness: it takes time to increase community and public awareness of Local Area Coordination. It may take repetition and diverse approaches to 'get the message out'. Telling individual stories and detailing the distinctive contribution of Coordinators can help.
- 6.2.2 *Language*: how senior stakeholders and Local Area Coordinators themselves frame and describe the LAC vision and activities really does matter. Local Area Coordination was never seen as a 'pilot', the language was of introductions not referrals, the emphasis was on skills, assets and 'walking alongside' individuals. All of this was underpinned by a clear set of principles.

- 6.2.3 Arduous implementation tasks: a commitment to Local Area Coordination involves detailed implementation work. There is perhaps no model per se but a set principles that must be tailored to the local context. Within the City this included raising awareness but also finessing internal processes and systems. For example, the format and role of shared agreements, the place of risk assessments, and how performance activity was to be captured.
- 6.2.4 *Performance monitoring and measurements*: there was recognition that for accountability and service development it was key to develop robust tools to capture and monitor activity.
- 6.2.5 Community Appointment Days: the Community Appointment Panels were extremely positively received by the community participants. The Panels allowed community engagement, fostered community conversations and matched the broader philosophy of Local Area Coordination. Community Assessment Panels should be informed about recruitment outcomes and the successful candidates.
- 6.2.6 Local Area Coordinators. Local Area Coordination is as strong as the Local Area Coordinators appointed. Experience and resilience is vital. Recruiting appropriate individuals is a prerequisite for community and professional stakeholder support. Knowledge of the local community is a significant benefit. However, whilst gaining familiarity with a new area presents challenges these are not insurmountable.
- 6.2.7 *Inducted into their role*: Local Area Coordinators saw induction as valuable to understand the role and the local area. A focus on the practicalities and undertaking role play were just as important as understanding values and principles.
- 6.2.8 Cautious optimism within the community: the introduction of Local Area Coordination was met by cautious optimism by community and professional stakeholders. Clarifying the role, its fit with other strengths-based work, and helping individuals see beyond formal services was acknowledged to take time. There were opportunities to work with isolated and hard to reach groups. Success will depend on how Local Area Coordination is built and its capacity to forge strong relationships. Being in the right place and being visible is crucial, as is integrating with other initiatives and addressing any misperceptions of overlap. Skill in managing caseload and clarifying access criteria will lead to success. Community interests emphasised the importance of earning trust. A minority view was expressed that Local Area Coordination risked diverting scarce community resources and funding earmarked for services and groups.
- 6.2.9 Early and ongoing support for Local Area Coordinators: interviews with Community Groups and Council staff typically reflected that any initial community tensions and misunderstandings began to dissipate. However, early and ongoing support to Local Area Coordinators (supervision, peer support) helped foster role clarity. Flexibility for Local Area Coordinators is both opportunity and risk, and supervision allows this to be navigated.
- 6.2.10 *Durability*: Many professional and community stakeholders saw the importance of Local Area Coordination having longevity. It was felt that short-lived initiatives could prompt cynicism. Local Area Coordinators themselves sought commitment to their

roles. There was a strong view that the need for Local Area Coordination existed, and trust and relationship building would take time among those traditionally reluctant to seek support. In the words of one professional we spoke to: "People have problems, they live with the day to day and they are very private and reluctant to talk about them and ask for help."

Figure 6.1: Summary of Active Ingredients for Set-up and Roll-out



Source: Authors own

Appendix 1: Local Area Coordination Evaluation and SROI Reports

Derby City

Kingfishers Ltd (2016) *Social Value of Local Area Coordination in Derby: A forecast Social Return on Investment*, Analysis for Derby City Council Summary Report. https://www.derby.gov.uk/media/derbycitycouncil/contentassets/documents/adultsocialcare/s ocial-value-of-local-area-coordination-executive-summary-march2016.pdf

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Middlesbrough

Peter Fletcher Associates (2011) Evaluation of Local Area Coordination in Middlesbrough. www.centreforwelfarereform.org/uploads/attachment/318/evaluation-oflocal-area-coordination.pdf

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Waltham Forrest

Gamsu, M. and Rippon, S. (2018) *Local Area Co-ordination in Waltham Forest - A Formative Evaluation*. Leeds Beckett University. http://lacnetwork.org/wp-content/uploads/2018/10/WF-LAC-Evaluation-2018-FINAL-version.pdf

Western Bay Area

Roderick, S., Davies, G., Daniels, J. and Gregory, J. (2015) Formative Evaluation Report 2015 Local Area Coordination in the Western Bay Area: Initiation Review Pilot Site Study: Swansea, Swansea University

Swansea University (2016) Local Community Initiatives in Western Bay Formative Evaluation Summary Report, Swansea University.

 $\frac{http://lacnetwork.org/wp-content/uploads/2017/04/FINAL-Local-Area-Coordination-Evaluation-Report-2017.pdf}{}$

Appendix 2: CYC LAC Leadership Group – Terms of Reference

Leadership Responsibilities/Objectives

- Have responsibility for the effective and timely design, development and implementation of Local Area Co-ordination in City of York.
- Build a shared vision and action for Local Area Coordination and wider systems change, cultural change and reform.
- Oversee and contribute to the development of systems and supports that will enable effective and sustainable implementation of the Local Area Co-ordination and associated reform.
- Intentionally identify, pursue and complete opportunities for joint working leading to value adding/mutual benefit, reducing service duplication or service conflict.
- Intentionally identify, pursue opportunities for jointly re balancing funds/resources from crisis/service focus to prevention/capacity building/non-service solutions.
- Have responsibility for the effective dissemination of information to all partners in City of York.
- Leadership Group members to be champions for Local Area Coordination in their own organisations/roles and with wider external connections.
- Build a shared understanding of the mutual benefits of Local Area Coordination and actions required to deliver shared outcomes at the individual, family, community and systems levels.
- Ensure confidentiality is maintained when discussing scenarios and personal circumstances of local people.
- Identify and pursue opportunities and partnerships for long term funding of Local Area Coordination from within existing resources within first 12 months.

Reporting

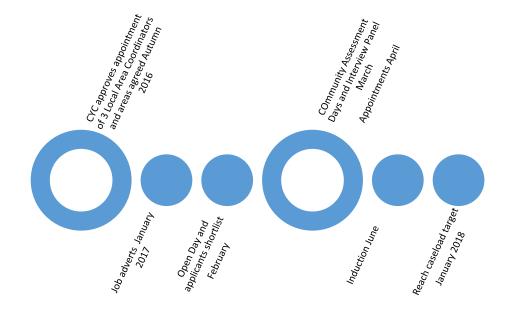
To provide the (identify reporting group) with regular/monthly updates on the progress of the programme.

The Purpose of Leadership Meetings

To create the conditions for:

- Learning conversations that lead to knowledge building, good practice, innovation and identifying/pursuing opportunities for reform, integration and outcomes
- Shared action and accountability
- Effective change leadership
- Joint working
- Timely action, implementation

Appendix 3: Decision and Recruitment Timeline



Source: Authors own

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