

Local Area Coordination

FROM SERVICE USERS TO CITIZENS

by **Ralph Broad**

With contributions from Simon Duffy, Alex Fox, Brian Frisby,
Patrick Graham, Carol Taylor and Neil Woodhead



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Coordination can support people to pursue
their vision for a good life, build stronger
communities and help reform care services
in England and Wales.**

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Carol Taylor is Local Area Coordinator Development Manager in Middlesbrough. In a varied career she has had many different roles and is committed to bringing about change in local government and to better enable people to achieve their own goals (pictured with Brian Trodden of Erimus housing).

With a big thank you to Eddie Bartnik:

I was working as a member of a locally based specialist community team supporting people with learning disabilities when Local Area Coordination first started in urban areas of Western Australia, having initially started in country areas a number of years before. At first, it felt quite alien and a threat to our ways of working and our hard earned status as “experts”.

When I heard Eddie talk about Local Area Coordinators and started to work alongside them in our local communities, both as a member of the specialist team and later as part of a local community organisation, I was truly inspired. It not only made a real difference for local people, but it also influenced the way we worked as “professionals” in the system and as an organisation in the “not for profit” sector. We started to think and act differently.

Eddie has subsequently provided inspiration, leadership and support to people across Australia and internationally to think and act differently and to focus on what really matters.

Samantha Clark (Inclusion North) and Paul Davies (VPST) supported in making it possible to bring Eddie to the UK for a number of workshops across the northeast and northwest in 2008 – this was the start of the journey of Local Area Coordination becoming a reality in England and Wales.

Finally, I like to think of Eddie as a colleague, mentor and friend. I wish to sincerely thank him for his support, passion, clarity and vision that has helped me to focus on what's important, to keep the "fire in the belly" alight and to continue to reflect on the positive vision and assumptions, core values, principles and opportunities of Local Area Coordination.

Local Area Coordination provides the opportunity to shift the focus from people as "passive recipients of social care" to people as valued citizens, irrespective of service labels, who have gifts, assets and contributions, and communities as inclusive and welcoming places to live that have abundant resources for mutual support and practical solutions.

Eddie is now the inaugural Mental Health Commissioner for Western Australia.

Thanks, Eddie.

Ralph Broad

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Summary and Preface

Summary

Local Area Coordination (LAC) is a powerful innovation in the way in which communities ensure everyone has enough support to be a full citizen. It reverses the current pattern, in which the current welfare system starts by providing services and then often ends up by cutting people out of their own communities.

Local Area Coordination:

Starts at the start - a Local Area Coordinator, from within their own local community, provides information, advice and support to help people solve their own problems.

Asks the right questions - instead of focusing on deficits the Local Area Coordinator helps people focus on their own vision for a good life, building on their own assets and relationships.

Acts as a bridge to community - the Local Area Coordinator builds real relationships with people, the local community and its multiple resources, spotting and creating new opportunities.

Transforms local systems - the Local Area Coordinator helps people make good use of necessary services and helps to transform the impact of services on local communities.

Local Area Coordination is built on 7 powerful principles:

- 1.** Citizenship - with all its responsibilities and opportunities
- 2.** Relationships - the importance of personal networks and families
- 3.** Information - supporting decision-making
- 4.** Gifts - all that individuals, families and communities bring
- 5.** Expertise - the knowledge held by people and their families
- 6.** Leadership - the right to plan, choose and control your own life and support
- 7.** Services - as a back up to natural support

Local Area Coordination has had a powerful and positive impact in Australia and is now being tested and developed in other countries, including England and Wales. If used with integrity it could become an essential element in a reformed welfare system.

Preface

by Alex Fox

How can we effect radical change in a care and support system which is suddenly starved of money? Perhaps an equally valid question is, “How can we not?” This second question does not only have to be asked by incurable optimists or ‘smaller state’ zealots. But it can only be asked if we genuinely believe that there are ways for communities to face their challenges which aren’t entirely reliant upon services.

A call for radical system reform in the teeth of recession also only makes sense if change does not rely upon funding pilot projects and new initiatives. The kind of change which is feasible now needs to use existing state resources in different ways. But more importantly, it needs to be based on the skills, gifts and resources that individuals, families and communities already bring. This is not an argument for laissez-faire policies. It is a recognition that, even in times of plenty, the contribution governments make to our lives is always limited. Witness the more than £100 billion of care that is contributed by unpaid family carers - despite the lack of support and recognition that many experience.

Local Area Coordination (LAC) is now at the core of care and support in Australia, after twenty years of development and numerous evaluations. Someone who has worked in Australia and the UK remarks upon the fact that outcomes in Western Australia are better than those in the UK, despite the fact that even a recession-hit UK is still better resourced than Western Australia has ever been. LAC is a way of recognising that people are not passive “clients”, “service users” or “customers” of a social care system. It puts professionals in new roles: working alongside people. Local Area Coordinators have a remit to nurture local solutions and keep people strong. They help people to access services where they are required, but they see services as the last thing to consider, not the first.

LAC is not an initiative to ‘drop in to’ the existing system, with its preoccupation with gate-keeping services for those deemed needy and vulnerable enough to qualify. It is best used as a way to transform the whole system, starting by moving the “front end” of the service system from “assessment, funding and services”, to diverting people from the service system; building their capacity to become more self-sufficient and to stay strong.

People who use services, or feel they may soon need to, are scared. In many areas, particularly areas with the highest poverty indices, they see long-established services being cut. In place of those services, policy makers talk of their aspirations for charities to ‘step up’ and their belief that there is a ‘Big’ or ‘Good’ society out there, if only we could find it. LAC recognises that people and communities who have always relied upon services rarely create new networks of support or find new forms of self-reliance in isolation, and that services will remain necessary for some people, some of the time. But if people have the right allies, who have an overview of what exists already in an area, the time to foster new solutions and connections and an unswerving belief that everyone has something of value to contribute, then even a period of cuts in terms of money, can be a period of abundance in terms of creativity.



Introduction

Introduction

Local Area Coordination was originally developed in Western Australia in 1988 to “build individual, family and community self-sufficiency so that individuals with intellectual disability can choose to live with their families, or in their local community without compromising their quality of life.”

In practice this means embedding a Local Area Coordinator within a small geographical community to support 50-65 individuals and their families. The Local Area Coordinator offers a single point of contact and helps people solve their own problems and build a good life as a member of their own community. In other words Local Area Coordination starts in the right place - the start - it does not wait for problems to grow too big, it does not encourage dependency on service-solutions. It begins by helping people to be as strong and as connected as soon as possible - preventing problems and crises.

This is not just a structural change, it is also the practical application of a powerful set of values. Local Area Coordination is rooted in a tradition that does not see people as fundamentally needy. Instead it starts with the assumption that people have gifts and the right to shape and control their own life and the expression of those gifts in community. This means putting each person at the centre of decision-making and working with the individual and family to pursue their vision for a good life as part of their community.

Too often services do not just undermine the individual's autonomy they also fail to recognise the wealth of possibility that exists in local communities. Local Area Coordination is not just embedded in community it is one way of building stronger communities. It helps people recognise what is already present but helps develop new opportunities.

Local Area Coordination builds on all that is best in social work and fits the aspiration of many services to build capacity. As such, it should be critical to any reform of social care and health services. Putting strength-based, preventative and capacity building approaches at the front of the system should help to connect and to reshape human services, to make them more personal, flexible and efficient. This will have a powerful impact across the whole system.

In the following four chapters we will explore each of these four elements of Local Area Coordination:

1. Starting at the start - reversing the crisis-led pattern of the current system
2. Building on assets - helping people solve problems, their own way
3. Connecting to community - identifying solutions that can be created within community
4. Transforming the system - changing the whole service system around these positive values

We will then end by exploring some of the outcomes associated with Local Area Coordination and offer some thoughts for those in England and Wales who are now beginning to express interest in the idea.

VISION STATEMENT

Local Area Coordination is underpinned by positive values, principles and assumptions about local people and our local communities. This includes the Local Area Coordination Vision (Bartnik, 2008) that “All people live in welcoming communities that provide friendship, mutual support, a “fair go” and opportunities for everyone, including people vulnerable due to age, disability or mental health needs and their families.”

Furthermore, the Local Area Coordination Charter aims to “develop partnerships with individuals and families as they build and pursue their goals and dreams for a good life, and with local communities to strengthen their capacity to include people vulnerable due to disability, age, mental health needs or sensory impairments as valued citizens.”



1. Starting at the start

1. Starting at the start

Local Area Coordination is a systematic effort, organised and led by public bodies in partnership with local people and communities, to ensure that people can prevent their ordinary needs from becoming major problems, avoid crises and support themselves to maintain and strengthen their everyday citizenship.

The Local Area Coordinator supports 50-65 individuals and their families who live in a defined local area. They provide a local, accessible and single point of contact for people of all ages who may be vulnerable due to age, disability or mental illness. They are the “front end” of the service system. They work by helping people to identify their own vision for a good life and ways to achieve it.

Local Area Coordination (LAC) is an approach that recognises and supports the value of individual gifts, skills and assets, the powerful and positive role of families and relationships and the contribution that local communities can make as alternatives to professional health and social care services. It provides a foundation for helping people to stay strong and to be valued members of their local community.

LAC turns the existing system on its head and drives positive cultural change across the whole system; for it puts a greater emphasis on:

- Recognising the gifts, assets and contributions of local people
- Building stronger and more inclusive communities
- Promoting citizen and family leadership
- Working with communities to support inclusion and mutual contribution
- Planning for the future, staying resilient and well-connected
- Supporting people to achieve their fundamental aspirations

This is a fundamental change in both organisation and values. It is based on carefully developed models and practices. It is not achieved by simply renaming existing systems or by organisational restructuring.

A new and focused role

LAC is an innovative approach that integrates a range of existing roles (usually provided by a range of different people) and delivers them locally in partnership with local people and communities. Too often the current system (see Figure 1):

1. leaves people in isolation as problems grow
2. only reacts when there is a crisis
3. waits until people’s needs climb above the eligibility threshold
4. segregates people within services, cut-off from their community

This system drives up costs and reduces the chances of good solutions that build citizenship and stronger communities.

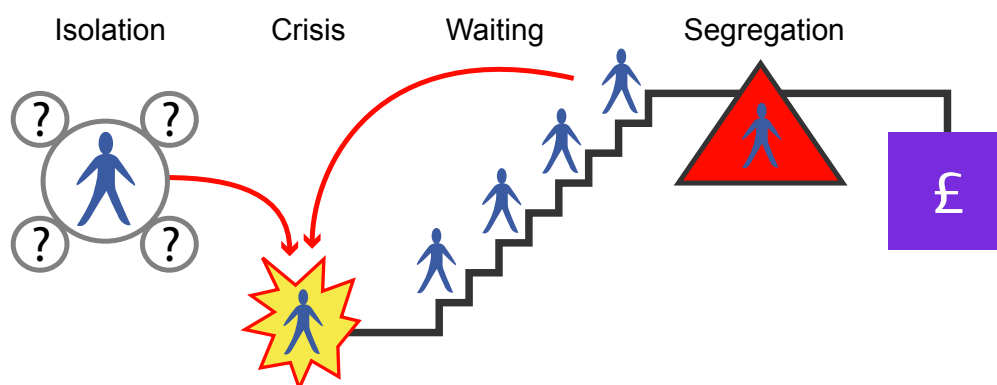


FIGURE 1. The typical service response to need

LAC reverses the standard pattern of delayed response. Instead, the Local Area Coordinator focuses on developing a trusting, ongoing relationship with local people (person by person) and with their community. They work pro-actively to support people to stay strong and support the development of solutions that don't require professional services.

Building on a real relationship and a real presence within the local community the Local Area Coordinator will (see Figure 2):

1. help people identify their strengths and capacities to solve their own problems
2. provide practical assistance to ensure crises are overcome or avoided
3. help ensure people achieve their legitimate entitlements
4. support people to maximise their contribution as citizens

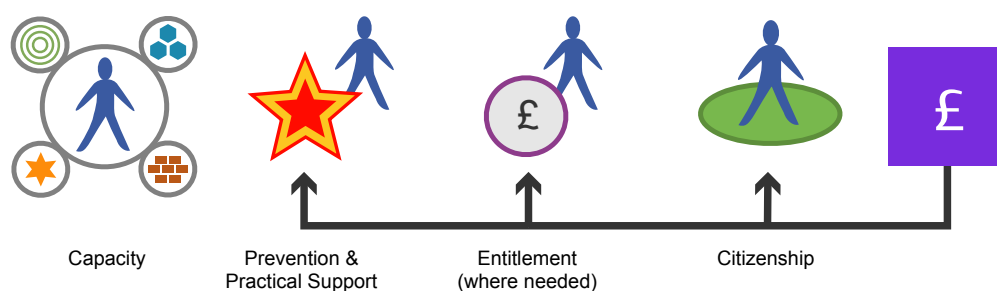


FIGURE 2. Local Area Coordination preventing need

Eddie Bartnik, who originally developed Local Area Coordination in Western Australia, described it as an approach that “turns the traditional system on its head and changes the power balance. Rather than fitting people into a predetermined menu of services, support is built one person at a time, in the context of their family, friends and community. The focus is on choice and control for individuals in decision making.” (Bartnik, 2008).

A LOCAL STORY – GETTING STARTED IN DERBY CITY

BY NEIL WOODHEAD

Neil is the newly appointed Social Capital Development Manager and has been leading in the design, development and implementation of LAC in Derby City.

Six months into the implementation of the LAC programme in Derby it really feels as though momentum is building towards the launch of something that has an opportunity to make a difference in supporting vulnerable people living in our community. We are still a few weeks away from appointing our first Local Area Coordinators but already it feels as though by having different conversations with people opportunities are starting to open up.

There are a couple of things over the course of the past few months since I took over project lead for the LAC project in Derby City that have struck me and that I would like to share:

It has to start with relationships and meaningful partnerships


In the same way that people can only thrive as individuals if they have the opportunity to connect with other people, projects such as this can only thrive based on the quality of the relationships and the connections made; and those connections must be wide reaching and inclusive.

The best way to demonstrate this is to give an example from two days in my diary last week. Over the course of those two days, I spent time with a family from one of the project sites talking to them about their life living with services, community development opportunities and the world in general. I then met with colleagues from Derby University to think about how best to evaluate the LAC project locally and how the University might think creatively about investing the social capital it holds. I attended a steering group, a neighbourhood board, a regional event on building community capacity and finally met with colleagues within the Primary Care Trust to think about how LAC might support the work of their Health and Well-Being Board.

To make sense for the citizens of Derby, the LAC project has to help join these service silos up, support joined up thinking and reduce duplication. All based on asking the right questions:

- What do we mean by community?
- People want to share their gifts and talents we just have to help them find the space.
- It's about more than money.
- Thinking outside of services is hard to do (when you're in them).

One of the biggest challenges I face in this role is to work with others to redefine where and when services should start and stop. I didn't consider myself to be someone that would rely on service solutions until I had the opportunity to reflect on my practice as a result of this project. I now realise how narrow my thinking had been especially when you start to link the world going on in different statutory silos let alone the richness of responses developed naturally within our communities.



2. Asking the right questions

2. Asking the right questions

Local Area Coordination starts the conversation in a different place. It assumes that people, whatever the labels that have been attached to them, have the expertise and the strength to plan and control their own lives and to make a positive contribution to the well-being of their community.

The gifts and assets of individuals, alongside those of their family, personal networks and their local community form the bedrock of their vision for a good life. It is this that enables them to overcome any problems that arise. Unfortunately the current welfare system is often not sensitive to this. Typically the current system asks: “What services or money do you need?”

Local Area Coordination (LAC) asks a more fundamental question: “What is your vision for a good life and how you can get there?”

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Citizenship and the good life

Whilst a good life is a very personal and individual matter, it is often structured around seven ordinary but powerful elements that have been called the keys to citizenship (Duffy, 2003):

1. Purpose - a sense of direction that is unique to us
2. Freedom - the ability to shape our life to suit ourselves and our own needs
3. Money - enough financial security
4. Home - a place of our own
5. Help - practical assistance, security and support
6. Gifts - making a contribution
7. Love - valued relationships, friendships and family

It is important to note that citizenship - understood like this - is personal and social (see Figure 3). It must be defined by and through the person. It cannot simply be given to the person. This is one of the reasons why typical services, while often useful, struggle to support people to achieve citizenship.

In particular, they may often mark people as different, and so make it even more difficult for people to achieve the ordinary inclusion that is at the heart of a decent

society. We may even begin to believe that people don't need to have friends, family or community - for they already have a "service".

So many people who use services find that, while their minimal needs are met, their citizenship is sacrificed. Others, who may even find it difficult to access a professional service, still find that they are encouraged to define their needs in terms of the very services they do not receive.

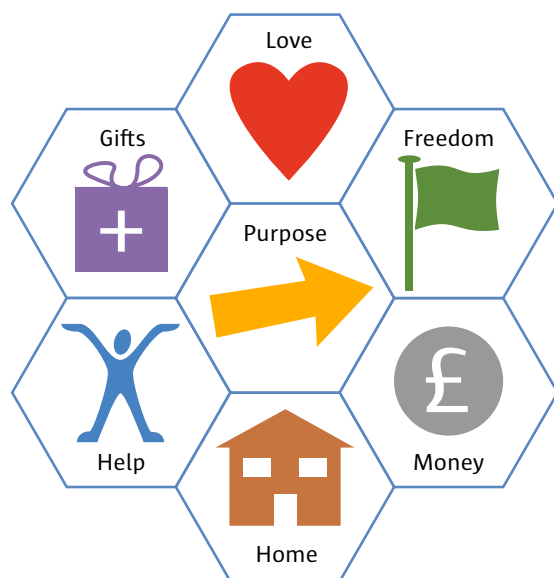


FIGURE 3. A Good Life – Citizenship

From deficits to strengths

We don't just need a change in perspective about the goal - from needy person to citizen - we also need to take a different perspective on the means by which we achieve citizenship. Citizenship is not achieved through services - it is achieved by building on the capacities that we too often take for granted, what Murray calls our Real Wealth (Murray, 2003). The capacities which everyone of us has, but which too often we take for granted.



FIGURE 4. Real Wealth

Our real wealth is made up of five different kinds of capacities (see Figure 4):

1. Gifts - our strengths, skills, interests and even our needs
2. People - those we love, our connections, our friends
3. Community - the opportunities available to use
4. Assets - our time, energy, money, all that we can use to achieve our goals
5. Spirit - our capacity to live with home, to transform, connect and use our capacities

When we ask questions about what people can't do (their deficits), then the solution is often defined in terms of some service that would make up for that deficit. However, if we ask people about what a "good life" means to them and we consider their own vision, gifts and the possible contribution of all those around them, then we find that a whole range of new possibilities are opened up.

Human services should provide the "back up" to citizenship - but they should not take over and they should certainly not define who we are, or dictate how we live our lives.

THE IMPORTANCE OF ASKING THE RIGHT QUESTION – DEVELOPING LOCAL AREA COORDINATION IN MIDDLESBROUGH

BY CAROL TAYLOR

In 2009 Middlesbrough Council seized the opportunity to be the first operational Local Area Coordination (LAC) Pilot in England. Since that time the process of designing, implementing and developing the programme to what it is today has brought with it lots of interesting twists and turns. It is fair to say that the concept of LAC and what that might mean for other well established local authority services (statutory and non-statutory) brought about a mixed reception. Things have changed and LAC Middlesbrough will soon be embedded as part of core service delivery for Adult Social Care.

So, in such austere times what has contributed to the success of LAC in Middlesbrough? For me, as the Development Manager, the fundamentally most important tool we have in the LAC toolkit is the ability to ask the right question. The question isn't hard, it isn't difficult to understand and it isn't overly complicated with jargon or officialese; it's not loaded but it does open up a whole world of possibility and changes the emphasis of power and control placing it firmly with the individual, their families and their community. 'What would make a good life for you?'

This question, for Local Area Coordinators, comes right at the beginning of a conversation. It is the very first question, something to be explored with the individual an insight into their world as it is and their world as they want it to be.

What the LAC team have discovered is the power behind the question, the actual weight of the words. On discussing what has the most impact on local people we agreed that for all of the people that we offer support to, there is a developed, staged response that reveals itself before your eyes.

Firstly, there is a look of puzzlement; a combination of shock at being asked the question, followed by internalisation of the words that have been spoken. The words definitely have the power to stop people in their tracks.

Secondly, a look of thoughtfulness and reflection about what the answer might actually be.

Finally, quite often a realisation that they do not know the answer to the question which, more often than not is followed by tears. The poignant part of all this is that the people we support, for whatever reason, may never have been given the opportunity to think about what would make a good life for them.

The answers we get don't involve winning the lottery or becoming a millionaire overnight. They can be as simple as being able to leave the house, to stay in their own home for as long as they can and to live the rest of their lives with as much independence as possible. It often takes time for an individual to think about what the real answer to the question is for them. This is where a Local Area Coordinator can help support people to determine and express their goals in such a way that they are measured, achievable and can be realised. Vocalising the answer makes it real, makes it possible.

LAC focuses on the strengths and talents of individuals and communities and the natural supports that are available to individuals rather than negatives and deficits, services and money. Asking the question 'what would make a good life for you?' opens up an avenue for conversations that may never have been had. Local people have reported to us that where traditional services have been tried previously they have either become overwhelmed with agencies and professionals they may not have necessarily wanted who try to 'fix' them, that often they don't feel listened to, heard or that anyone really cares, or is interested enough to help them achieve a life that's good for them.

LAC has helped individuals to become more confident in their own ability to achieve, building self esteem and changing attitudes to what getting involved in community life might actually mean for them. Helping communities to help themselves.



3 Bridge to community

3. Bridge to community

The Local Area Coordinator takes the time to get to know people and build positive, trusting relationships. This relationship enables them to provide support that is flexible and responsive, and fits the context of an individual's family and community life.

Although real life practice is not linear it is possible to identify a series of critical tasks (see Figure 5) that the individual or family will lead, but which the Local Area Coordinator can support:

1. Develop their own vision for a good life
2. Recognise their own strengths and real wealth
3. Get information about what is available
4. Make use of and build on their own networks
5. Strengthen their voice
6. Take practical action for change
7. Create new opportunities within the community
8. Use local services and personal funding where relevant

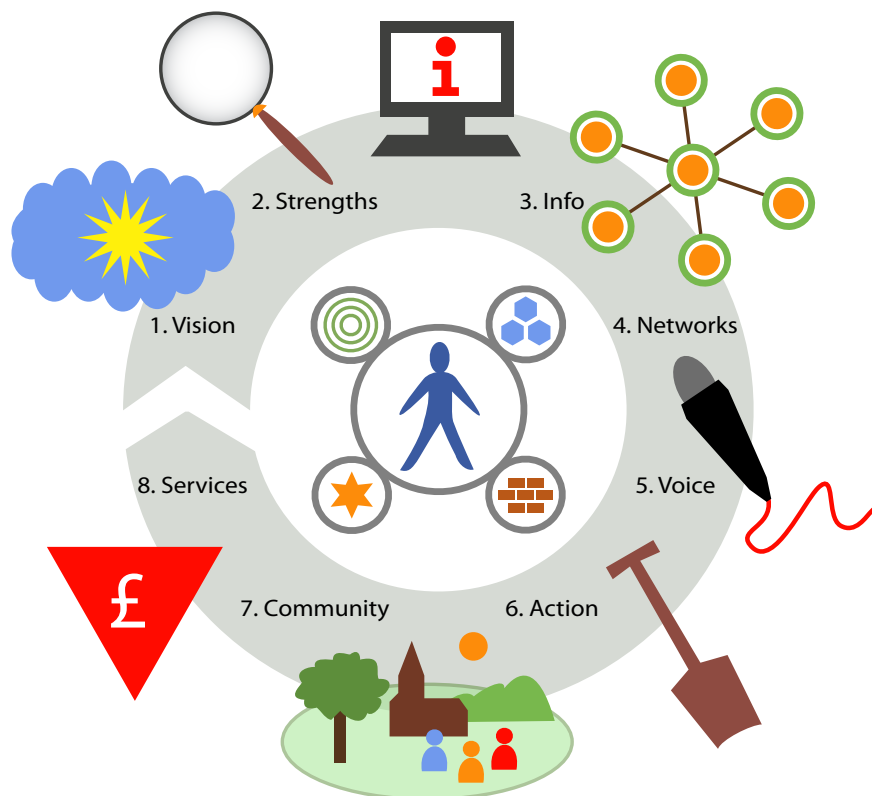


FIGURE 5. LAC in Practice

This is skilled work and it is work that integrates many of the skills that may be found in other service roles:

- information and advice work
- community building
- personal network development
- community asset mapping
- brokerage
- support planning or person-centred planning
- advocacy
- community based social work
- service coordination
- community development

However what makes the Local Area Coordinators' (LACs) role unique is the combination of these roles and that tight connection to a limited number of people in a geographical community as a single, local, accessible point of contact. As such the role demands an integration of different approaches, precisely because it is not being spread over too wide an area or being disconnected from real communities.

Embedded in communities

Local Area Coordination does not operate a “referral” process; this would reinforce the power imbalance between the professionals and the citizens. Instead, people drop in for a chat, make contact with LACs after hearing about them through friends or from their GP or other services. This real and everyday presence in communities - in places that are easy to access - makes them so different to ordinary services.

The relationship is central

A consistent and vital aspect of Local Area Coordination is the central importance of the relationship between LACs, local people and the community.

LACs work to develop a long term, valued relationship and partnership with local people, their families and the local community, developing an understanding of personal and community visions for the future, assets that everyone brings and opportunities for building strength together.

LACs listen, learn and assist people to plan, pursue their vision for a good life and have greater control over their lives and to contribute to their local community. Studies have repeatedly reinforced the importance to local people of the long term, accessible and “face to face” nature of support.

People highly value having someone alongside who will:

- take time to get to know them well
- listen, rather than tell or judge
- be accessible and approachable
- explore issues and possibilities together
- help people to find their own solutions, rather try to “fix” them with services
- help imagine and plan a better future, rather than assess for services
- do what they promise

Local people and families place great importance on the development of a relationship based on trust, respect and openness. It is the real integrity of this relationship which enables new and creative engagement with communities. For the Local Area Coordinator is a member of the community - as well as a representative of government.

Finding the right people

Although the role of the Local Area Coordinator is rewarding it requires people with the right qualities, skills and attitudes.

These include:

- a “can do” approach - displaying creativity and the ability to take the initiative
- local knowledge and a real commitment to local people and communities
- someone living in the area - embedded in the community
- good at building relationships with people
- the functional skills to do the job

So this is not just a job for anyone. It is a job that requires definition and careful processes for recruitment and support. Local people should be involved in appointing the individual and there must be ongoing attention to monitoring quality and outcomes including: clear role specification, training, supervision, appraisal, feedback and evaluation. As with any professional or community role or initiative, the role is only as good as the person doing it.

Local Area Coordination is certainly not just an opportunity to re badge existing professional roles. It is not merely community social work or merely service brokerage. It is what it is and it is a role that has been implemented, tested and refined over a considerable period.

In practice LACs come from a variety of backgrounds including: community, education, psychology, therapy, social work, health and nursing, youth work. In their new role they are free from the baggage and restrictions that come with the narrower professional roles - but they can often make even better use of their core training and professional expertise.

This is a role communities seem to really value:

In the final analysis, the strongest advocates for Local Area Coordination have always been people with disabilities and their families, who have valued the more personal and practical aspects of this partnership approach – as well as the emphasis on capacity building rather than dependency. Local Area Coordination gives a strong positive message that individuals are not passive recipients but people in control of planning and shaping their own lives and the support they need to live it.

(Bartnik, 2008)

LOCAL AREA COORDINATION – SUPPORTING OLDER PEOPLE IN THEIR LOCAL COMMUNITIES - STORIES FROM CAM AND DURSLEY, STROUD.

BY PATRICK GRAHAM

Patrick Graham is manager of the new, fledgling Local Area Coordination (LAC) programme in Cam and Dursley (Stroud, Gloucestershire) and has been getting to know local people, the local community and older people.

In Dursley, there is a wonderful mix of people who either expect to solve problems by helping each other (mutual support), or those who expect the statutory services to fix their many and varied problems. Many of those are not well served by the available organisations, which in their own way serve to reinforce the post 1970s professionalised brief approach to the person as a set of deficits, needs and symptoms.

In my experience the listening process that the LAC programme enabled me to undertake revitalised the key point about person centred services – the person as a whole. The other aspect that was an interesting challenge was to forget about the idea of Council services at the outset. In opening my own mind to alternative ideas based on what people said they liked and enjoyed, I was able to work within the community to engage support for the person and also develop a more cohesive aspect of one small part of the community that might better respond to other similar needs.

Common issues facing older people in Cam and Dursley

Like many places, there are issues of older people becoming or feeling isolated and lonely, caught in a cycle of life being on hold whilst waiting for services, increasing pressure on carers to continue caring and increasing risks of service responses or early admission to services.

Whilst very early days, there are some emerging stories of people working together to find new solutions to problems and re building lost relationships.

How the LAC Approach has been different

- We take time to get to know people, their interests, the gifts and personal vision for the future
- Provide relevant, accurate and timely information – enabling choice
- Help people to plan for that future and the different ways they can get there
- Help people to rebuild personal networks and opportunities in their local communities
- Build connections with local GPs and faith groups
- Take time to think of different ways to overcome any issues
- Nurturing mutual support with friends, neighbours and community members
- Use local knowledge and connections with local people, local community services and local resources
- Help to connect quickly to formal services where this is useful

George & Mary

George is 80 and came to Dursley 60 years ago to work in the printing industry. Here he met Mary; 3 children and a Golden Wedding Anniversary later, they live in a park home

in nearby Cam. George and Mary are a close, loving and resourceful couple with a pretty supportive family who enjoyed an active retirement until George developed vascular parkinsonian syndrome a year ago. This has progressed quickly, so that he can now only walk on flat surfaces with support and has little control over his hands and arms. The degenerative condition is also affecting him mentally and George complains about his inability to concentrate to read or properly follow a TV programme. George is also, very understandably, becoming depressed. He knows that his condition is degenerative and is all the more aware of his mortality since a close friend, who has visited regularly since George became ill, died suddenly.

George is determined to stay in his own home and reluctant to allow anyone other than Mary to assist him with his personal care. Mary is exhausted but battles on, respecting his wishes because, just as tellingly, she does not like having paid carers in her ‘territory’.

Crunch point was reached when George suffered a bad fall on the steps into his home. On his return from hospital Mary reluctantly opted to ask for day care and Social Services ‘referred’ the enquiry on to the LAC ‘trial’ running in their area.

It is necessary to be clear that the LAC ‘trial’ to which George was ‘referred’ was only scheduled to operate for 10 very part-time weeks (at this point), so the coordinator was unable to guarantee the availability of on-going support at this juncture.

There is now commitment to the expansion of the LAC programme.

Getting to know George and Mary

Patrick, the LAC, visited George and Mary at home with the simple objectives of beginning to get to know them while helping them to think through and plan what, in the context of their present and future challenges, really mattered to them and needed to be delivered within any evolving support arrangements.

Once clear about these parameters he would help them to generate possibilities for realising these goals. Patrick readily acknowledged the challenges associated with adopting this approach - given that his social services manager day job demanded a disciplined ‘assess, resolve, dispose’ regimen – but was quickly reassured by Mary’s assertion that it made such a difference to be “really listened to” and George’s eyes “lighting up” when given free rein to discuss the things that made his life worth living.

These, it quickly emerged, were his relationship with Mary, his family, his friends and particularly longstanding workmates from his time at the print works, and his passion for rugby (a steadfast ‘Glawster’ supporter at Kingsholm). Over time his links with his Bailey’s workmates had dwindled and his illness had ended his match day trips.

The possibility of re-establishing contact with ex-Bailey’s colleagues was raised and George was very enthused and Patrick quickly appreciated that Mary would be much more comfortable with friends sitting with George or taking him out while she had time for other things. The possibilities of a future trip to Kingsholm, if an invitation to an accessible and heated hospitality box could be elicited, and the beginnings of planning for more support as George’s care needs intensify were also addressed – all very clearly in the compass of the couples’ intentions to “see this thing through, as best we can, together” and, by implication, as far as possible, at home.

What Happened?

Patrick is both connected and a ‘connector’ and, from day one of the ‘trial’ had set out to develop both his network and to connect those he met in doing this. He used this network to very quickly find David, the person who administers the Bailey’s pension scheme and keeps in contact with retirees.

David’s response to George’s story was to volunteer to organise regular “over-eighties” gatherings for retired Bailey’s workmates. These take place at an accessible pub restaurant and have provided valuable life enhancement for four other couples who have their own health and loneliness issues as well as a number of other people who have been fortunate to stay active into later life, some of whom now visit George at home and create opportunities for Mary to have space for other things. Subsequently the ‘trial’ has been validated and a full blown LAC programme is being rolled into Dursley and Cam.

Consequently Patrick has resumed helping George and Mary to make the most of the remaining time they have together. The search for a kind corporate host at Kingsholm continues and may be helped by a more intentional approach to building a support network around the couple. Inevitably formal services will have a larger role to play – links are being made with a local hospice - but within a framework that supports the centrality of their relationship and their roots in their community.

For Mary the Local Area Coordinator has been “a godsend – the first person who has listened and understood”.

4. Reforming the current system

4. Reforming the current system

At a time in the UK when there is significant pressure on public finances and the growing awareness of the value and contribution of natural supports and assets, Local Area Coordination is increasingly seen as one way to build social capital, reform social care and health services and to build stronger communities.

It puts services in the right place. Not as the first response, but as a “back up” to local solutions, mutual support and stronger communities.

Local Area Coordination also fits current policy priorities as set out in:

- Putting People First (DH, 2007)
- The Vision for Adult Social Care (DH, 2010)
- Think Local Act Personal (DH, 2011)

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Personalisation

The primary focus of Local Area Coordination (LAC) is in asking the question “what is your vision for a good life and the range of ways you can get there?” This is exactly the right starting point for personalisation. In fact, by building relationships at the earliest possible point it is all the more likely that service solutions will not come to dominate people’s imagination. If people are supported to identify, build and develop their own solutions as much as possible, instead of services being the primary source of support, we can only begin to imagine the opportunities this presents for making the most of available resources.

Prevention

LAC moves the “front end” of the service system from “assessment, funding and services” to “prevention, capacity building and local, practical solutions.” It diverts people from the service system and instead helps people build their capacity to become more self-sufficient and to stay strong.

Integration

LAC supports people as local citizens, not as service labels. It supports people of all ages and across all services silos. It is an excellent position to help simplify and integrate the complex service system - link together the different silos through one local and accessible point of contact.

Social Capital

LAC connects with, supports and nurtures local community resources and organisations. This is the means by which it helps people solve problems. Unlike almost all other parts of the service system, it sees social capital as the key to meeting needs.

Local Area Coordination:

- supports the local community directly to develop its vision and solve its own problems
- encourages mutual support between local citizens
- helps local people develop stronger relationship networks
- helps connect people to existing resources
- supports families to continue caring

Service reform

A commitment to LAC would also provide a powerful and dynamic tool for reforming the whole system. The interests of citizens and communities are often mute within the service system, instead service interests dominate.

To place LAC at the centre of the system would also help strengthen the energy for reform of all services:

- create opportunities to rethink the roles of specialist and funded services
- increase accountability to local communities and citizens
- identify opportunities for reform, simplification and greater efficiency

In Derby City, LAC has started new conversations about different ways we can support our local communities to stay strong and the ways that services can or should start to change. LAC is starting in two wards and will form the new “front end”, with services moving back a level to become a “back up”.

It initially started as an approach for supporting adults with learning disabilities and their families. However, it was soon apparent that the opportunity for a good life, personal relationships, control and contribution was just as relevant for all members of our local communities. It reinforced that we are all individuals and citizens first, not separated by service labels.

It now also reflects the understanding that relationships, confidence in the future, connection and contribution are all important aspects of maintaining individual health and well being, as well as in building healthy, welcoming, mutually supportive and inclusive communities.

In a very short time new partnerships have developed with local people, local universities, libraries (as a local “hub” for local people), housing associations and across service types. It is early days, but it reinforces the benefits of strong, principled leadership and the commitment to local communities and citizens to making services more personal, flexible and accountable.

LEADING LOCAL AREA COORDINATION IN DERBY CITY

BY BRIAN FRISBY

As part of its adult social care transformation programme, Derby City developed a new personalisation customer journey in May 2011. This included the critical role that people’s ‘social capital’ role could play – and should be encouraged to play – whether they are inside or outside of the social care ‘system.’ The model adopts the same view about people maximising the use of universally available ‘services’ see Figure 6.

The Personalisation Customer Journey in Derby

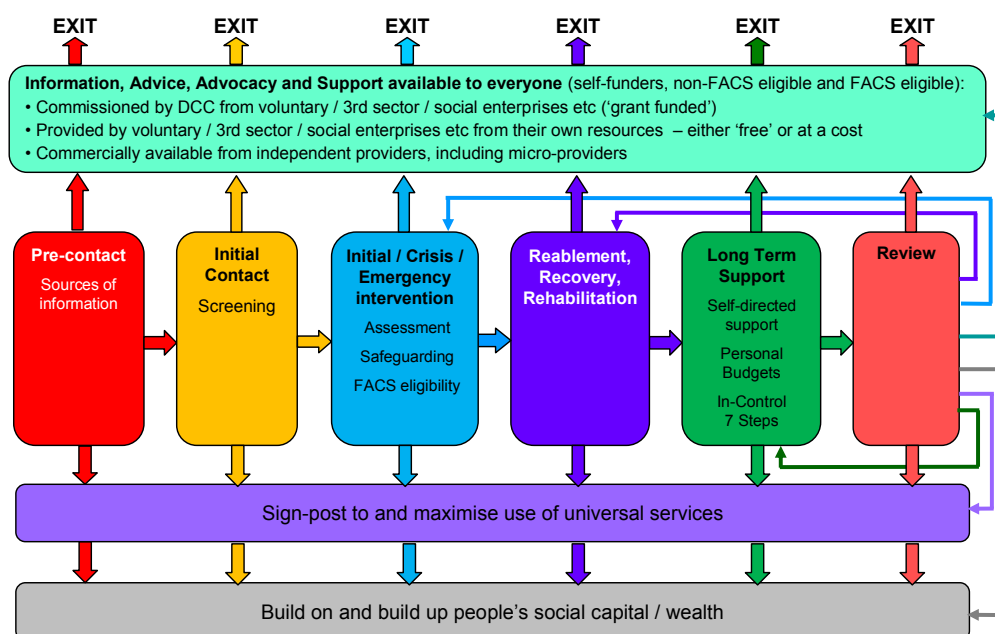


FIGURE 6. Personalisation customer journey in Derby City

Working with the concept of social capital as defined through the national Putting People First programme, the model sees it as essential that any formal adult social care ‘service’ offer should both build on and complement citizens’ social capital where it exists and set out to support them to establish and build up social capital where it doesn’t.

This thought arose out of the experience of many people of working age receiving long term support who do not work, live within a service environment and only have relationships with their family, other service receivers and people paid to support them. In that context, work with ‘younger adults’ is now focusing on supporting people to have their own home, engage in meaningful voluntary work or paid employment and make use of available adult education, sports, cultural and leisure provision. The

intended outcome is that people ‘get a life, not a service’ based on maintaining and establishing meaningful friendships and other relationships.

When the approach was shared with leaders working with people beyond retirement age, there was a recognition that this similarly had much to offer to them as a way of avoiding formal services ‘taking over’ or supplanting what is known as informal support. The interest here is particularly about a way of ‘joining the dots’ between a range of community based, third sector, housing, health and other supports that are universally and readily available, but which people either don’t know about or cannot easily get to work together for themselves, at the individual level.

Local Area Coordination (LAC) is often characterised as being part of the ‘prevention agenda’ and experiences elsewhere do seem to evidence its success in delaying entry into or progress through the formal health and social care systems. But interest in the approach in Derby is not just about slowing down progress through the system, but in its potential to go a significant step beyond this; to push back entry into the formal care system at all and even to support some people to exit the system and ‘get a life, not a service.’ As such, it may be a much more effective means of tackling social isolation amongst older people, improving social inclusion for disabled people of working age, maintaining dignity, delivering real choice and control and strengthening social cohesion – especially, perhaps, within cities.

Perhaps more significantly, demographic trends suggest that the current post war, post Seebohm welfare system is not sustainable. In this context, LAC is a tool that may potentially inform thinking about the next phase of whole systems change. Our approach, therefore, is to start small and think big.


In its intention to begin to deal with the unsustainability of the current system, LAC mirrors health promotion activities and the more fundamental shift to a focus on health and well-being, where ‘well-being’ is not just about physical health, but the whole person. In Derby, Public Health is already located within the Council, with the city being one of the first to establish a shadow Health and Well-Being Board.

LAC will be trialled in two wards in Derby City. One of these has a high BME population who, despite having significant and eligible social care needs, probably do not take up the existing offer. The other is a predominantly white and certainly more affluent ward with a range of community resources.

The trials will seek answers to a number of intentional questions:

- What resources exist within individuals, households and communities that, when known, can offer meaningful opportunities for individuals to maximise their own potential whilst supporting others?
- How does the nature of these resources and the support both compare and contrast between local areas that helps us to understand how to successfully replicate the model in other localities?
- How should the LAC approach be ‘scaled-up’ successfully?
- How do we use the evidence gained from the monitoring and evaluation of the work about expected outcomes and other lessons to make the social policy and business case to drive whole systems change?
- And, in that context, what changes would we need to make to the system – and what would good look like?

We plan to use the answers to these questions to assist us to identify the nature of leadership that we would need locally, regionally and nationally to define and shape whole systems change. And, reflecting upon previous national changes programmes, how LAC might be implemented successfully.



5. Outcomes and prospects

5. Outcomes and prospects

There have been over 20 evaluations across Australia and internationally (including research in Scotland and most recently in Middlesbrough), and an independent review of previous literature and evaluations (Chadbourne, 2002). Evaluations have showed that, where fully implemented, there has been strong evidence of a range of consistent and positive outcomes for individuals and families.

Good practice

Chadbourne, cited Local Area Coordination (LAC) as most frequently (of 13 practice examples across Australia) achieving the fifteen principles (National Disability Administrators Nucleus Group, 2002) that indicate services are more likely to respond to the needs of individuals, families and communities.

Repeated evaluations in Western Australia concluded that the LAC programme reduced demand for formal services and “minimises pressure on available Government resources” (ibid) by:

- having a primary focus on informal supports and networks
- supporting people to identify, develop and utilise personal, family and community assets to develop practical and non-service responses to needs
- nurturing mutual support
- ‘leveraging’ other generic supports, and reducing the demand for specialist disability services
- providing timely, relevant, accessible information to support decision making and control

Effective and efficient

The Scottish Executive (2008, p.33) asserted that LAC can lead to the reduction of social work budgets through supporting better access to mainstream resources.

If we draw on:

- Cost per service user 35% lower than the national average – significantly increased coverage within existing resources (1)
- Cases of people diverted from crisis and more expensive services (1,2,3,4)
- Value for money (1,2,3,4)
- High value of long term local, accessible, support and relationship (1,2,3,4)
- Preventing people from unnecessary out-of-home placements (1,4)
- Increasing the capacity of families to continuing care (1,2,4)
- Increasing independence, self sufficiency and community contribution (1,2,3)
- Improved access to information (1,2,4)
- Development of increasing informal support networks (1,2,4)
- Improved access to specialist supports if required (1,2,4)
- LAC support to families to access alternative funding streams (1,2,4)
- Substantially improved coverage of support to people across the region (1,3)
- Contribution to reform of services and specialist roles – rebalancing funding and system (1)
- Viewed as positive in every intervention (3)
- Improved outcomes for individuals, families and communities (1,2,3)
- In some cases LAC is being successful when other agencies would not be (3)
- Better resourced communities – LAC generates additional resources (1,2,4)

Key references

1. Government of Western Australia (2003) **Review of the Local Area Coordination Program**
2. Scottish Executive (2008) **National Guidance on the Implementation of Local Area Coordination**
3. Peter Fletcher Associates (2011) **Evaluation of Local Area Coordination in Middlesbrough**
4. Chenowith and Stehlik (2002) **Building the capacity of Individuals, Families and Communities Volume 1**

Integrity

However all these evaluations underline the need for effective implementation and the integrity of the design and organisation of the system. Without principled leadership - at every level - Local Area Coordination will fail to deliver these outcomes.

At its heart Local Area Coordination believes that all people have strengths, abilities and capacities for lifelong learning and contribution.

It is underpinned by 10 Core Principles which guide the development and operation of LAC (adapted from Disability Services Commission, 2003) (Bartnik, 2008):

1. **Human Rights** - As citizens, people vulnerable due to age, disabilities or mental health needs have the same rights and responsibilities as all other people to participate in and contribute to the life of the community.

2. **Self-Determination** - People vulnerable due to age, disability or mental health needs and/or families supporting the person are best placed to determine their own goals, and to plan for the future either independently, as a family, or supported by advocates of their choice.
3. **Community** - Families, friends and personal networks are the foundations of a rich and valued life in the community.
4. **Leadership** - People vulnerable due to age, disabilities or mental health needs and their families have natural authority and are best placed to be their most powerful and enduring leaders, decision makers & advocates.
5. **Information** - Access to information that is timely, accurate and available in appropriate formats enables people to make appropriate decisions and to gain more control over their life.
6. **Inclusion** - Communities are enriched by the inclusion and participation of people vulnerable due to age, disabilities or mental health needs and these communities are the most important way of providing friendship, support and a meaningful life to people and their families and carers.
7. **Personalisation** - The lives of people vulnerable due to age, disabilities or mental health needs and their families and carers are enhanced when they can determine their preferred supports and services and control the required resources, to the extent that they desire.
8. **Natural support** - Services and supports provided through Local Area Coordination complement and support the primary role of families, carers and communities in achieving a good life for people vulnerable due to age, disabilities or mental health needs. These services and supports should not take over or exclude the natural networks that already exist or could be developed.
9. **Partnership** - Partnerships between individuals, families and carers, communities, governments, service providers and the business sector are vital in meeting the needs of people vulnerable due to age, disabilities or mental health needs.
10. **Development** - People vulnerable due to age, disabilities or mental health needs have a life-long capacity for learning, development and contribution.

Implementation

The principles are, in turn, supported and underpinned by the LAC Operating Framework. Bartnik (2008, p.119), describes the Framework as being driven by “the simple proposition that the essence of a good life for a person with a disability is the same as the essence of a good life for any other person.”

How the Local Area Coordinator role is designed and supported therefore becomes very important in delivering this proposition – it is far less likely to happen consistently without the clarity and direction of core principles and the operating framework. The Framework supports not only the effective design, development and implementation of Local Area Coordination, but also maintains programme clarity, integrity, accountability and quality.

It also ensures the ongoing relevance of LAC to local people, as well as its contribution to driving local and national vision and policies around stronger communities, social capital and reform.

The Framework includes:

- Vision
- Principles and values
- Objectives
- Target groups and geographical areas
- Performance indicators
- Charter or mission
- Outcomes
- Programme strategies
- Quality framework including key risks

The design and development of the Framework is a key part of the shared conversation around making a difference and nurturing contribution and self sufficiency.

Developments in England and Wales

Inclusive Neighbourhoods Ltd and the Local Area Coordination Network are leading and coordinating the design and development of Local Area Coordination (LAC) in England and Wales.

Building on the lessons from the past in the UK and internationally, Inclusive Neighbourhoods and the LAC Network will:

1. Be the central reference point for the design and ongoing development of Local Area Coordination in England and Wales.
2. Provide support to effectively design, develop and implement LAC programmes that are relevant to local people and communities, act as a catalyst for wider reform, share learning and maintain programme integrity.
3. Provide clarity about what Local Area Coordination “IS” and what it “IS NOT” – support to understand and embed:
 - ◆ the Local Area Coordination Values and Principles
 - ◆ the Local Area Coordination Operating Framework – adapt to local policy
 - ◆ a local LAC Vision and Charter
 - ◆ supporting materials and approaches e.g. supervision and appraisal frameworks and quality monitoring
 - ◆ opportunities for contribution to reform and systems change
4. Develop and link people to information and resources that support the effective design of local LAC programmes.
5. Maintain a list of areas operating or developing full Local Area Coordination programmes.
6. Build mutually supportive “communities of practice” for shared learning and to nurture wider connections with local and national strength based organisations and resources.

As previously outlined in this paper, outcomes have been consistently strong where LAC has been effectively designed, implemented and supported. Where it has been implemented with less integrity then outcomes have been less predictable.


Developing programmes are therefore paying great attention to lessons from earlier developments in Australia, Scotland and elsewhere around the need for consistency

and integrity of design and strong principled leadership. For more information about Inclusive Neighbourhoods see page 65.

Currently, Local Area Coordination is operating or developing in:

- Middlesbrough
- Derby City
- Stroud
- Cumbria

New developments in the East Midlands are due to start in August 2012, and new conversations are underway with an increasing number of local authority areas across England and Wales.



Conclusion and Afterword

Conclusion

If co-production is to improve outcomes in social care, it will be at the transformative level, avoiding versions of co-production that simply cut costs, demand compliance or reproduce existing power relations.

(Needham and Carr, 2009)

The question to ask is whether current plans are transformative or whether they simply continue the old patterns of power and control. We are now at a crossroads in the development of health and social care in our local communities. We must ask ourselves:

- Do we continue to just cut services and tighten eligibility, risking increasing crises, dependency, un-met need and exclusion in our local communities?
- Do we further complicate the system by just adding new, often disconnected, service initiatives but keep the system and balance of power the same?
- Do we wait for people to fall into crisis?
- Do we judge local people and local communities on perceived deficits or work together to maximise their gifts, skills, passion and aspirations?
- Do we continue to tinker with existing professional roles to include elements of what Local Area Coordinators do?
- How do we maximise the effectiveness and value of specialist services and connect people who need resources or services more quickly and simply?

Over the years, there have been many efforts to introduce some aspects of Local Area Coordination. These are either added onto the older service system or placed outside in the non-government sector. Whilst positive in themselves, they often become seen as expensive “icing on the cake” approaches, silo specific, short-term pilots and therefore highly vulnerable to cuts in funding. Local Area Coordination has never had the opportunity to influence the whole service system.

Local Area Coordination is not a panacea - but it is a response which has a long-term evidence base and offers the chance for the system to rebalance itself and to focus on local solutions and stronger communities, whilst also offering a powerful catalyst to wider service reform.

Local Area Coordination provides the opportunity to maximise the reach and value of existing community resources, whilst also working with communities to build new resources to meet the needs and aspirations of local citizens. It provides the chance to rethink the role and purpose of specialist services, from the perspective of an intentional preventive approach; one that nurtures local community resources as the primary source of support.

An increasing number of local areas now want to learn about and develop Local Area Coordination, and there are early signs of connections being built across services and a growing understanding of the value of supporting the natural assets of local people and communities. This is not just about reforming social care services, it's about improving health and well-being for everyone.

The challenge will be to develop Local Area Coordination with integrity, true to its core principles.

Afterword

by Simon Duffy

It is exciting to see that Local Area Coordination is starting to get some of the attention it deserves. As its champions rightly claim, we cannot expect the service system to respect citizenship and community unless there are people within that system who really do appreciate the value of our real wealth and who have faith in the capacity of communities to create good solutions. We know that the current system has a vested interest in people's failure and this will not be reversed by platitudes or by creating a new 'Big Society' vocabulary.

But innovation is hard. And social innovation is doubly hard. The system will often absorb new ideas, and then spit them out in forms that their originators would not recognise.

So here are some thoughts about how to maintain integrity in the complex world of politics, policy-making and the service system:

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Don't focus on government too much

In the words of Talking Heads, "don't worry about the government". The quickest way to destroy a good idea is to get civil servants and politicians too excited. Instead it is more important to develop a robust body of good practice and to create a network of real champions for change. In time policy-makers will catch up - and if the practice is well grounded, and the networks are strong, then integrity can be sustained.

Don't threaten entitlements

It is important to keep services and entitlements distinct. Human services often segregate people, damage networks and discourage personal development - but entitlements are not bad things. The entitlement to social care is in a dubious legal position and many local authorities will quite understandably - especially in the current economic environment - want to see budgets reduced and so will seek to limit entitlements. But if you want Local Area Coordination to be

valued by disabled people and local communities it will be important not to undermine people's legitimate entitlements.

Offer people a way in

It is important that Local Area Coordination does not get misdescribed as - just community social work - or whatever other misrepresentation is possible. Much of its power and integrity seems to lie in creating a genuinely clear, powerful and trans-professional role. However it is also important that people who are currently working in those other roles can see that Local Area Coordination is a real opportunity for them to do the work they have always wanted to do. Local Area Coordination does offer social workers the chance to do real social work - but it also offers many other professionals a powerful way of doing what they know really adds value.

Over the coming years champions of Local Area Coordination will need to work at every level to help win the support necessary to achieve fundamental challenges. But this must be in genuine partnership with disabled people, families, communities and professionals. The ideas that are really worth championing are the ideas that ordinary people will fight for.



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For information and support to develop Local Area Coordination relevant to your local communities and to contribute to local reform, or to become members of the Local Area Coordination Network, please contact:

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