



# OUTLINE BUSINESS CASE NO WRONG DOOR PROGRAMME

Draft Version 1.2

Prepared for Fife Council

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# CONTENTS

1.	PURPOSE OF THIS DOCUMENT	4
2.	EXECUTIVE SUMMARY	5
3.	STRATEGIC CASE	8
3.1.	Strategic Context	8
3.2.	Vision and Outcomes	9
3.2.1.	Design Principles	9
3.3.	Links to Local and National Strategies	10
3.3.1.	National Strategies	10
3.3.2.	Local Strategies	13
3.4.	Critical Success Factors	14
3.5.	Case for Change	15
3.5.1.	Main Benefits and Risks	16
3.5.2.	Legal Constraints and Dependencies	18
4.	OPTIONS AND SCOPE	19
4.1.	Options Appraisal	19
4.2.	Rationale for Recommending a Wellbeing and Prevention Operating Model	19
4.2.1.	Current Council Ways of Working Inhibiting Outcomes for Fife	20
4.3.	Defining the scope of the proposed model	21
4.3.1.	Determinants of scope	22
4.3.2.	FTE Baseline	24
5.	RECOMMENDED OPTION (OPERATING MODEL)	26
5.1.	Recommended Operating Model: Wellbeing and Prevention Model	26
5.1.1.	Model Requirements	29
5.2.	Operating Model – Function Descriptions	34
5.3.	Organisation design implications	38
5.3.1.	Service location implications	39
5.3.2.	Success Measures	39



6.	MANAGEMENT CASE	41
6.1.	Governance and Project Management Arrangements	41
6.1.1.	Change Management Approach	43
6.1.2.	Change Control	44
6.1.3.	Risk Management	45
6.2.	Programme Team	46
6.2.1.	Partnership working	46
6.2.2.	Use of Specialist Advisors	46
6.3.	Programme Roadmap	47
6.4.	Stakeholder Management and Communications	49
6.5.	Programme Assurance	49
7.	APPENDIX	52
7.1.	Appendix A: Summary of Previous Initiatives	52
7.2.	Appendix B: Root Cause Correlations Analysis	60
7.3.	APPENDIX C: Legal Constraints and Dependencies	62



# 1. PURPOSE OF THIS DOCUMENT

This Outline Business Case (OBC) is an initial step in setting out a proposal for translating the No Wrong Door approach into a defined future operating model for Fife Council. Its primary objective is to identify the recommended scope and approach which best aligns with Fife Council's strategic objectives while simultaneously ensuring Value for Money (VfM). To take forward this recommendation, the OBC also outlines the proposed funding and management structures required for the model's successful implementation. Through rigorous analysis, engagement, strategic planning, and co-design with Fife Council subject matter experts (SMEs), this Outline Business Case lays a foundation for Fife Council's shift towards embedding a deeply preventative model which will improve local outcomes and the Council's financial sustainability.



## 2. EXECUTIVE SUMMARY

The Plan for Fife sets out a focus on “tackling poverty and inequality and preventing problems before they become too big and expensive to fix.”. Fife Council has recognised that to do this it must work with individuals and families to address the root causes of the challenges they face, and that this will require a new approach.

This Outline Business Case sets out proposals to design and deliver a new Wellbeing and Prevention operating model for Fife Council. The proposals stem from the No Wrong Door approach and principles. The No Wrong Door programme was set up in response to the Plan for Fife and other key local and national strategies and aims to shift the focus towards preventing problems before there is a need for statutory interventions.

As part of the OBC development, Council officers, partners and stakeholders outlined the need to work in a more integrated way which is “people-centric” not “service-centric”. Data analysis of typical root causes for complex demand also indicated a strong case for further integration of services to support people in a way which is much more joined up. The proposed Wellbeing and Prevention operating model will:

- Enable Fife Council to focus on prevention, early intervention thereby reducing instances of escalation and crisis.
- Help to reduce demand/delay need for post-crisis interventions with a targeted focus on key indicators including homelessness prevention, income maximisation, debt management, and family wellbeing.
- Enable a shift of the proportion of interventions from post-crisis to a greater demand for early interventions, otherwise referred to as ‘Positive Demand’ (demand for prevention-based interventions).
- Empower self-sufficiency through bolstering digital help offers, strengthening relationships with the 3rd sector/peer-to-peer networks, and enhancing the effectiveness of signposting at universal services including schools and libraries.
- Increase citizens resilience through a focus on secure housing, family, financial stability, community relationships, employment, health and wellbeing.
- Enable Fife Council to realise savings through reducing demand for expensive, complex, and lengthy Council-led statutory/post-crisis interventions, realising internal efficiencies through a new model of working, fostering stronger third sector, and strengthening peer-to-peer networks.

### Overview of the Proposed Wellbeing and Prevention Operating Model

The proposed All- Age Prevention and Wellbeing Operating Model is designed first and foremost with people in mind. The model sets out to keep people and families well and thriving, and to prevent or delaying or step down the need for complex interventions. It does this by helping people in a way which

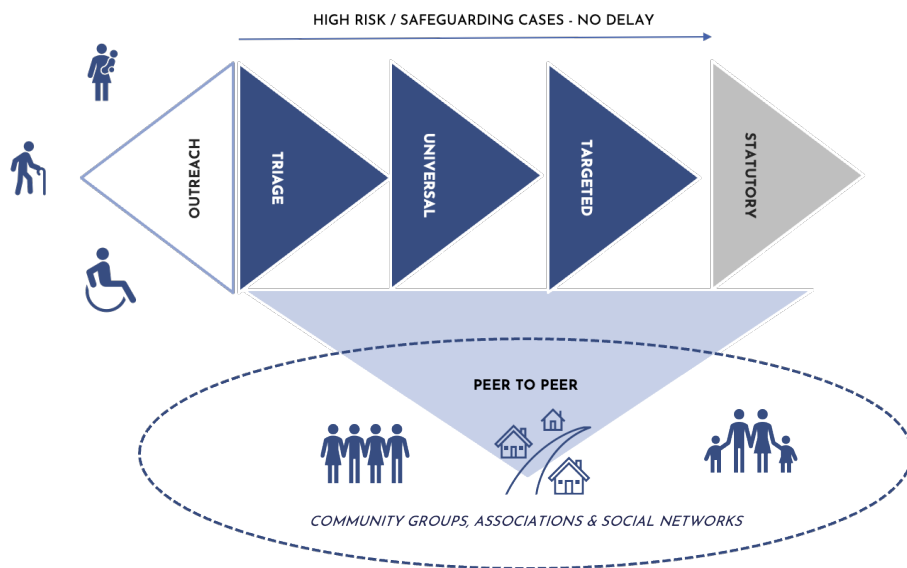


puts their goals and aspirations at the centre, and which leverages appropriate support from the community, wider public services and Fife's skilled staff.

The key features of the proposed operating model include:

- Services which work with people to provide the right level of support at the right time.
- An active community sector which is a mature and integrated part of the solution and drawn on to support people across a broad range of needs/ complexity.
- An effective triage function made up of three parts; Outreach, Assessment/ Intake and Relationship Management taking a person-centred, strengths-based approach that looks at all aspects of a person's life to understand the root causes, not just the presenting need ("What matters to you?" not "what's the matter with you?")
- Universal services which are first line support, providing timely advice and support in the community and therefore reducing the need for a person to be re-directed.
- Targeted services which are designed to reduce the escalation of need and are tailored to tackle local root cause factors in Fife.
- A service-design which is not based on professional specialisms but places citizens at the heart.

*Figure 1: Wellbeing and Prevention Conceptual Model*



This model illustrated above, is predicated on building strong and positive relationships between citizens and the Council, as well as building strong working relationships across the Council and partners. It intends to facilitate data-driven decisions, allowing access (where appropriate) to a wealth of data that can improve outcomes for clients and their families. Additionally, it creates institutional memory so that when clients return to the Council or engage with someone new, there is no need to retell their stories. This institutional memory facilitates effective relationship management, clear and consistent interventions, and a centralised relationship management approach to wrapping supports around clients.



Through implementation of such an approach, Fife Council can potentially make significant financial benefits (efficiency and reduction in crisis demand). Further analysis is needed to assess and develop these which will be completed in the next phase. This Outline Business Case is recommending a further six-month design stage to develop the proposals and fully define costs and validate these benefits in a Final Business Case.



# 3. STRATEGIC CASE

The purpose of this section is to provide an overview of the context of this programme in Fife and why the Council is proposing a new approach to supporting its residents.

## 3.1. Strategic Context

The Plan for Fife sets out a focus on “tackling poverty and inequality and preventing problems before they become too big and expensive to fix.”. Fife Council has recognised that to do this it must work with individuals and families to address the root causes of the challenges they face, and that this will require a new approach.

The Council has described this need to change as "moving from service-centric to person-focused" meaning that services are designed from first principles to address, in a holistic manner, what is happening in people's lives, rather than treating episodically the needs that arise from their circumstances.

To help understand what this means in practice and then to deliver the change, Fife Council has mobilised the No Wrong Door (NWD) Programme. There are several different drivers. These include:

- Recognising that upstream prevention will be a necessary and fundamental design principle and objective if challenges (for individuals, households and the Council's finances) are to be overcome. This demands a rich understanding, both strategically and in real time, of those individuals and households most at risk of tipping into crises *and* the nature and interrelationship of those risks. In simple terms, Fife needs to be laser-focused in targeting its work on those most susceptible to preventable crisis. This means strategic and day to day use of data and insight, both quantitative and qualitative (numbers and empathy) to ensure that efforts are focused on mitigating the root cause of demand in those households holding the most risk.
- Understanding that the Council and partners will need to work differently with people. Not only joining up what they do, but also adopting “relational practice” and “strength-based” approaches. This means drawing on the strengths of individuals and families, to amplifying *their* power, as well as drawing on the strengths and opportunities within the wider community within which they live.
- Knowing that both changes in leadership and culture, *and the* reform and transformation of services will be necessary.
- Delivering financial savings at a pace that is demanded by the Council's Medium Term Financial Plan.

The NWD approach is designed to build on person-centred approaches already embedded in services, such as family support services, housing and employability services, as well as recent Test of Change (TOC) activities established to help discern a way forward (*see Appendix A: Summary of Current and Previous Initiatives*). The proposals recognise that while these projects and activities have yielded many positive





results and therefore provide a good foundation, their impact has been constrained by the existing operating model which is characterised by multiple front doors, confusing routes to access services and lack of joined up support for families and individuals. To move from “service-centric to person centric” requires a re-design of the way the Council itself works, as well as the way it works with partners, wider public services, and the community.

### 3.2. Vision and Outcomes

*Figure 2: No Wrong Door Programme Proposed Vision and Outcomes*

**NO WRONG DOOR PROGRAMME VISION AND OUTCOMES**

**VISION**

People and families need to be at the centre of service design and delivery, find it easy to access our services and find the right support that is relationship-based and asks, "what matters to you?"

**OUTCOMES**

- Prevention of crisis intervention
- Easier access to support
- Simpler systems, processes and data management
- Build relations, social connections and mutual support
- Financial benefits through demand reduction, back office and FTE



#### 3.2.1. Design Principles

As part of previous work on the NWD approach, including the Leadership Summits in 2022, Fife Council Leaders have already identified the following design principles to guide the approach.

*Table 1: Design Principles of the No Wrong Door Approach for Fife Council*

Area	Details
<b>Multi-disciplinary teams</b>	Integrated, collective understanding and working can improve outcomes



Area	Details
<b>Building resilience</b>	Stabilising people's situations, giving them capacity to help themselves, listening to communities and working with them to design services
<b>Relationships matter</b>	Good relationships between citizen and officer can improve outcomes, as can internal service relationships
<b>Keeping the door open</b>	People can return for support when they need it and don't have to tell their story again
<b>Information and data sharing</b>	Accessing a wealth of data can improve outcomes for people and families
<b>Systems for reviewing cases</b>	Assessing if we are meeting people's needs. Ties into data and keeping the door open
<b>Warm handover</b>	Citizens shouldn't be passed from pillar to post but supported to engage in the next step of their journey
<b>Nurturing the workforce</b>	Creative, resourceful and persistence to find solutions to people's needs
<b>Clear and consistent leadership</b>	Any change needs leadership to be consistent in messaging and provide regular communications

### 3.3. Links to Local and National Strategies

The No Wrong Door approach stems from, responds to, and is aligned with numerous key national and local policies and strategies. Successful delivery will see Fife at the forefront of public service innovation and reform. Fife's work has the potential to be nationally and internationally significant.

#### 3.3.1. National Strategies

The table below provides an overview of the National Strategies which this programme will support to deliver.

*Table 2: National Strategies Supported by the No Wrong Door Programme*

Strategy	Overview
Getting it Right for Every Child (GIRFEC)	To provide children, young people and their families with the right support at the right time.
Getting it Right for Everyone (GIRFE)	To provide everyone with the right support at the right time.
Getting it Right in Fife Framework (GIRIFF)	To ensure children, young people, and their families are central to all decision-making, support, and interventions.
The Promise	To ensure every child in Scotland grows up loved, safe and respected so that they realise their full potential.
Whole Family Wellbeing	To make sure that families are able to access the help they need, where and when they need it.



Strategy	Overview
No One Left Behind	To help people experiencing complex and multiple barriers to moving into work.
National Strategy for Economic Transformation	Sets out the priorities for Scotland's economy as well as the actions needed to maximise the opportunities of the next decade to achieve our vision of a wellbeing economy.
Ending Homelessness Together	To prevent homelessness from happening through intervention approach.
Best Start, Bright Futures	To tackle child poverty in Scotland through a targeted and integrated approach.
Scottish Approach to Service Design	Guidance to design people-centred public services, from policy making to service improvement.

### Getting it Right for Every Child

Getting it right for every child (GIRFEC) is the national commitment to provide all children, young people and their families with the right support at the right time. This is so that every child and young person in Scotland can reach their full potential.

Scotland wants all children and young people to live in an equal society that enables them to flourish, to be treated with kindness, dignity and respect, and to have their rights always upheld.

The ambition is to work together with children, young people, families, organisations and communities to make Scotland the best place to grow up. Through GIRFEC, everyone in Scotland can work together to build the scaffold of support children and young people need to grow up loved, safe and respected.

GIRFEC provides Scotland with a consistent framework and shared language for promoting, supporting, and safeguarding the wellbeing of children and young people. It is locally embedded and positively embraced by organisations, services and practitioners across Children's Services Planning Partnerships, with a focus on changing culture, systems and practice for the benefit of babies, infants, children, young people and their families.

The diagram below provides an overview of Fife's approach to the implementation of this.



Figure 3: Getting it Right in Fife Framework (GIRIFF)



### Getting it Right for Everyone (GIRFE)

The review of national guidance in respect of Getting It Right for Every Child (2021/22) provides an opportunity to refresh the overarching framework that has been in place in Fife for over 10 years. The Getting it Right in Fife Framework (GIRIFF) promotes the principles and practice in Fife. For all partners to be more effective, collaborative, and outcome-focused in terms of service delivery.

This is achieved by having a clear understanding of roles and responsibilities; effective information sharing and agreeing collectively with children, young people, and their families the right support, ensuring Getting it Right for Every Child can become a reality. It is important that all children and young people in Fife can access support when they need it.



The recent guidance refresh continues to focus on a rights-based approach to promoting wellbeing. Language in the new guidance is strength based, for example reference to challenges and opportunities rather than vulnerabilities. The new guidance places particular emphasis on the following:

- Children, young people, and families understanding the role of a named person and how to access.
- Importance on involvement of children, young people and families in decision making.
- A confident and skilled workforce applying the National Practice model with a focus on professional curiosity and analysis.
- Support from named persons for young people transitioning from education before the age of 18 years, and consideration of the needs of key groups such as home educated children and young people.
- The lead professional role continues to involve a coordination and reviewing function - it is not a role than oversees the work of other agencies. The emphasis is collective responsibilities of all professionals involved alongside the family.
- Proportionate sharing of information to promote wellbeing as well as a clear understanding of responsibilities within the context of the new national child protection guidance.

### 3.3.2. Local Strategies

The Plan for Fife 2017-2027 (updated in August 2021) sets out a future vision for public services in Fife – one plan, developed in collaboration with partners.

Fairness and a focus on tackling poverty and inequality are at the heart of this vision. As too, a commitment to preventing problems before they escalate for people: damaging and diminishing their lives and becoming expensive for the state to resolve or support.



These goals are intimately connected, and so the plan implies a focus on those at risk of tipping into crisis, addressing the root cause of those issues and designing public services from first principles to achieve just that. This project aims to discern what this means in practice and help Fife make progress.

The table below provides an overview of the Local Strategies which this programme will support to deliver:



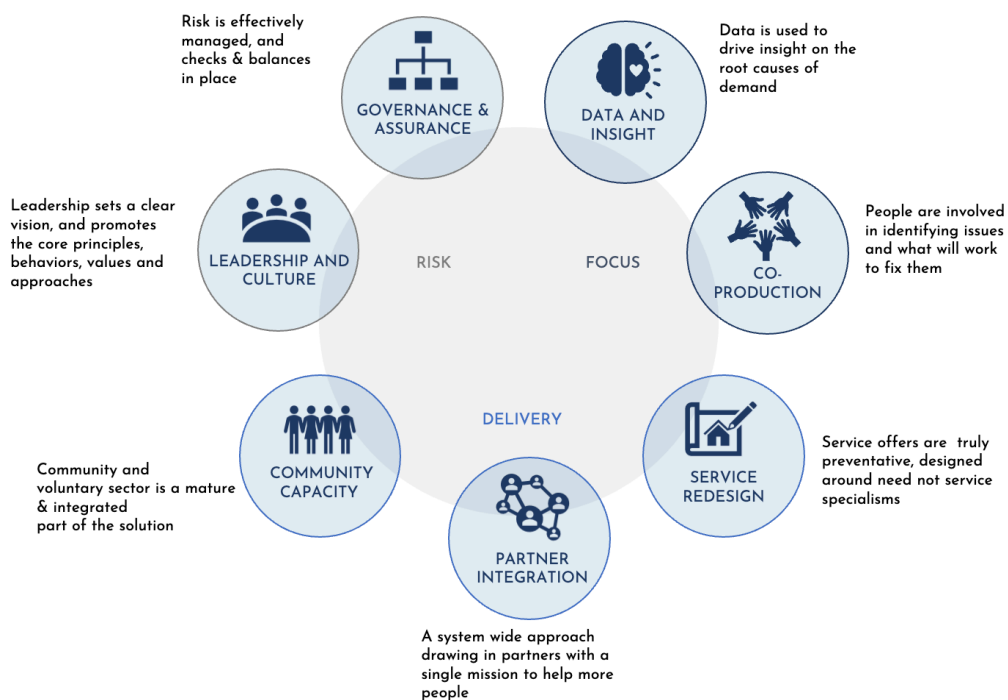
Table 3: Overview of Local Strategies Supported by the No Wrong Door Programme

Strategy	Overview
A Plan for Fife 2017 – 2027	To tackle poverty and inequality and preventing problems before they become too big and expensive to fix.
Recovery and Renewal – A Plan for Fife 2021-2024 Update	To focus on tackling poverty and preventing crisis through a community wealth building approach.
Fife Economic Strategy 2023-2030	To provide focused support to disadvantaged people to secure and sustain employment.
Fife’s Children’s Services Plan 2021-2023	To promote, support, and safeguard the wellbeing of all children and young people in Fife.
Digital Strategy	To develop and exploit digital capabilities to improve or redesign our Council services.

### 3.4. Critical Success Factors

Alongside Fife Council’s design principles, this OBC introduces a set of seven core success factors based on best practice: the Crisis to Prevention Ideal State Model. The No Wrong Door programme’s success will be dependent on the realisation and combination of these enabling capabilities. Combined, these factors provide the platform for successful reform and delivery of significantly improved outcomes (both financial and human) at a pace. The associated key requirements for a future operating model are outlined in Section 5 below.

Figure 4: Crisis to Prevention Ideal State Model



## 3.5. Case for Change

As a consequence of a more joined up and person-centred approach, Fife Council seeks to improve the life chances for its residents, at the same time as reducing avoidable costs for complex services. This means shifting the balance of resources upstream towards preventative activities that tackle the causes of more complex issues at the root.

The achievement of Fife's goals is complicated by:

- **The size and scale of Fife.** Some communities are thriving, some are doing ok, but there are others facing real and sustained challenges. A one size fits all approach will not be optimal.
- **The financial context of the Council.** The latest projections see the Council needing to close a gap of £23m in 2024/25 growing to £46m by 2025/26. This gap includes only a limited provision for rising demand. In previous years, demand pressure had been left to directorates to manage but is now held corporately. While some services have successfully seen reductions in demand, the cost-of-living crisis and external factors mean that demand continues to be a major risk for some Council services. In the coming years, the MTFP assumes that the Council will need to reduce the cost of services and find novel ways of containing service pressure.
- **Root cause factors are correlative.** The presence and magnitude of individual root cause factors can raise the risk that an individual/their family may require intervention now and/or in the future. The presence of multiple root cause factors can have a magnifying effect, particularly for key relationship clusters such as employment deprivation, income deprivation, and comparative illness.
- **Risk factors are rising, and demand for some services is increasing** The Scottish Fiscal Commission (SFC) has estimated that residents in Scotland are experiencing the biggest fall (-3.3%) in living standards since 1998. Meanwhile, the Putting People First Pilots, and Health and Social Care Partnership Surveys undertaken in Fife, have revealed that consequent of the pandemic, Fife residents are experiencing greater social isolation and mental health problems. Services recognise there is a complexity of need in the cases they are receiving and that there is scope to address needs at an earlier stage before these escalate. Similarly, in 2020/21 Fife had the second highest number of homeless households in Scotland (over 2000) despite the authority having one of the largest local authority housing assets in Scotland (some 31000 homes with plans to add 250 per year in the coming years).

For these reasons and more, Fife has committed to taking a long-term and deeply strategic approach to addressing these challenges.

Through interviews and workshop discussions with over 15 services, the following themes provide views of staff on the case for change in Fife:

- **“Demand for services is increasing**, whilst our resources and budgets are shrinking”,
- **“Our services react to crisis**, rather than proactively preventing these from happening through targeted early interventions”,



- “Complex problems can't be solved through one-off transactional services, but take time and patience to solve through holistic working”,
- “Barriers to data and information sharing prevent us from having one view of the citizen”,
- “We need to provide a balanced offer to citizens so those who can help themselves can do so and those who need our support can access it”,
- “We have multiple policies, processes and systems across Fife Council and the wider partnership which creates barriers to effective joint working”,
- “Communities tend not to be involved in the codesign of services – they aren't put at the heart of design”,
- “We do not use our data to target our resources as effectively as we could to the citizens which need them the most”,
- “We have a lot of locations with a few staff co-located but no integration of ways of working”,
- “Some of the services we offer are difficult to access in remote communities who are having poor transport and internet connectivity”,
- “Services are willing to look for better ways to serve the residents, however, there needs to be a fundamental culture shift from a transactional to a relationship model”,
- “It is pivotal for us to understand the key factors associated with people falling into crisis so early prevention can be targeted at the right places and right time.”

The NWD approach needs to build on approaches already embedded in services, such as family support services, as well as recent Test of Change (TOC) activities established to help discern a way forward (see *Appendix A: Summary of Current and Previous Initiatives*). In each case these projects and activities have yielded positive results from a people centred, and preventive model. The question for Fife is how can the good practice and multi-disciplinary working led by individual services be scaled so that it becomes the default stance of the Council and the basis for an organisational-wide approach?

### 3.5.1. Main Benefits and Risks

The following table provides the key benefits which NWD aims to deliver:

*Table 4: Key Benefits of the No Wrong Door Programme*

Ref	Details of the expected benefit
B1	To support a reduction in demand for complex services and statutory interventions for example homelessness demand, children in need and health and social care.
B2	To ensure that residents who need support do not have to contact multiple teams for a range of services.
B3	To provide support for citizens to stabilise their situations and develop their capacity to help them become more resilient.
B4	To support the development of good relationships between citizen and officer to codesign services and help improve outcomes.





Ref	Details of the expected benefit
B5	To ensure that core information and services provided are recorded and shared so that people don't have to tell their story multiple times.
B6	To share data across services so that we can proactively make interventions earlier to improve outcomes for people and families.
B7	To have an agreed way to monitor outcomes so that we understand how effective interventions are at meeting people's needs to support them to become self-sufficient.
B8	To enable staff to work collaboratively to develop creative, resourceful and persistent solutions to people's needs.

The following table provides the key risks to the implementation of NWD. The proposed approach outlined in Section 5.1 below seeks to mitigate these risks.

*Table 5: Key Risks to the Implementation of the No Wrong Door Programme*

Ref	Heading	Risk description
R1	Citizen Perception	If citizens have previously had a negative experience in dealing with the Council, then it may be difficult to develop positive relationships and they may not be willing to work with them on the design of services.
R2	Citizen Perception	If citizens feel that they may be perceived as not coping or judged, they may be reluctant to reach out for support when they need it early.
R3	Citizen Dependency	If citizens become reliant on additional support provided by the Council, there is a risk that this could create a culture of dependency as opposed to increased self-sufficiency.
R4	Staff Training	If staff do not have the appropriate training to provide advice, guidance and signposting across multiple services then they may not be able to respond to citizens which could result in them being passed to multiple people.
R5	Staff Training	If staff do not have the required training to enable them to support citizens which may present in a crisis, this could result in a negative experience for the citizen.
R6	Monitoring Outcomes	If there are not consistent and measurable ways to understand how effective interventions are at meeting people's needs to support them to become self-sufficient then we will not be able to demonstrate the impact.
R7	Data	If steps are not taken to integrate data stored in various formats and systems across services, it may make it difficult to be linked together to identify those most in need and enable proactive interventions to improve outcomes for people and families.
R8	Data	If there are multiple CRM systems, all with their own view of citizens it may make it difficult to have a single view of a citizen/family to understand all interactions across services. Specific to digital capability and capacity, it has been recognised



Ref	Heading	Risk description
		that the internal capacity to deliver significant step change in digital enablement and use of data is not sufficient to achieve desired outcomes
R9	Staff Engagement	If there is not a clear communications plan with consistent messages, then there is a risk of inconsistent messages across all staff groups which may impact their engagement and support for the new model.
R10	Staff Engagement	If there is not strong leadership and support for the new model across management, then the pace of change may be slow, or there may be reluctance from staff to implement the new ways of working.
R11	Governance	If there are not appropriate governance, assurance and risk managements in place then there is a risk that new delivery arrangements do not function in a manner that, knowingly, ensures the highest standards of safeguarding practice and performance
R12	Digital & ICT capability	If there is insufficient ICT and Digital capacity or skills to support implementation, or there are conflicting priorities, the success of the programme will be constrained.

### 3.5.2. Legal Constraints and Dependencies

In addition to overarching design principles, the legal constraints listed below will inform the design of the future operating model. For a detailed overview and impact of the legislation and statutory guidance, see *Appendix C: Legal Constraints*.



# 4. OPTIONS AND SCOPE

*This section outlines the options considered and the reasons for proposing the recommended option, including consideration of value for money.*

## 4.1. Options Appraisal

Fife Council's Strategic Management Group examined and decided against alternatives to the recommended course of action (detailed in 4.2 below), a Wellbeing and Prevention operating model, including:

### **Alternative Option A: Status Quo/Do Nothing (not recommended)**

Fife Council previously examined a scenario in which the organisation was neither willing nor ready for a transition to a new operating model in line with the Crisis to Prevention Ideal State model. In this scenario, the Council would continue to operate according to *status quo*. Though no additional costs would be incurred through change/transformation initiatives, pursuing *status quo* would result in year-on-year increases in the budget gap. The Council has identified an indicative three year £55.6m budget gap (2025-26) creating a pressing need to bridge the gap. Additionally, siloed working would persist, and there is little evidence to suggest there would be reductions to demand, reductions to demand failure, improvements to the effectiveness of interventions, or improvements to the improvements to wellbeing outcomes for the residents of Fife.

### **Alternative Option B: Invest in Data (not recommended)**

Investing in data was explored previously by Fife Council to further substantiate the business case for a new crisis-to-prevention model. Though this scenario may enable the Council to make data-informed decisions moving forward, the stand-alone investment would experience substantial barriers to realising return on investment and material barriers to realising the full benefits of improved data capabilities. This option would be limited to investment in data strategy, systems integrations, and creating data sharing agreements. Without service re-design, it was determined to be prohibitively challenging to successfully integrate data investments into Council operations and to secure sufficient internal buy-in. This friction would only add to the body of evidence to support a business case for the Wellbeing and Prevention operating model, and therefore was decided against as a stand-alone investment.

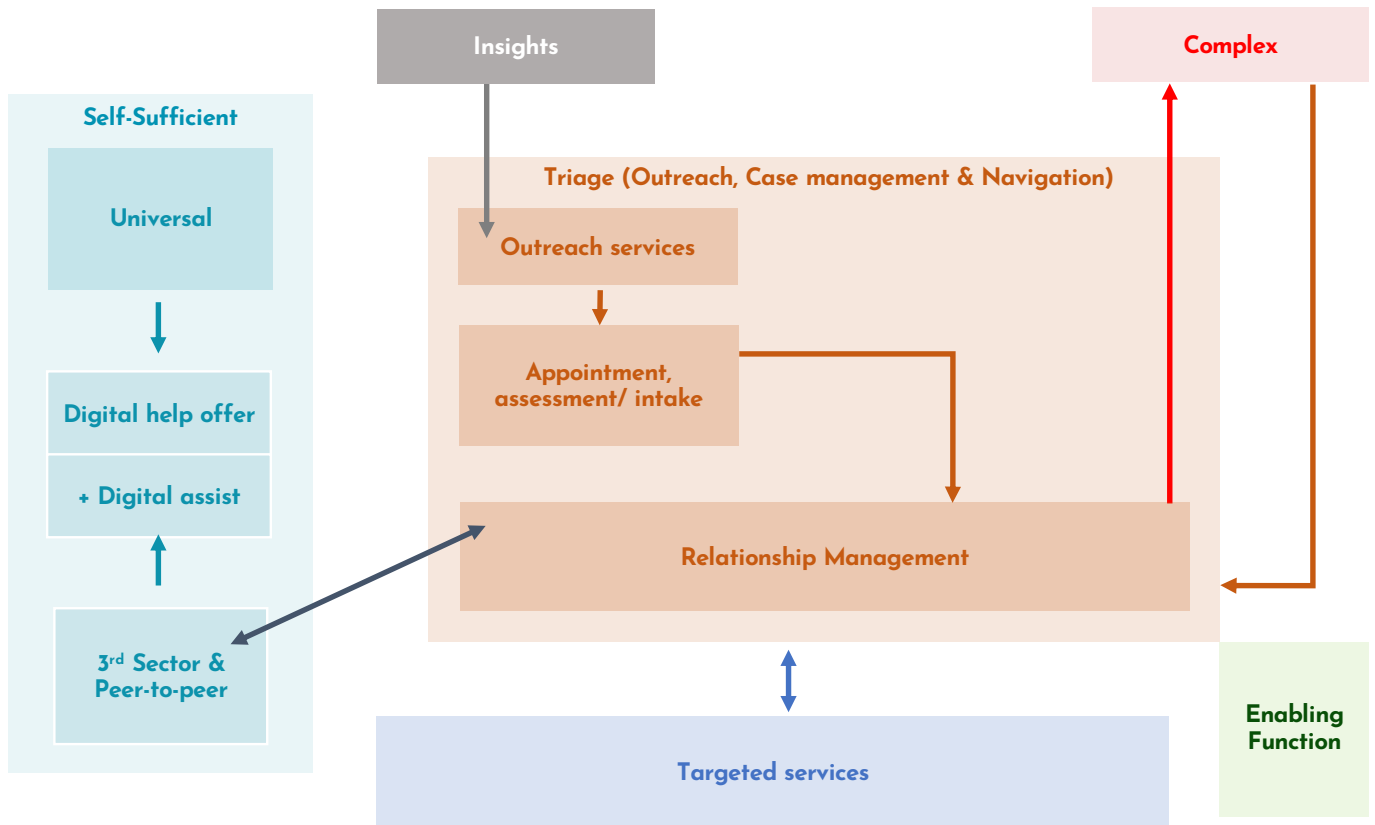
## 4.2. Rationale for Recommending a Wellbeing and Prevention Operating Model

The recommended option, outlined in more detail in section 5, involves setting up a Wellbeing and Prevention operating model, with relevant Council services located in a new directorate for the Council (but a wider span of influence beyond just Council services). The model is illustrated below, at its core, is a strong universal self-service and community offer to keep people well and self-sufficient, an insight-



driven approach to targeting, triaging and supporting those with rising needs which could turn to crisis, and a consistent relationship-based approach for people who need additional help. It will be supported by a strong enabling function including service development, insight and community capacity building.

Figure 5: Wellbeing and Prevention Directorate Operating Model



Implementing such a model requires a far-reaching transformation programme which will redefine internal roles, structures and ways of working. It will involve transforming the way a range of in scope services work in order to have maximum preventative impact. While this option requires significant investment and implementation of new ways of working and culture shift for the existing services, there is strong evidence to suggest that this option is worth taking forward to a design phase. Initial estimates suggest there are potential short to medium term savings from consolidating functions and resources as well as potential future savings related to assets rationalisation and reduction in demand for statutory services. This option provides the strongest alignment with the strategic objectives set out in the Plan for Fife.

#### 4.2.1. Current Council Ways of Working Inhibiting Outcomes for Fife People - resource management inefficiencies

Having reviewed a data set of in scope staff provided by Fife Council, ICC identified found 491 position names across 231 departments within the 8 services. The review of this data demonstrates a level of



unnecessary complexity which may well have developed over several years. There is the potential for duplication across the Council and a lack of consistency in the level of work that staff perform at the same grades.

### **Process - structural inefficiencies**

There have been many examples through discussions with staff and in workshops where residents have been passed from 'pillar to post' due to needing multiple services and the staff don't have the knowledge to help them. This is a symptom of services often working in silos and although each service may be providing an excellent level of service in their area, they are not equipped to support the citizen outside of this.

### **Technology**

There are also barriers to accessing required data to enable data-informed decision-making. Data is currently held in multiple Line of Business applications and these multiple data sets are not brought together and linked so that insights can be developed. In addition to this Fife has multiple CRM systems which as a result prevent staff from having a single view of client interactions with Fife Council.

### **Monitoring and Evaluation - outcomes measurement**

In terms of performance management this is significantly made up of output measures e.g., Fife has managed to support 1000 people episodically. Although this data is helpful to demonstrate the numbers of people supported this does not extend to if as a result of the interventions how many of the people have made significant or sustainable improvements to wellbeing. Fife does not know across services in a consistent way how many of the people it has supported have secured work, income, sustainable housing. To enable this there is a need to set up data, systems, processes, and management to evaluate a longitudinal view of individual outcomes.

### **Change Management**

Fife have successfully completed several tests of change which have shown willingness/desire to work differently. Based on the service activities and wider efforts to promote the NWD programme, there is a high degree of 'buy-in' to the general concepts and the wider ambition of the Council. There are several ongoing initiatives which link with the NWD approach (*see Appendix A*); however there remains significant challenge in relation to managing this all as one coherent programme of change which threatens value for money.

## **4.3. Defining the scope of the proposed model**

The scale and scope of such a model required careful consideration and several options were considered. Therefore, extensive consideration was given to the proposed scope of the Wellness and Prevention operating model for Fife. The proposed scope seeks to address key root cause risk factors, respond to local priorities and develop a firm Council platform for integrating further partners into the model. It is worth noting that there is a broad scope of organisations and functions who should be



consulted and involved (including for example partners, Education, Health and Social Care and libraries); however, at this point a narrower definition was also required related to the Council's staff and functions which may be more directly impacted by the initial phase of implementation of the new model.

### 4.3.1. Determinants of scope

#### **Socio-economic risk factors as determinants of scope**

Moving from crisis management to prevention requires public services to turn robust attention to addressing root causes. The scope sought to identify those services which had a role in addressing a core set of typical root cause factors, as outlined below:

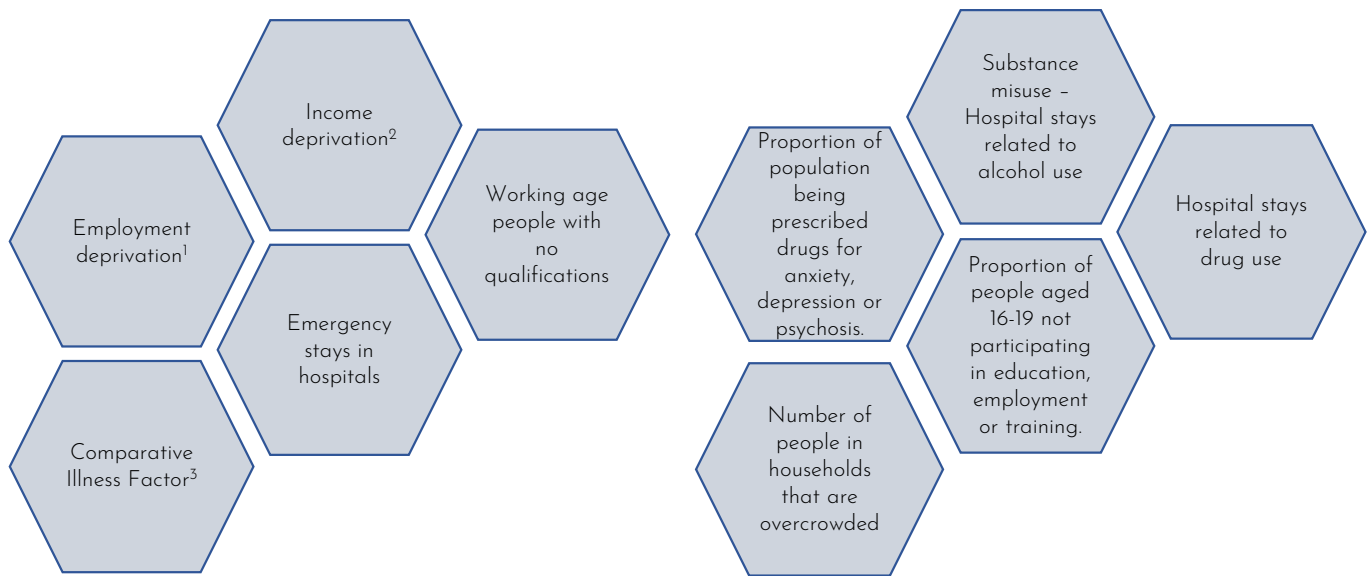
1. Housing instability, including both tenure and/or affordability,
2. Unemployment,
3. Lower than average levels of income,
4. Financial positions of debt, including situations of increasing debt,
5. School exclusion and/or school unattendance,
6. Lower levels than average of educational attainment,
7. Social isolation and/or loneliness,
8. Presence of issues related to mental wellbeing, special needs, and/or disabilities,
9. Substance misuse,
10. Domestic abuse,
11. Lack of connectivity, including remote communities with limited internet connection and/or transportation links.

Data analysis indicated that in Fife, these root causes associate and corollate with one another, therefore supporting the case for integration of related services offers (*see Appendix B: Root Cause Correlations Analysis.*) It is this joining up of services that will allow Fife Council to support individuals and their families both holistically and effectively.

The diagram below shows an example of some key clusters of need in Fife, based on the data analysis above.



*Figure 6: Key Relationship Clusters of Root Cause Risk Factors*



#### Key Relationship Clusters of Root Cause Factors – Clarification Notes

1. Employment deprivation: Percentage of the working age population (men aged 16-64 and women aged 16-60) who are on the claimant count, receive Incapacity Benefit, Employment and Support Allowance, or Severe Disablement Allowance.
2. Income deprivation: Percentage of the population (adults and their dependents) in receipt of Income Support, Employment and Support Allowance, Job Seekers Allowance, Guaranteed Pension Credits, Child and Working Tax Credits, or Universal Credit (excluding those in the category 'working with no requirements'), or in Tax Credit families on low income.
3. Comparative Illness Factor: Work limiting morbidity and disability, based on those receiving

#### Fife Council's Previous and Ongoing Initiatives as Determinants of Scope

The current efforts by services to shift to an early intervention approach, the completed work on the Tests of Change and wider efforts on NWD, indicate there is a high degree of 'buy in' to the general concepts and the wider ambition of the Council. These initiatives and participating teams need to be folded into the scope of the Wellbeing and Prevention Service in order to streamline these efforts and maximise their impact.

#### Best Practice as Determinants of Scope

The ideal Crisis to Prevention Model identifies the key capabilities and ways of working that lead to improved client outcomes. While there is no single right approach, Councils that have successfully implemented and realised benefits from similar transitions from crisis management to prevention include Barking and Dagenham Council.



## Fife Council's Current Human Capital as Determinants of Scope

Members of Fife Council's NWD Senior Management Group jointly identified existing internal capabilities and resources which would align with a new Wellbeing and Prevention Directorate Model.

### 4.3.2. FTE Baseline

Members of Fife Council's No Wrong Door Senior Management Group examined current staffing baseline figures, current functions and capabilities across all services to determine which roles should be in scope. Detailed organisational structures and job roles have not yet been defined, and this exercise was conducted purely to size the future operating model and estimate benefits.

The Strategic Management Group then nominally assigned in-scope staffing budgets to a future-state Wellbeing and Prevention operating model function based on marrying current responsibilities / capabilities with future-state functional requirements:

The **Enabling Function** joins up those staff working across Fife Council providing internal capacity for: policy, research, communications, marketing, corporate development, improvement, programme management, quality assurance, compliance, internal coordination, supports, and assistance.

The **Triage Function** will join up staff across Fife Council currently serving as a potential client's first point of contact, serving in publicly facing roles, well positioned to start painting a 360-degree view of a client's wellbeing, and strategically situated to signpost clients either externally to the 3<sup>rd</sup> sector or internally to a more fulsome relationship management function for wrap-around supports/interventions. Triage Function staff also address non-complex queries. The future Triage Function will include expertise in housing, communities and neighbourhoods, customer and online services, economy, planning and employability, children and families and justice services.

The **Relationship Management Function** from across Fife Council includes housing, customer and online services, economy, planning and employability, children and families, and justice services.. Those Fife Council staff allocated to the future-state Relationship Management Function are both skilled and positioned to fill out a deeper understanding of the 360-degree view of a client's wellbeing. Those in the Relationship Management Function are well suited to identifying and involving experts, targeted services, interventions, and supports to wrap around a client over a continuum.

The **Targeted Services Function** comprises of individuals with specialised expertise or support the delivery of isolated programmes such as adult education (e.g., ABE or ESOL).

**Complex/Statutory Function** will not likely experience significant operating changes until demand for these interventions decreases due to increased provision and effectiveness of early-intervention services.





Gaps in the completeness of staffing data would be addressed in future phases of work to ensure staffing budgets are allocated according to the best organisational fit for their current skillset and remit of responsibilities.



# 5. RECOMMENDED OPTION (OPERATING MODEL)

## 5.1. Recommended Operating Model: Wellbeing and Prevention Model

The proposed Wellbeing and Prevention Operating Model is designed first and foremost with people in mind. The model sets out to keep people and families well and thriving, and to prevent or mitigate the need for complex interventions. It does this by helping people in a way which puts their goals and aspirations at the centre, and which leverages appropriate support from the community, wider public services, and Fife's skilled staff.

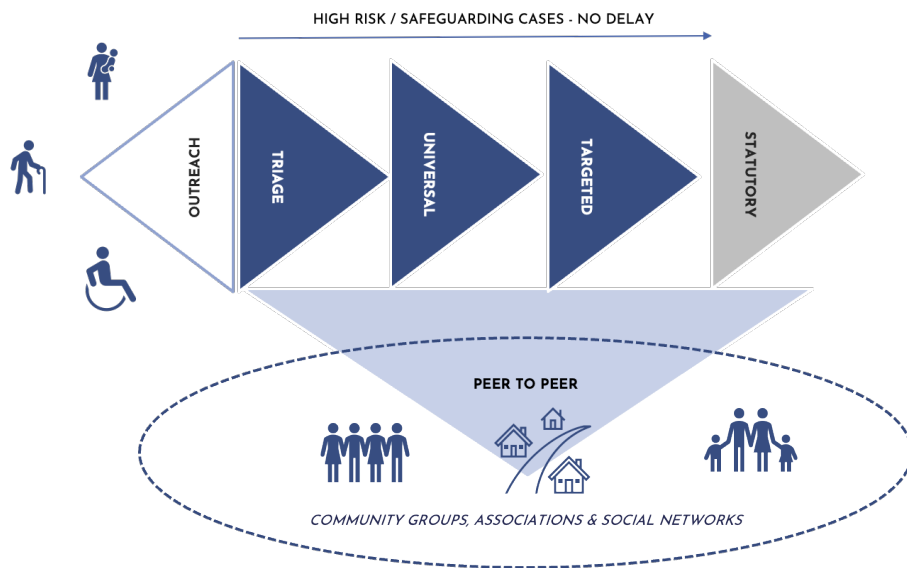
The model builds resilience for individuals, their families, and their community through stabilising client situations, enabling individuals to make connections and access to support to meet their goals, and ensures both clients and community co-design services with the council and its partners.

This model illustrates the following key features of the proposed operating model:

- Services which work with people to provide the right level of support at the right time.
- An active community sector which is a mature and integrated part of the solution and drawn on to support people across a broad range of needs/complexity.
- Outreach which used data and insight to target people who need help and pulls them in early (to delay or reduce escalation of need).
- Universal services which are first line support, providing timely advice and support in the community and therefore reducing the need for a person to be re-directed.
- Targeted services which are designed to reduce the escalation of need and are tailored to tackle local root cause factors in Fife.
- An effective triage function made up of three parts; Outreach, Assessment/ Intake and Relationship Management taking a person-centred, strengths-based approach that looks at all aspects of a person's life to understand the root causes, not just the presenting need ("What matters to you?" not "what's the matter with you?")
- A service-design which is not based on professional specialisms but places citizens at the heart.



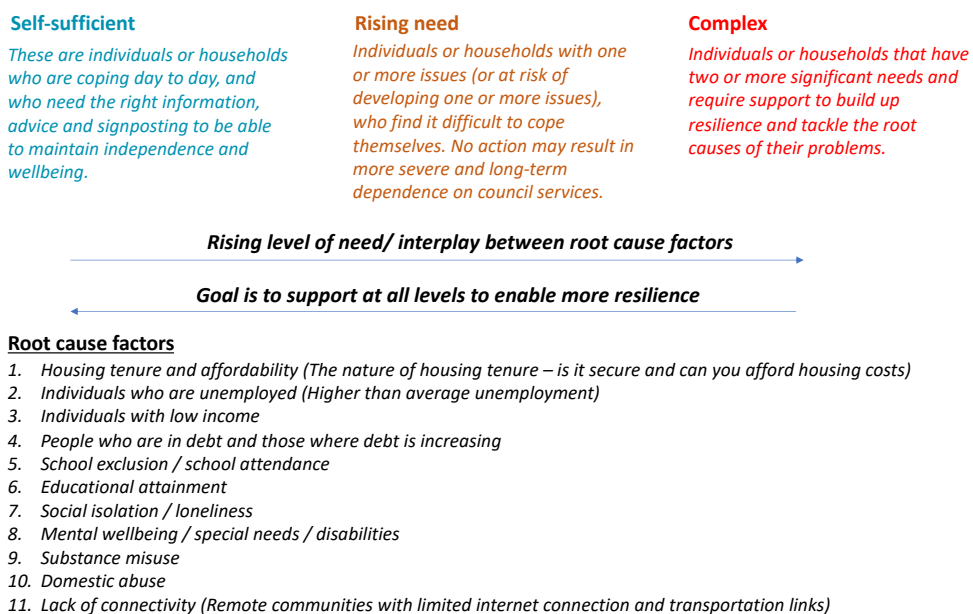
Figure 7: Wellbeing and Prevention Conceptual Model



The model is predicated on building strong and positive relationships between citizens and the Council, as well as building strong working relationships across the Council and partners. It intends to facilitate data-driven decisions, allowing access (where appropriate) to a wealth of data that can improve outcomes for clients and their families. Additionally, it creates institutional memory so that when clients return to the Council or engage with someone new, there is no need to retell their stories. This institutional memory facilitates strong relationship management, clear and consistent interventions, and a centralised relationship management approach to wrapping supports around clients.

The below illustrates that people’s needs vary in complexity, and there may be one or several factors influencing their outcomes. The goal of the Wellbeing and Prevention model is to support people at all levels and increasingly deliver earlier support which enables people to stay / become self-sufficient.

Figure 8: Levels of Needs and Root Cause Factors



The table below sets out how the model meets the drivers and objectives set out in the strategic case.

*Table 6: Key Outcomes for the Wellbeing and Prevention Operating Model*

Outcomes	Description
Resolving Issues Early/ Reducing need for post-crisis interventions	<ul style="list-style-type: none"> <li>• Enables Fife Council to focus on prevention, early intervention thereby reducing instances of escalation and crisis,</li> <li>• Reduces structural barriers clients currently face in accessing the right interventions, at the right time, in the right ways, and in the right place,</li> <li>• Creates an environment conducive to obtaining a system-wide view and a pathway to reducing demand/delaying need for statutory or complex interventions,</li> <li>• Enhances Fife Council’s ability to identify and improve upon key indicators including homelessness prevention, income maximisation, debt management, and family wellbeing,</li> <li>• Increased provision of early interventions should correspondingly reduce the prevalence of key risk factors across Fife (e.g., homelessness, school absences, financial instability, social isolation, unemployment, etc.)</li> </ul>
Increasing Resilience	<ul style="list-style-type: none"> <li>• Enables self-sufficiency by bolstering digital help offers, strengthening relationships with the 3rd sector/peer-to-peer networks, and equipping partners and other services in the community to provide timely support e.g., schools and libraries,</li> <li>• Improves outcomes for people by taking a person-centred approach which uses a strengths-based approach and looks at all aspects of a person’s life, not just the presenting need (“What matters to you?” not “what’s the matter with you?”)</li> </ul>
Realising Financial Benefits	<ul style="list-style-type: none"> <li>• Enables Fife Council to make savings through reducing demand for expensive, complex, and lengthy Council-led statutory/post-crisis interventions, realising internal efficiencies through a new model of working, enabling self-sufficiency through an enhanced digital offer, fostering stronger third sector, and strengthening peer-to-peer networks.</li> <li>• Enables the redesign of processes such as completing forms, reducing repeated requests, reducing frictions in accessing/leveraging data, enhancing reporting and monitoring capabilities, and restructuring teams to be client-centric (i.e., reducing silos, augmenting staff capabilities, increasing collaboration, and enabling timely/effective decision-making.)</li> </ul>



### 5.1.1. Model Requirements

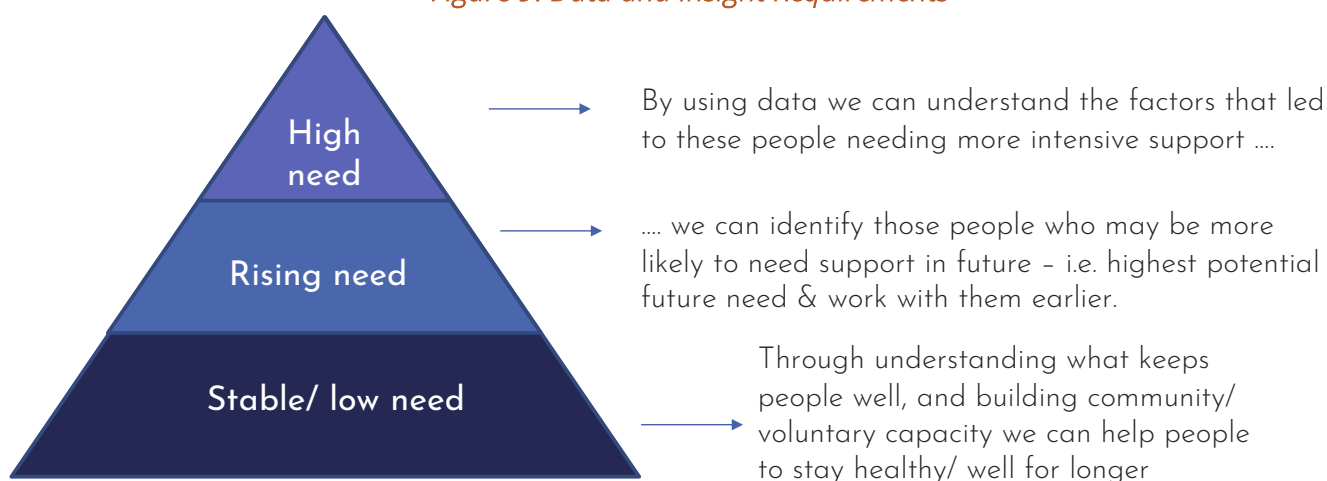
To deliver the outcomes as detailed in the table above, this section sets out the requirements for the future operating model. These are informed by the ICC Crisis to Prevention Ideal Type Model outlined in Figure 7 (above).

#### Data and Insight requirements

The model must enable Fife Council and its partners to focus *on the right people, in the right places, on the right things, in the right way*. This means deploying data and insight to understand the prevalence of 'root cause risk factors', the triggers and sequence of events that can see these risks become manifest in harm and need, and the consequent development of pro-active/predictive tools and platforms that can enable focused outreach activity; effective triage; and intelligence-led service design and partnerships.

This is outlined in Figure 9 below:

*Figure 9: Data and Insight Requirements*



This means that Fife Council need to introduce the below capability as part of its model:

- The ability to integrate person/household-level data into a comprehensive 360-degree view.
- As part of the above the means to record and interrogate a longitudinal perspective of an individual/ household history.
- To enable these functions while managing risks effectively, robust information governance practices are therefore crucial.
- The ability to ensure that defined groups within Fife Council would have varying levels of information access and client interaction capabilities (in relation to the above).
- IT infrastructure must possess the capacity for swift collaboration and resolution for non-standard requests, often achieved through agile techniques.



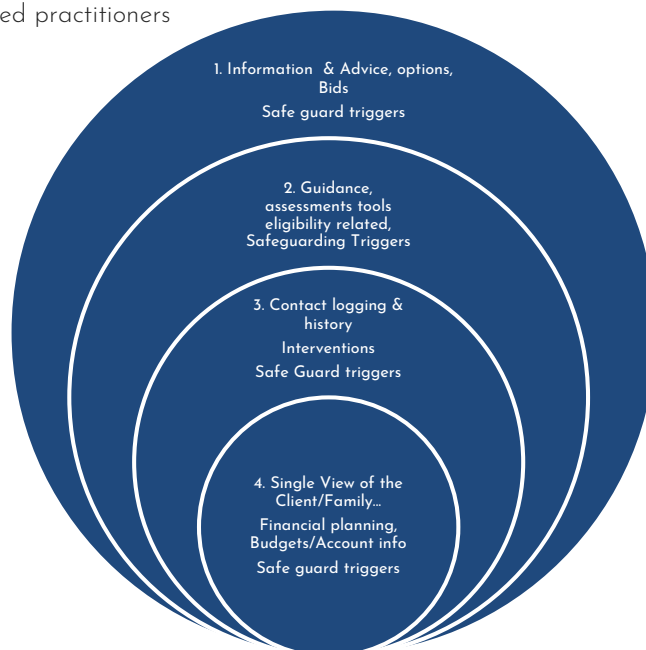
- Alongside the tools and technology, there must be the data science / insights capability within the service design (this is part of the Enabling function outlined below in Section 5.2).

The below model illustrates how different data points would be accessible to different levels:

- Access to data is determined at series of levels with different collaboration partners having access to different levels of information the ability to conduct/transact and interact with clients at differing levels of complexity.
- Each role can do elements of activity such as advise, inform, record, intervene, escalate etc.
- The four layers identified are initial views only.
- The user works their way through the layer or can jump directly to the layer that is pertinent to the situation or role.
- A key feature is that at all layers there are safeguarding checkpoints /triggers.

*Figure 10: User Layer Permissions*

User layer permissions:  
 1-2 : Universal ( for all)  
 2-3 : Trusted assessors  
 3-4 : Trusted practitioners



In-depth specifications for data/ICT would need to be further developed during subsequent phases of work, including phased approaches for minimum viable solutions as well as longer-term enhancements.



## Service design requirements

The human-centred design of services is fundamental to the success of the model. This includes shifting the organisation design to one which is focused on working with people in a more rounded way, about the way people are supported to navigate sources of support and the design of the approaches and tools used. Services will need to become holistic and centred around the needs of people (as they are experienced by people, not the requirements of the system).

At this juncture, we have determined that Fife Council need to introduce the below capability as part of its model:

- Community based services and organisations, including schools, libraries and resident facing council teams act as a first point of response - preventing the escalation of need, as well as connecting service users to information and advice, or community support.
- Beyond this community-based support, there is a single Council function which can triage people holistically in a single team (including initial outreach services, intake appointments/assessments). This team facilitates gathering a 360-degree view of a client and their wellbeing and may resolve the need in one conversation or may identify that there is a requirement for ongoing support.
- Where there is a need for ongoing support, the ability to assign a single point of contact (“Relationship Manager”) who can help the person/ family navigate the right support at the right time, including wraparound support for clients (i.e., targeted services and/or third sector support and/or peer-to-peer networks.).
- Staff that are equipped with the tools and skills to identify and pull in the appropriate experts/wrap-around supports for presenting issues, as well as to develop a 360-degree view of the client’s other potential needs. In this way, professional expertise is available but part of a person-centred model in a multi-disciplinary context.
- Stronger integration across systems, greater openness to share and reduced duplication.
- Empowering staff with autonomy to make a greater range of decisions on behalf of clients.
- Alongside the Triage function, there should be a joined up targeted services offer with services which are responsive to needs and deployed in the best fit locations according to need.

The below visual outlines an illustrative holistic assessment approach which could be used to prompt a 360 conversation with a client and identify a range of factors for support. The service aims to shift questions such as “what is the client eligible for?” to “what combination of supports will sustainably improve a client’s resilience?” Resilience might encompass such areas as housing, family, financial stability, community, employment, health, and wellbeing.



Figure 11: 360-Degree View of a Client's Wellness & Resiliency



### Digital channels, knowledge and IAG requirements

Within the framework of crisis-to-prevention service design, specific digital channels and knowledge-sharing processes are essential components. A Digital Front Door is integral, ensuring residents can easily access a wealth of information and services independently (self-service). Contact with and support of clients would occur through channels that are readily accessible to residents, utilising common digital and automation technologies, such as social media, and messaging tools like email and WhatsApp. In future phases, support could also include automated technology such as chat bots. This communication is designed to be interactive, fielding both incoming resident inquiries and proactively disseminating information outwards to community.

At this juncture, we have determined that Fife Council need to include the below capability as part of its model:

- The Digital Front Door must ensure a significant amount of relevant information is accessible to residents to self-serve.
- Knowledge/ IAG across teams and partners should be accessible to all via a shared tool and frequently updated. This platform would ensure that all stakeholders have access to up-to-date information, promoting collaborative efforts and data-informed decision-making in support of client interventions.
- The IAG platform should be considered 'live' and updated on a regular basis to ensure sustained use. The platform should enable teams to trigger a review of IAG as an ad hoc or routine request.
- Contact and support will be via channels which are accessible to residents, using widely used digital/ automation technology where appropriate e.g., via social media/ messaging tools (text and WhatsApp).
- Information flows are two way – receiving enquires and pro-actively pushing information out.

### Service improvement & Co-production capability





Service teams must have access to skilled support for testing and validating data, insights, and the impacts of interventions directly with clients and with partners. This collaborative approach aims to co-design and co-produce the most effective interventions by engaging clients and communities in the process. Required capabilities encompass behavioural insight methodologies, service prototyping and evaluation techniques, quantitative research methods, human-centred service design, and continuous improvement methodologies and practices. By integrating these capabilities, service teams across Fife Council would ensure that interventions are not only well-informed by data and insights but are also responsive to the needs and perspectives of clients. Over time, this would foster a more effective and client-centred crisis-to-prevention service approach.

Service teams must have access to skilled support to test and validate data and insight with users / residents to co-produce with residents the most effective interventions. Capability should include behavioural insight approaches, service prototyping and evaluation, qualitative research, service design/ continuous improvement methodologies.

### **Partner Integration requirements**

In due course, partners, including Health and Social Care entities, would become integrated into the model, allowing for pooled resources and budgets. This integration empowers a unified approach to addressing root causes where risk factors are closely associated. Data and resource sharing among partners would be facilitated through stringent information governance protocols, ensuring secure collaboration. Partner involvement would be found at every level, including service design, data and insights analysis, and co-production efforts. This comprehensive engagement strategy ensures joined-up responses, enhancing effectiveness in addressing complex issues, while at the same time fostering a collaborative ecosystem with the third sector and other external partners.

### **Community capability requirements**

An essential component of the model is the enhancement of local internal and community knowledge about available services. This knowledge expansion ensures that all partners, including voluntary and community sector (VCS) services and community groups, can maximise their own impact. To achieve this, the VCS must be empowered as a mature and integrated part of the solution. This empowerment involves capacity-building initiatives and increased core funding, enabling the VCS to play a more significant role in co-producing interventions, and leading interventions where appropriate. Providing greater and more flexible funding would allow the VCS to address a higher proportion of community needs, and so with a higher degree of effectiveness. By bolstering community capabilities in this manner, the crisis-to-prevention approach becomes more inclusive, collaborative, and responsive to the diverse needs of the community of Fife.

### **Governance and assurance requirements**



Proper Governance and assurance are critical for ensuring effective and accountable operations. The No Wrong Door model necessitates a realignment of functions, incorporating both statutory and non-statutory functions, and introducing shared triage and relationship management processes.

To support this integration, Fife Council would need:

- Clear, well-defined thresholds that are governed and quality assured. Additionally, statutory duties must be diligently discharged to maintain legal compliance (see *Section 3.4.3. Legal Constraints and Dependencies* for details).
- Clear roles, accountabilities, and oversight mechanisms should be in place, particularly concerning statutory duties, accountabilities, and oversight mechanisms should be in place, particularly concerning statutory duties and professional obligations or regulated activities.
- Furthermore, Information Governance (IG) protocols must be vigorously maintained, particularly in relation to the comprehensive 360-degree view of clients, ensuring the security and confidentiality of sensitive data held and managed by Fife Council. These governance and assurance measures are fundamental in establishing a robust and accountable framework for No Wrong Door's implementation and sustainable success.

### **Leadership and organisational culture requirements**

Leadership for prevention initiatives should be positioned at the Corporate Management Team (CMT) level, ensuring visible senior sponsorship and focused efforts in shifting the organisational focus of Fife Council from crisis management to prevention. Prevention objectives, particularly those related to No Wrong Door should be perceived as a collective effort, involving the entire Council. Integrating these objectives into staff onboarding, induction, and training processes across Fife Council and its partners is vital. Teams must be empowered to make decisions aligned with the NWD model's objectives, emphasising the importance of ethical conduct and budgetary constraints. This approach ensures a cohesive and committed organisational culture that prioritises prevention strategies, fostering a proactive and effective crisis-to-prevention service model.

## **5.2. Operating Model – Function Descriptions**

This section outlines how the requirements have been developed into a set of proposed functions which will be part of the Wellbeing and Prevention operating model. It is recommended that the associated Council services are aligned within a single directorate. The nature and scale of the changes required (e.g., to organisation, process and technology) varies by function.

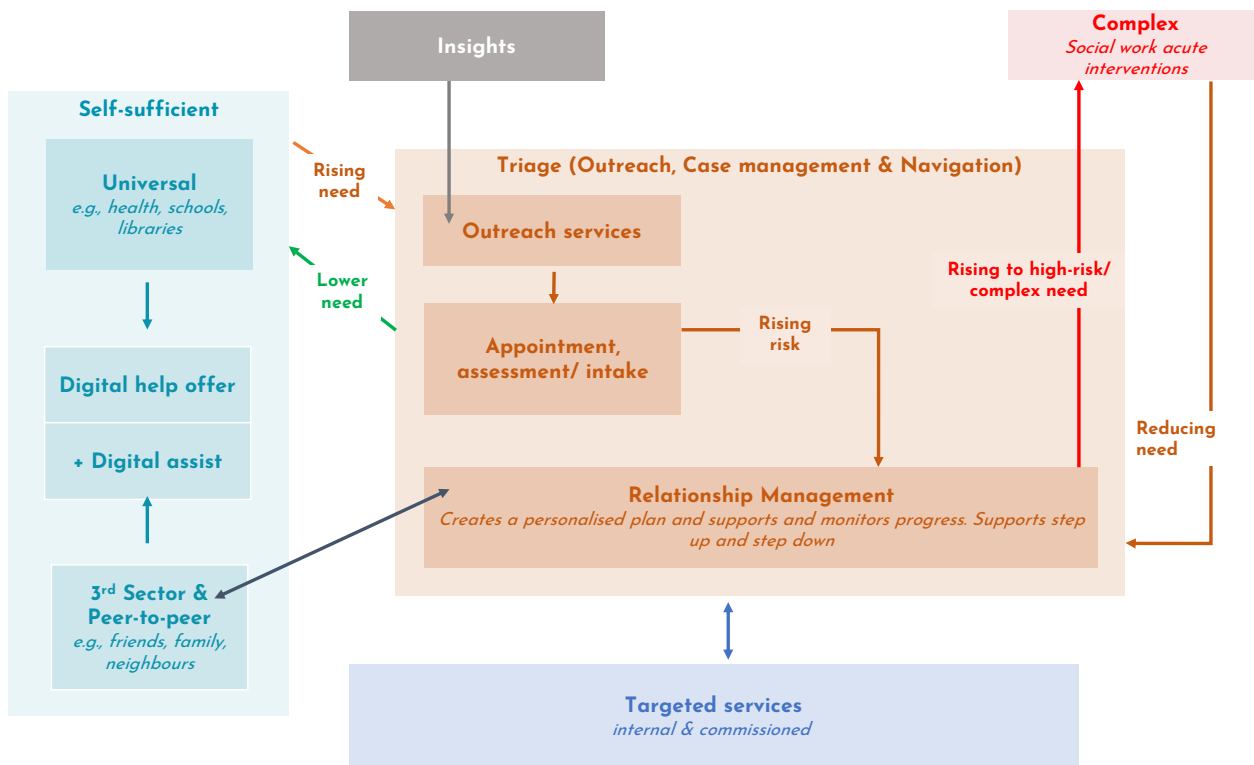
The below visual identifies the key elements of the new operating model and how people with different levels of need might flow through this new service model. These different elements and the organisation design implications are outlined below. Future phases of work will further-develop detailed objectives, functions and processes, client pathways, relationships to wider services, role descriptions, staffing budget requirements, non-staffing budget requirements, staffing/team locations, and success measures.

Future phases of work would also identify capabilities required to effectively service each Function,



which of those capabilities already exist among Fife Council's staffing body, those to be augmented, and those to be developed net-new through supplemental training or new hires.

Figure 12: Wellbeing and Prevention Directorate Operating Model



### Self-Sufficient Function (Universal support)

The model recognises the importance of many day-to-day services to help citizens to help themselves, navigate services, and find the information and support they need. While re-design of job roles or organisation design is not a key feature of the proposed change, existing staff must be enabled through skills development, ICT and access to Information Advice and Guidance (IAG) to have positive conversations with people and to help them readily respond to signs of the need for support. A comprehensive Digital Help offer would include Fife Council's website, digitised forms/services, and could include new forms of technology such as digital assistants in future (e.g., chat bot assistance). These tools must also be accessible for people to self-serve, and the Council must leverage the role of peer-to-peer networks and community groups to enable information sharing and mutual support among residents. Through this type of approach, there will be improved awareness and ability to access support (both within and outside of Council services) at an early stage.

The model recognises that staff who are the 'first point of contact' and/or based in community settings are well situated to identify, early on, when a client or family enter a period of declining resilience and/or may benefit from support (whether this is from the Council or its partners, or the wider community). Under the future arrangements, community-based roles and services such as libraries staff, staff in



schools or other Council staff who meet with residents regularly in their role e.g. housing managers, will be equipped able to undertake “ready reckoner” assessments which support people without the inevitable need for a hand-off.

*Key changes required to shift from the As Is state to the To Be model:*

- *Development of a common approach/ toolkit for conversations which is strengths-based, relationship based and uses behavioural techniques,*
- *Skills, development and induction programme for Fife Council customer-facing staff, partners voluntary sector,*
- *Comprehensive refresh of Information, Advice and Guidance to spread awareness within and outside of the Council of all sources of support,*
- *Digital triage self-serve form(s) available to customer-facing staff, key partners*
- *Knowledgebase to support sharing of service/ support across Council and key partners*

## **Triage Function**

The triage function is made up of three parts: Outreach, Assessment/ Intake and Relationship Management

### ***Outreach***

The triage function would include an outreach team who could act on insights to proactively target those people who may benefit from early intervention support.

### ***Assessment/Intake***

The Appointment/Assessment/Intake team would be the main entry point to Fife Council services for people. A person might be targeted through an outreach activity or self-refer having exhausted the support available in the community or via the Digital Help offer. This function is intended to further develop the initial picture of a client’s 360-degree view. The 360-degree picture is painted in greater detail and may include relevant rules-based assessments, and rules-based eligibility checks. This role would serve to reduce escalation of avoidable demand through the system. It serves to take a rounded approach to a client’s presenting needs/potential opportunities for intervention. This allows Fife Council to quickly and effectively determine how clients may be best served, whether that be helping people to find support through a peer-to-peer network, or progressing to an enhanced Relationship Management environment whereby Fife Council builds a range of support around a client to improve their resilience and wellbeing over time.

### ***Relationship Management***

The core tenet of the Relationship Management Function is to wrap support around a client, rather than having a client move from department to department, service to service, or staff member to staff member. Relationship Management seeks to identify, using a 360-degree view, the optimal and proportionate mix of interventions that will, over time, sustainably improve the client’s resiliency and



wellbeing. This requires tagging in and/or out relevant colleagues/experts at the right time and leading as an internal Fife Council navigator on behalf of the client to identify/line up the appropriate supports.

*Key changes required to shift Fife Council from status quo to the future operating model include:*

- *Re-design of job roles to cover outreach, triage and relationship management. Job roles would be more generic while allowing people to have specialist experience and qualifications. This may involve wider salary ranges for the new roles to allow for different levels of experience and to enable career progression,*
- *Development of skills development and induction programme (enhanced version),*
- *Development of triage and assessment tools,*
- *Development of key performance measures and metrics,*
- *Agreeing the operating model locations (Hubs across Fife).*

### **Targeted Services Function**

Targeted services refer to specific, time-bound, initiatives aimed at addressing tightly scoped client needs. These programs, such as youth activities, skill development sessions, and comprehensive advisory services, are designed to address specific intervention requirements. Targeted services require specialised skillsets, qualifications, and areas of expertise beyond those Fife Council staff members who may be in triage-centric roles.

### **Complex/Statutory Services Function**

The Complex/Statutory Services Function refers to addressing the needs of the people with the highest levels of need. This involves conducting formal assessments and implementing statutory risk management measures, with the primary objective being to prevent situations from escalating further, and to facilitate early step-down processes. Examples of these services include intensive social work interventions, justice services, and formal assessments related to homelessness.

### **Enabling Function**

The Enabling Function includes both service development and insights. It encompasses providing internal team support that enables and enhances Fife Council's ability to provide timely, effective, and prevention-centric interventions. This internal support aids in the smooth operation all No Wrong Door activities. Examples of this support include data analysis and insights, strategic planning, policy formulation, and training programmes. By offering this comprehensive range of support services, the Enabling Function ensures all teams are equally well-equipped, informed, joined up. Joining up support roles across Fife Council will strengthen the Council's overall functioning and enable it to respond adeptly to the ever-evolving needs and challenges faced by the community it serves. The Enabling Function is critical in supporting the transition from crisis to prevention, and then sustaining Fife Council as a proactive/preventative-centric organisation.



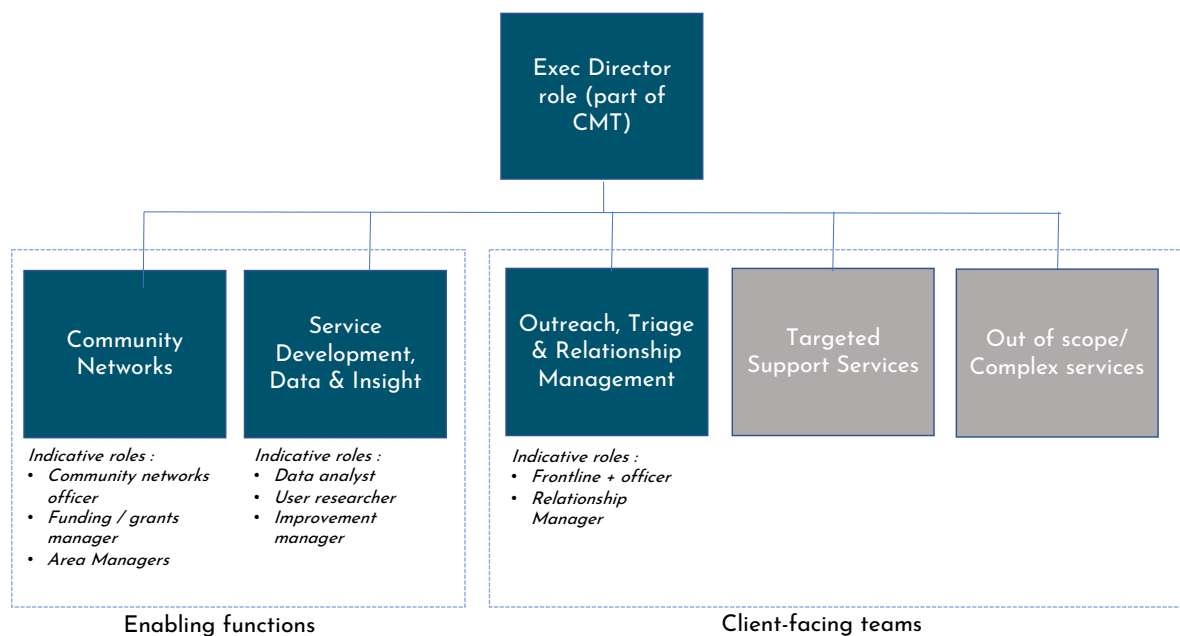
Within the enabling team, an Insights Function provides predictive analytics and continuous improvement capacity across Fife Council. This function collects, interprets, and develops actionable insights from both publicly accessible and Fife Council-housed datasets. Bolstering the ability, frequency, and effectiveness of data-informed decision-making will:

- Support the identification of pre-crisis/preventative/early intervention opportunities,
- Enhance the Council’s ability to act on the ever-evolving contextual environment,
- Augment the Council’s ability to continuously improve upon processes, technologies, and tools that ultimately lead to improved community, neighbourhood, and individual-level outcomes.

### 5.3. Organisation design implications

The visual below sets out the indicative organisational implications at this juncture. It is recommended that the services in scope sit under one single Exec Director role.

*Figure 13: Organisational Implications*



The darker shaded boxes represent key areas for organisation re-design in initial phases:

- Outreach, Triage and Relationship Management
- Enabling functions - Community Network & Service Development, Data & Insight

The grey colour boxes – targeted services provision and complex/ out of scope services are not envisaged to undergo organisation re-design as part of initial phases. In time the scale and nature of targeted services may shift to respond to a better understanding of local needs. Similarly, it is envisaged should prevention be effectively delivered, the scale and nature of complex services would be impacted.



### 5.3.1. Service location implications

The Case for Change identified the need for integrated services tailored to meet local demands. As part of the new Wellbeing and Prevention operating model design, our current assumption is that this would be a place-based model operating out of consolidated Community Area Hubs (CAH). For each of these locations and hubs, there would be an area lead from the Community Networks function, who would have a role to work collectively with the Service Development Data and Insight function, Targeted Service Teams as well as local partner organisations, to determine the right types of support based on root cause analysis of local needs.

The exact scope and nature of provision in each hub needs further evaluation. As a minimum we would expect this to include the Triage and Relationship management functions. Services might also be delivered via a hub and spoke model, using community centres and facilities close to where needs are. Our assumption for the purposes of the business case is that existing premises can be used and therefore there would be no new premises costs associated with the proposals.

### 5.3.2. Success Measures

In assessing the success measures for the No Wrong Door Programme within the broader context of moving Fife Council from crisis management to prevention, it is evident that there is substantial enthusiasm and support within the Council for the overarching concepts and ambitions of the Programme. However, there is a growing need for in-depth design and planning in subsequent phases of work regarding the practical execution of these concepts into a daily reality for Fife Council.

During the initial phases of work, Fife Council subject matter experts (SMEs) from across the Council identified those services required to be scope for redesign and change in order to successfully fulfil NWD's objectives. A next step for these SMEs will be to continue co-designing the new service offering, including operational aspects, partnerships, interfaces with other services, and delivery locations. Equally important for Fife Council will be to continue refining an understanding of the necessary time frame for implementation, the upfront investment required, the size and structure of the Council's senior officer team, and precisely how transitioning from crisis to prevention will yield savings. This level of clarity will be key to successfully planning for and implementing the No Wrong Door Programme.

To begin to address these uncertainties, a comprehensive understanding of individuals at risk of preventable negative outcomes in Fife was pursued. This involved identifying acute root causes of preventable needs and assessing their prevalence in the community. Data and insights, both quantitative and qualitative, were crucial in determining the correlation and associations between these risk factors. Equipped with this information, Fife Council will, in future phases of work, take these root causes into account in detailing a robust financial and operational case that addresses these root cause factors. For the No Wrong Door Programme to successfully transition Fife Council from crisis management to



prevention, NWD will need to materially address factors including housing tenure and affordability, employment, income and debt management, school attendance, educational attainment, social inclusion, mental wellbeing, substance use, domestic safety, and connectivity. These factors comprise the 360-degree view of a client/their family's resiliency and overall wellbeing.

Through obtaining and acting on this 360-degree view, No Wrong Door will enable Fife Council to pinpoint individuals and families in need of support or on the cusp of needing support. The success of Fife's transition from crisis management to prevention will hinge on the Council's ability to collect and act on data, mobilise its workforce to work in lockstep, direct resources where they are most needed, and to tailor interventions to wrap around a client's individual circumstances.

Over time, the model should attain measures of success related to the broader socioeconomic context of Fife (e.g., lowered and/or delayed demand for statutory services). NWD should also attain measures of success related to the improved inner functioning of Fife Council (e.g., increased efficiencies, etc.) These micro and macro determinants of success, including the enhanced wellbeing of Fife's citizenry, should be detailed in subsequent phases of work to prepare Fife Council to launch the No Wrong Door Programme. In tandem, monitoring and evaluation metrics against these measures of success will need to be built into the operating model to facilitate performance management, quality assurance, and continuous improvement against key success metrics from the off.





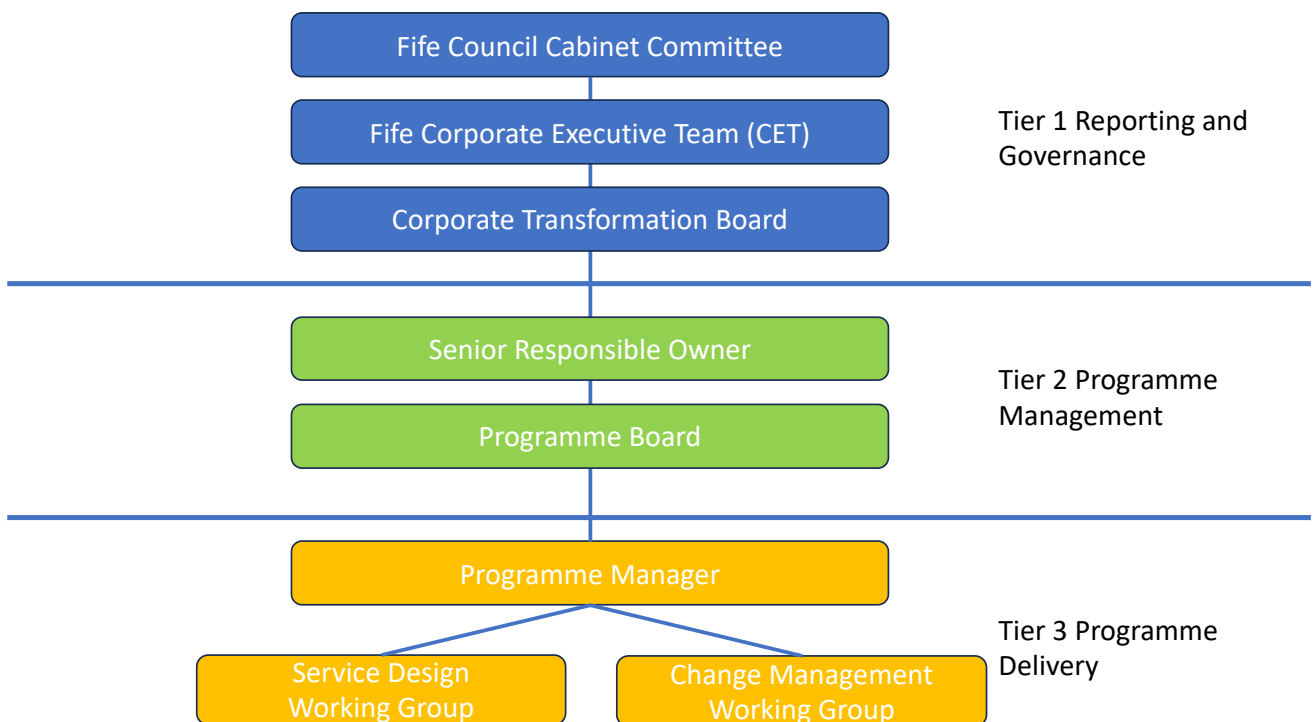
# 6. MANAGEMENT CASE

The Management Case provides assurance that Fife Council has the capacity and capability to deliver the project as proposed. It also outlines the indicative programme for the delivery of the scheme including details of risk management mechanisms.

## 6.1. Governance and Project Management Arrangements

The overall structure for the governance, management and delivery of the programme is shown in the diagram below. Please note that this is the proposed governance model which will be developed and evolved as the programme is setup and where possible the programme will use existing groups or boards.

*Figure 14: Wellbeing & Prevention Service Proposed Governance Structure*



### Tier 1: Reporting and Governance

This tier will provide the strategic direction to the project, provide the necessary approvals for the project to proceed at key stages, and hold the programme management and delivery tiers to account. High-level governance will be provided by the Corporate Executive Team who will be responsible for strategic decision making, escalating any decisions to Cabinet Committee and updating the Cabinet Committee on progress at agreed stages. It is recommended that a new

Corporate Transformation Board is created which would be responsible for the alignment of all change work across Fife Council and would report to the CET.

## Tier 2: Programme Management

This tier will provide ongoing management of the programme. A dedicated Senior Responsible Owner and Programme Manager will be appointed, who will be responsible for the implementation of the programme. The Senior Responsible Owner and Programme Manager will report to the Programme Board at regular intervals and seek approvals from the Programme Board at key decision points within the programme.

## Tier 3: Project Delivery

Members of the project delivery team will be responsible for the delivery of the programme on a day-to-day basis. It is proposed to have two core Working Groups to deliver the initial stage of the project which are the Service Design and Change Management groups. The Service Design group will be responsible for the detailed design of the new model and the roles which will be allocated to each of the functions. The Change Management group will be responsible for completing an assessment of the current state and the development of the change management plan which will include communications, engagement and training requirements to support implementation. The Programme Manager will be supported in several support roles, including procurement, financial control, legal and any corporate communications.

Table 13 provides more detail on the responsibilities of each role within the governance structure.

*Table 7: Governance Structure Roles and Responsibilities*

<b>Role</b>	<b>Responsibilities</b>
Fife Council Cabinet Committee	<ul style="list-style-type: none"> <li>Provides leadership and democratic accountability on strategic programmes,</li> <li>Provides approval at major decision points, such as approval of Outline and Full Business cases.</li> </ul>
Corporate Executive Team	<ul style="list-style-type: none"> <li>Strategic decision-making and oversight of investment in Fife,</li> <li>Provides accountability to Cabinet Committee.</li> </ul>
Corporate Transformation Board	<ul style="list-style-type: none"> <li>Portfolio Board responsible for alignment of all transformation programmes across Fife,</li> <li>Management of dependencies at portfolio level between programmes,</li> <li>Provide assurance to the Corporate Executive Team.</li> </ul>
Programme Board	<ul style="list-style-type: none"> <li>Provides strategic direction to the Senior Responsible Owner,</li> <li>Provides approval at key decision points, within the limits of delegated authority from the Cabinet,</li> <li>Provides opportunity for key stakeholders to shape the project.</li> </ul>
Senior Responsible Owner	<ul style="list-style-type: none"> <li>Provides direction to the project team,</li> <li>Monitors and controls project progress at regular intervals,</li> </ul>



Role	Responsibilities
Programme Manager	<ul style="list-style-type: none"> <li>• Reports back to the Steering Group.</li> <li>• Provides day-to-day management of the programme team,</li> <li>• Prepares and monitors the delivery of work streams,</li> <li>• Manages allocated funding,</li> <li>• Monitors progress against programme objectives,</li> <li>• Monitors risks and issues and escalates as appropriate to the Programme Board,</li> <li>• Reports back to the Senior Responsible Owner and escalates decisions as required.</li> </ul>
Council Support Team	<ul style="list-style-type: none"> <li>• Support to the Programme Manager in areas such as procurement, financial control, legal and communications.</li> </ul>

### 6.1.1. Change Management Approach

Change management is a critical component of any transformation programme. The steps outlined below provide a propose structured approach for how this is to be managed.

1. **Assess the Current State:** Start by evaluating the current state of the organisation, including its culture, processes, and employee readiness for change. Identify pain points, resistance, and areas where change is needed.
2. **Define the Vision and Objectives:** Clearly outline the vision and objectives of the proposed change. This should be communicated in a way that resonates with employees and stakeholders, emphasising the benefits of the change.
3. **Stakeholder Analysis:** Identify and analyse all relevant stakeholders, including employees, leadership, and external parties. Understand their concerns, motivations, and level of influence. Tailor your change approach to different stakeholder groups.
4. **Change Impact Assessment:** Assess the impact of the proposed changes on various aspects, such as people, processes, technology, and culture. Understand the magnitude of change and potential risks.
5. **Change Team Formation:** Assemble a dedicated change management team or assign roles and responsibilities within existing teams to manage the change process effectively.
6. **Communication Strategy:** Develop a comprehensive communication plan that addresses the "why," "what," "when," and "how" of the change. Ensure that communication is frequent, transparent, and tailored to the needs of different stakeholders.
7. **Training and Development:** Identify the training and development needs of employees to equip them with the skills and knowledge required to adapt to the change. Create a training plan and resources.
8. **Change Resistance Management:** Proactively address resistance to change by acknowledging concerns, providing support, and demonstrating empathy. Develop strategies to overcome resistance.



9. **Feedback Mechanisms:** Establish feedback loops to gather input and insights from employees, citizens, and stakeholders. Use this feedback to make necessary adjustments to the change plan.
10. **Metrics and KPIs:** Define key performance indicators (KPIs) and metrics to measure the success of the change initiative. Ensure these align with the overall business goals.
11. **Risk Management:** Identify potential risks and develop a risk mitigation plan. Be prepared to address unexpected challenges that may arise during the change process.
12. **Resource Allocation:** Determine the resources (budget, personnel, time) required for the change management effort and secure the necessary support from leadership.
13. **Timeline and Milestones:** Create a timeline with specific milestones to track the progress of the change initiative. Ensure that everyone involved is aware of the timeline and their role in achieving milestones.
14. **Documentation:** Maintain documentation of the change management process, including plans, progress reports, and feedback received. This helps in evaluating the effectiveness of the approach.
15. **Continuous Evaluation and Improvement:** Regularly evaluate the change management approach and adjust as needed. Be open to learning from the experience and applying lessons learned to future change initiatives.

Having a clear change management plan will ensure Fife has a structured and people-centred approach to change. It helps ensure that the Council can successfully navigate the complexities of change and maximize the benefits of the proposed transformation.

### 6.1.2. Change Control

Programme Change Control, often referred to as Change Control within a programme or project management context, is a structured process used to manage and evaluate proposed changes to a program's scope, objectives, deliverables, schedule, budget, or other key elements. The primary goal of Programme Change Control is to ensure that changes are properly evaluated, authorised, implemented, and documented to minimise risks and disruptions to the programme.

Propose key elements of Programme Change Control for the Programme include:

**Change Request Submission:** When a need for a change in the program arises, team members or stakeholders submit change requests detailing the proposed alterations. These requests should include the rationale, potential impact, and supporting documentation. These requests will initially be made to the NWD Programme Board for review and approval. Depending on the scale of the change these may need to be escalated through the governance structure for approval.

**Change Evaluation:** The programme management team, along with relevant stakeholders, assesses the change request's feasibility, impact, and alignment with programme objectives. This evaluation involves considering factors like time, cost, quality, and risk implications.



**Impact Analysis:** The team led by the programme manager conducts a thorough analysis of how the proposed change might affect the programme, its schedule, budget, and any interdependencies with other programme components or projects. This analysis helps in making informed decisions.

**Decision-Making:** Based on the impact analysis, the SRO and relevant stakeholders decide whether to approve, reject, or modify the change request. If approved, the change is formally authorised and documented.

**Change Authorisation:** An approved change request results in the issuing of an official change order or change authorisation, which outlines the agreed-upon modifications, including any changes to scope, resources, budget, or schedule.

**Implementation Planning:** After authorisation, the programme management team plans the implementation of the change. This includes assigning responsibilities, adjusting schedules, and coordinating with relevant teams or stakeholders.

**Communication:** Effective communication is essential. All team members and stakeholders affected by the change need to be informed of the approved changes, their implications, and any necessary adjustments to their work.

**Documentation:** Thorough documentation of the entire change control process is essential, including the change request, impact analysis, authorisation, and implementation plan. This documentation is crucial for accountability and future reference.

**Monitoring and Control:** After the change is implemented, ongoing monitoring and control are essential to ensure that it does not adversely affect the programme's overall performance and objectives. Adjustments may be necessary if unexpected issues arise.

**Closure and Reporting:** The change control process is considered closed when the change has been successfully implemented, and its impact has been assessed. A final report may be generated to summarise the change and its effects on the programme.

Effective Programme Change Control is a critical component of programme management, ensuring that changes are managed in a structured and controlled manner, which helps maintain programme alignment with its objectives and minimises risks associated with uncontrolled changes.

### 6.1.3. Risk Management

The production of a Risk Management Strategy is an integral component of the standard project management procedures that is used by Fife Council on projects and programmes. During the



programme development stage, a thorough and detailed examination of risks will be incorporated into a project risk register. The risk register will be reviewed regularly throughout the detailed design phase as a standing item in progress meetings.

The Programme Manager will have day to day responsibility for managing risks and will escalate any issues to the Senior Responsible Owner. In case of any urgent risk events, the Programme Manager will initially seek guidance from the Senior Responsible Owner on behalf of the Programme Board. In case of major issues where the risk response would exceed the authority of the Programme Board, the Senior Responsible Owner will produce an Exception Report to seek guidance and approval from the Transformation Board, Corporate Executive Team or Cabinet as appropriate.

## 6.2. Programme Team

The programme team for the design and implementation will vary depending on the programme stage and capability and capacity of Fife staff. Where possible the approach is to maximise the use of Fife staff where possible and supplement this with external support and specialist advisors where required.

### 6.2.1. Partnership working

It will be important to work with partners across Fife in both the Statutory and the Voluntary sector to help codesign the programme and future services. It will be important to collaborate with these organisations, stakeholders, or other parties to achieve common goals or objectives. This approach brings various benefits, including shared resources, expertise, and risk mitigation.

### 6.2.2. Use of Specialist Advisors

Specialist advisors play a crucial role in ensuring the success of complex programmes. They bring specific expertise and knowledge to the team, helping to mitigate risks, enhance decision-making, and achieve programme objectives. Here are some key areas where specialist advisors could add value to Fife:

1. **Sector knowledge and implementation of similar programmes:** a key area where specialist advisors can add significant value is where they have experience in the implementation of similar programme and understand the challenges and issues. Understanding on Councils and how they work including political elements and Unions is important on programmes of this scale.
2. **Regulatory and compliance guidance:** this programme will need to adhere to a complex web of regulations, permits, and compliance requirements. Specialist advisors who are well-versed in regulatory affairs can help ensure that the programme complies with all legal and regulatory obligations.
3. **Cost estimation and budgeting:** experienced financial advisors can assist in cost estimation, budgeting, and financial planning, helping to ensure that the programme stays within budget, resources are allocated optimally, and any financial savings are tracked.



4. **Programme management and planning:** seasoned programme management advisors can help in project planning, scheduling, and execution. They can provide guidance on methodologies, tools, and best practices for programme/portfolio management.
5. **Change management:** change management advisors can assist with managing the human side of project implementation, helping to prepare employees for change, address resistance, and ensure a smooth transition.

## 6.3. Programme Roadmap

### **PHASE 1: Co-Creation of Fife Council's No Wrong Door – COMPLETED**

The initial phase of work served to create a baseline understanding of Fife's services, operations, staffing model, unique community needs/demographics, legislative landscape, and organisational readiness to embark on a Crisis to Prevention journey towards No Wrong Door. This phase also provided the necessary inputs to co-design a No Wrong Door model localised to Fife.

Key activities conducted during the design phase included:

- Undertaking research to better understand risks related to geographic hotspots, analysing key risk factors and identify trends, and developing insights related to community networks functions,
- Conducting workshops with Fife Council SMEs to align on desired outcomes for NWD with respect to key stakeholders, partners, and third sector partners,
- Evaluating current organisational fit against the Crisis to Prevention Ideal State Model,
- Collating current and past initiatives within Fife Council supporting No Wrong Door,
- Developing personas and customer journeys in line with human-centred design principles,
- Developing an interim report for validation with service leads and SMEs across Fife Council,
- Collecting, updating, assessing, and validating both staffing figures and non-staffing budgets with all in-scope service leads,
- Conducting one-on-one interviews and joint workshops with Fife Council SMEs to co-create a future state model of No Wrong Door localised to Fife; this included co-designing future service models/pathways and aligning on assumptions to drive future model FTE requirements.

### **PHASE 2: Full Business Case & Pre-Deployment Planning – FUTURE PHASE**

The second phase of work would commence November 2023 through to April 2024, focusing on readying Fife for transformation and implementation of No Wrong Door. This pre-deployment testing and validation phase would require further definition of the detailed operating model (i.e., setting out new roles, capability, and change management requirements), and the development of a detailed implementation plan and timeline.

This phase would also require a delineation of full costs, benefits, and plans to mitigate known risks. In parallel, Fife Council will be required to make key decisions related to leadership posts.



Deciding on key leadership positions, will be critical to future strategic and operational oversight of No Wrong Door.

Key deliverables during the second phase of work would include a full business case, change impact assessment, implementation plan, and new management role descriptions.

### **PHASE 3: Implementation, Monitoring, Evaluation & Continuous Improvement – *FUTURE PHASE***

The third phase of work would commence June 2024, focusing on bringing No Wrong Door to life through mobilisation of change management initiatives and implementing the new model. This phase may require 12-24 months, subject to Fife Council's organisational change readiness, scale of change, and complexity of implementation.

This phase would implement those plans clearly laid out during Phase Two, including new leadership roles to be introduced in Q1 2024/2025. These leadership roles would spearhead and manage the portfolio of change to delivery augmented and net-new capabilities (i.e., skills, digital, data, analytics), finalising and onboarding new team structures, and institutionalising new ways of working. This rollout would begin April/May 2024.

Of note, this phase would also lay the groundwork for future monitoring, evaluation, and continuous improvement of No Wrong Door in Fife Council.

## 6.4. Investment Costs to Stand Up the Wellbeing and Prevention Directorate

To ready Fife Council for a successful implementation, the next phase of work would require strategic transformation capacity to lead Fife through design sprints across five key workstreams, establish clear governance structures, and provide tactical programme management support.

The five initial proposed key workstreams are:

1. Data, Insight and Customer View,
2. Triage and Relationship Management,
3. Community and Partner Integration,
4. Knowledge/Self-service & IAG,
5. Universal Skills & Culture.

Detailed design work led through each workstream, including detailed implementation costs and benefits, would be consolidated into a Full Business Case to enable Fife Council's transition from planning into the implementation phase.





*Table 8: Wellbeing and Prevention Full Business Case Development*

	KEY ACTIVITIES	DELIVERABLES
<i>MOBILISATION</i>	<ul style="list-style-type: none"> <li>• Confirm governance arrangements, workstreams, and delivery plan with existing SMG and Sponsor.</li> </ul>	<ul style="list-style-type: none"> <li>• Programme Definition Document (PDD),</li> <li>• Delivery Plan</li> </ul>
<i>OPERATING MODEL WORKSTREAM DESIGN SPRINTS</i>	<ul style="list-style-type: none"> <li>• Data, Insight &amp; Customer View,</li> <li>• Triage &amp; Relationship Management,</li> <li>• Community &amp; Partner integration,</li> <li>• Knowledge/ Self-service &amp; IAG,</li> <li>• Universal Skills &amp; Culture.</li> </ul>	<ul style="list-style-type: none"> <li>• Workstream plans &amp; deliverables agreed,</li> <li>• Fortnightly highlight report with progress</li> </ul>
<i>FULL BUSINESS CASE DEVELOPMENT</i>	<ul style="list-style-type: none"> <li>• Summarise findings from the design sprints into a Full Business Case for first implementation phase,</li> <li>• Assess overall impact, costs, benefits,</li> <li>• Develop a Tranche 1 implementation plan.</li> </ul>	<ul style="list-style-type: none"> <li>• Full Business Case,</li> <li>• Tranche 1 implementation plan</li> </ul>

## 6.5. Stakeholder Management and Communications

At present, the programme is in the early stages of development, so it is expected that the stakeholders to be involved and the communication methods used to engage with them will evolve as the programme progresses. In addition to the stakeholder groups which have been engaged to date through workshops and interviews, an initial 'stakeholder mapping' exercise will have been undertaken in the next phase. The purpose of this will be to understand the potential levels of interest in and influence over the programme that various stakeholders have.

At Outline Business Case stage, this initial stakeholder mapping will be used to develop a full Stakeholder Management and Communications Plan, which will include full details of who will be consulted, for what purpose, when how and how often.

## 6.6. Programme Assurance

Programme assurance is a management practice that focuses on ensuring the successful delivery and outcomes of a programme. Programme assurance, similar to project assurance, provides independent and objective assessments to confirm that the programme is being managed effectively, following best practices, and is likely to achieve its intended outcomes.

These are the proposed key components and objectives for the programme:

1. **Independent Review:** Programme assurance is typically conducted by individuals or teams who are independent of the programme management team. This independence ensures that assessments and recommendations are objective and free from any conflicts of interest.



2. **Scope and Objectives:** The assurance team must have a clear understanding of the programme's scope, objectives, strategic alignment, and expected benefits. This knowledge serves as the foundation for their assessments.
3. **Quality Assurance:** Programme assurance evaluates the quality of programme deliverables, processes, and governance structures. It ensures that the programme adheres to established quality standards and best practices.
4. **Governance and Compliance:** Assurance reviews the programme's adherence to governance frameworks, regulatory requirements, and compliance standards. It ensures that the programme follows established policies and procedures.
5. **Risk Management:** The assurance process assesses how well risks are identified, assessed, and managed throughout the programme. It aims to ensure that risks are appropriately addressed and mitigated.
6. **Financial and Resource Management:** Programme assurance examines financial management, including budgeting, cost control, and resource allocation across multiple projects within the programme. It ensures that resources are used efficiently.
7. **Schedule and Progress:** Assurance monitors the program's schedule and progress, ensuring that it remains on track and that milestones and deadlines are being met.
8. **Stakeholder Engagement:** The process evaluates how well the programme engages with stakeholders, communicates progress, and manages stakeholder expectations across various projects within the program.
9. **Change Management:** Assurance reviews how changes to the programme's scope, objectives, or requirements are managed and whether they are documented, communicated, and integrated effectively into the program.
10. **Issue Resolution:** The process assesses how issues and problems are identified and resolved within the programme. It evaluates the effectiveness of issue management at both the programme and project levels.
11. **Benefits Realisation:** Programme assurance evaluates the programme's ability to track and realise the expected benefits and outcomes outlined in the programme's business case or strategic objectives.
12. **Reporting and Recommendations:** After the assessment is completed, the programme assurance team provides a report that outlines their findings and recommendations. These recommendations help the programme management team make necessary adjustments and improvements.
13. **Continuous Improvement:** Programme assurance is an ongoing process and should be conducted at key programme milestones to ensure that the programme continues to meet its objectives and adapt to changing circumstances.

Programme assurance is crucial for managing complex programmes as this is critical to the Council's success. It provides stakeholders with confidence that the programme is being managed effectively,



risks are being addressed, and benefits are being realised. By identifying potential issues early, it allows for timely corrective actions and proactive management of the programme.



# 7. APPENDIX

## 7.1. Appendix A: Summary of Previous Initiatives

The following table provides an overview of current and previous initiatives by Fife Council on which the No Wrong Door approach has been built. Note, this list is indicative of some of the identified initiatives and interdependencies but is not exhaustive.

Initiatives	Objectives	Focus (geography)	Focus (services)	Start/ Launch	Current status
Whole Family Wellbeing	To support whole system change and service redesign with focus on prevention and targeted support. 15 initiatives are being supported through this programme of work; these are explained in more detail in the next slides.	Various	Community Development, Family Support, Children	2022	Funding for 22/23 23/24 for scaling up initiatives.
PPF	To support whole system change and service redesign with focus on prevention and targeted support. 15 initiatives are being supported through this programme of work; these are explained in more detail in the next slides.	Various	Community Development, Family Support, Children	2022	Funding for 22/23 23/24 for scaling up initiatives.



Initiatives	Objectives	Focus (geography)	Focus (services)	Start/ Launch	Current status
<b>Making it work for Families</b>	To test a holistic “whole family” approach to support families experiencing multiple disadvantages, in partnership with the 3rd sector.	Regional (Edinburgh & South East Scotland City Region)	Whole Family Approach 3rd Sector	Phase 1 2020-21	Phase 1 completed. Evaluation in June 2021. Further activities delivered under WFW (see slides below).
<b>Family Nurture Approach</b>	To support early years intervention for children in greatest risk and need.	Across Fife	Families & Children	2012	Project finished in 2015. Evaluation in 2016.
<b>Community Social Work</b>	To implement a community development approach, build capacity and support early intervention.	Kirkcaldy Lochgelly /Cowdenbeath	Community Development	2022	Programme underway.
<b>Family and parenting support – evidence-based group work</b>	This activity is based on the early years Family Nurture Approach (FNA) evaluation and will enable re-engagement with parenting and family learning approaches in early years, primary and secondary. The aim of this activity is to improve access to a	Across Fife	Parents and Families	Unknown	Activity underway 23/24



Initiatives	Objectives	Focus (geography)	Focus (services)	Start/ Launch	Current status
	range of evidence-based group work across the continuum leading to better outcomes.				
<b>STEPP Outreach Service</b>	This activity seeks to improve access to supports that improve whole family wellbeing and the capacity of families to meet the needs of children and young people on the fringe of admission to care or in a care placement.	Across Fife	Family, Children and young people	Unknown	Activity underway 23/24
<b>Emergency Support Team</b>	To enhance scaffolding support for children and young people who are on the edge of care, crisis and family breakdown, we are developing emergency support to some of our most vulnerable young people living at home, in kinship and in foster care.	Across Fife	Emergency Support Families, children and young people.	Unknown	Activity underway 23/24
<b>Earlier Intervention Focusing on</b>	To provide preventative and targeted support to improve outcomes	Across Fife	Families and children.	2022/23 (TBC)	Scoping of work undertaken in 2022/23



Initiatives	Objectives	Focus (geography)	Focus (services)	Start/ Launch	Current status
pre-birth and under 4s	for pregnant women and mothers with children under 4, through accessible, community-based and multi-agency support. Focus on cases where drug and/or alcohol use is a feature.				
Multi-agency workforce development	To improve confidence, knowledge and skills in the workforce and encourage multi-agency/partnership collaboration and holistic workforce, inc. revisiting what has worked, providing a stronger foundation for collaborative working in communities, and develop a common approach across Fife's Children's Services Partnership.	Across Fife	Children's Services	Unknown	Activity underway 2023/24
Third Sector Interface	This activity will fund a post within Fife Voluntary Action, to support a joined-up and collaborative	Across Fife	Third Sector	Unknown	Activity underway 2023/24



Initiatives	Objectives	Focus (geography)	Focus (services)	Start/ Launch	Current status
	approach across the third sector in Fife.				
<b>Co-production and co-design</b>	To work with CYPFs, professional and leadership colleagues to help shape a better understanding of current experiences of services, what needs to improve, and how change can be facilitated through co-production and co-design.	Across Fife	Third Sector Community Development Families	2023/24	New co-production team recruited. Activity planned for 2023/24.
<b>Making it Work for Families</b>	To enhance scaffolding support for children and young people on the edge of care, crisis and family breakdown, expanding and enhancing the third sector employability approach building on learnings from previous work on Making it Work for Families,	Across Fife	Employability Children and young people	Unknown	Activity underway 2023/24





Initiatives	Objectives	Focus (geography)	Focus (services)	Start/ Launch	Current status
Research, evaluation and long-term planning	To work with consultants to take forward a wider Fife Partnership programme, exploring how to take a No Wrong Door approach from concept to reality in Fife.	Across Fife	Council-wide	2023/24	Consultants (Inner Circle Consulting) commissioned and mobilised in June 2023. Activity underway 2023/24,
Early Years Collective – Third Sector	To revise and update a service brief for the commissioning of 3 third sector organisations, to ensure a focus on prevention and earlier intervention for families with young children.	Across Fife	Third Sector Families, Children and Young People.	Unknown	Activity underway 2023/24
Central Support overheads	To support coordination and leadership across WFW initiatives and Tests of Change.	Across Fife	Children & Families	Unknown	Activity underway 2023/24
Housing	To establish two new posts in Housing to drive change and improvement in the Housing workforce's knowledge and practice in Getting it Right for Every Child,	Across Fife		2023/24	Posts recruited and in place. Activity planned for 2023/24



Initiatives	Objectives	Focus (geography)	Focus (services)	Start/ Launch	Current status
	given the core contribution Housing makes to Children, Young People and Families.				
<b>Social Work Senior Practitioners in Schools</b>	To involve an experience Social Work practitioner within the School Leadership team to work collaboratively on improvement areas, with a focus on systems, processes and direct practice.	Across Fife	Education and Children Services C&F Social Work	2023/24	Posts recruited and in place. Activity planned for 2023/24
<b>Homemakers</b>	To provide practical help to families accessing C&F Social Work, by building capacity and skills through a non-stigmatising and positive role modelling approach.	Across Fife		Unknown	Activity planned for 2023/24
<b>Turning Point Scotland</b>	To tackle roots of homelessness.	Unknown	Housing Homelessness	2023	Mobilisation-key roles appointed.
<b>Customer Contact Research and TOM</b>	To generate knowledge on the Council's residents to inform policy and design a new TOM	Across Fife	Contact Centre Customer services	2021	Project underway.



Initiatives	Objectives	Focus (geography)	Focus (services)	Start/ Launch	Current status
	for service design and delivery.				
<b>Digital Strategy</b>	To provide a pathway digitalisation of Council services, increase digital connectivity, strengthen community engagement, and improve internal communication and cooperation.	Across Fife	Digital	2020	Strategy in place. Pending implementation.
<b>4DX</b>	To reduce rent arrears for people who are not able to pay rent on a regular basis.	Unknown	Housing Homelessness	Unknown	Unknown



## 7.2. Appendix B: Root Cause Correlations Analysis

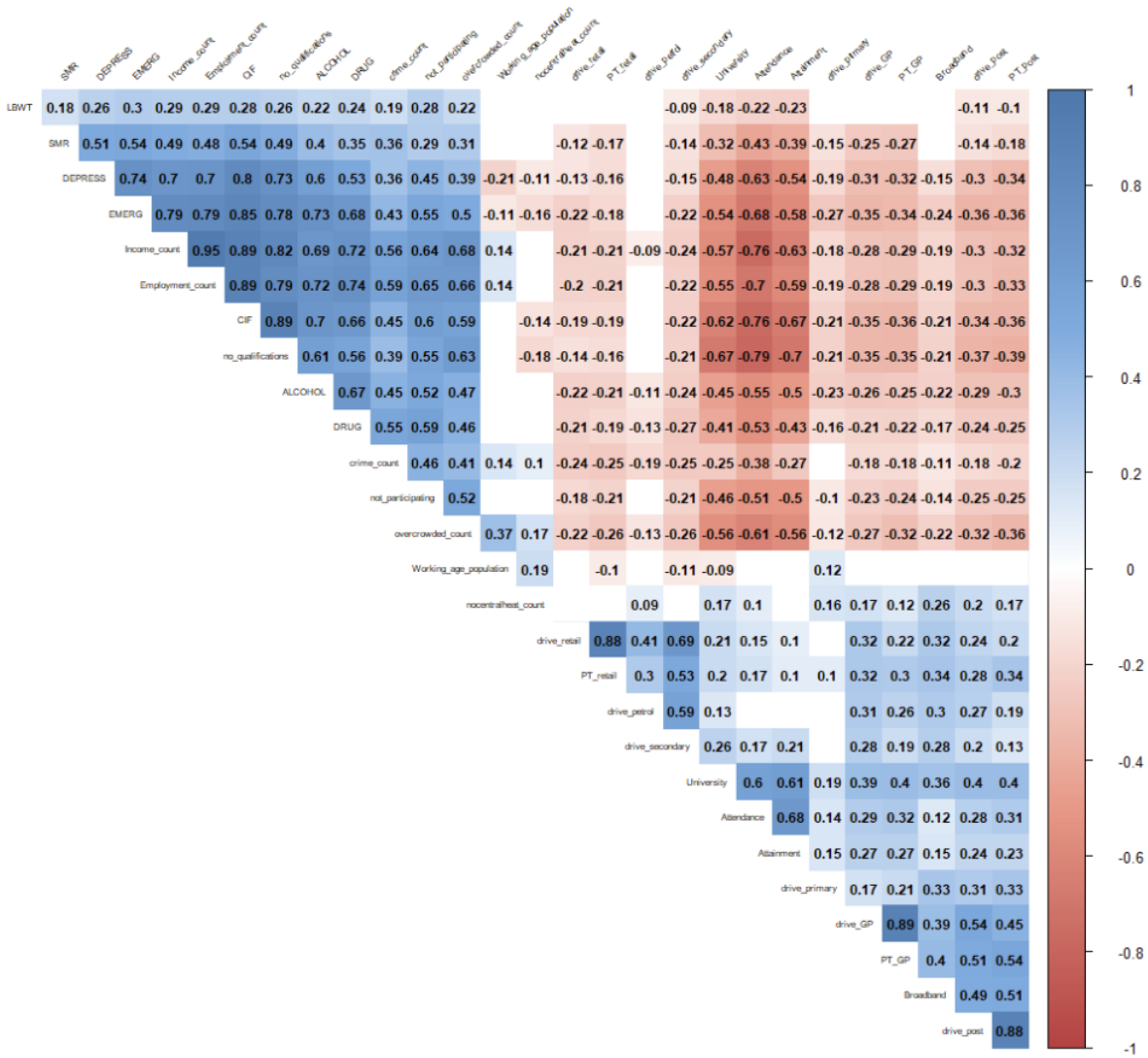
Understanding root causes and correlations is key to designing how services should be set up.

We used the publicly available Scottish Indices of Multiple Deprivation Data as a starting point to indicate relationships between different risk factors using data relevant to the 11 risk factors:

1. Housing tenure and affordability (The nature of housing tenure – is it secure and can you afford housing costs),
2. Individuals who are unemployed (Higher than average unemployment),
3. Individuals with low income,
4. People who are in debt and those where debt is increasing,
5. School exclusion / school attendance,
6. Educational attainment,
7. Social isolation / loneliness,
8. Mental wellbeing / special needs / disabilities,
9. Substance misuse,
10. Domestic abuse,
11. Lack of connectivity (Remote communities with limited internet connection and transportation links).

Dark blue shading (below) illustrates a strong positive correlation and darker red a strong inverse correlation. Correlations do not explain causes but show us relationships. This chart shows that there are several correlations between data points linked to the IMD data, further indicating the value of integrating services. Ideally, we would use Council and partner case data to develop a more sophisticated understanding of correlations in demand for services. However, in order to do this effectively we would need a much more granular and consistent data set than we have currently been able to access.





## 7.3. APPENDIX C: Legal Constraints and Dependencies

Legislation / statutory guidance	Impact / Overview
<b>Children Act 1989</b>	<p>Introduces principle that children are best looked after within their families, with their parents playing a full part in their lives, unless compulsory intervention in family life is necessary. The Act makes provisions for:</p> <ul style="list-style-type: none"> <li>• the concept of parental responsibility,</li> <li>• the ability of unmarried fathers to share that responsibility by agreement with the mother, by joint registration at birth or by court order,</li> <li>• the local authority's functions to provide services which support children and their families,</li> <li>• the local authority's duty to return a looked after child to his/her family unless this is against his/her interests; and</li> <li>• the local authority's duty, unless it is not reasonably practicable or consistent with his/her welfare, to endeavour to promote contact between a looked after child and his/her parents or others.</li> </ul>
<b>Children Act 2004</b>	<p>Places a duty on local authorities to make arrangements through which key agencies co-operate to improve the well-being of children and young people and widen services' powers to pool budgets in support of this.</p> <p>Places a responsibility for key agencies to have regard to the need to safeguard children and promote their welfare in exercising their normal functions. It also established statutory Local Safeguarding Children Boards to replace the existing non-statutory Area Child Protection Committees.</p> <p>Provides for regulations to require children's services authorities to prepare and publish a Children and Young People's Plan (CYPP) which will set out their strategy for services for children and relevant young people.</p>
<b>Getting it right for every child (GIRFEC) Practice Guidance 4 - Information sharing</b>	<p>This guidance aims to clarify the circumstances in which information can be shared with another agency, the considerations that need to be considered to ensure sharing information with another agency is appropriate, and the importance of involving children, young people and families.</p> <p><a href="#">National Guidance for Child Protection in Scotland</a> states:</p>



Legislation / statutory guidance	Impact / Overview
	Where there is a child protection concern, relevant information should be shared with police or social work without delay, provided it is necessary, proportionate and lawful to do so.
<b>Human Rights Act</b>	Sets out the fundamental rights and freedoms that everyone in the UK is entitled to under the UNCHR. Requires all public bodies and other bodies carrying out public functions to respect and protect human rights.
<b>Data Protection Act</b>	Controls how personal information is used by organisations, businesses or the government. Data protection rules ensure that data is: <ul style="list-style-type: none"> <li>• Used fairly and lawfully,</li> <li>• Used for limited, specifically stated purposes,</li> <li>• Used in a way that is adequate, relevant and not excessive,</li> <li>• Used accurately,</li> <li>• Kept for no longer than is absolutely necessary,</li> <li>• Handled according to people’s data protection rights,</li> <li>• Kept safe and secure; and</li> <li>• Not transferred outside the European economic area without adequate protection.</li> </ul>
<b>Caldicott Principles</b>	Sets the framework for the quality standards that Caldicott Guardians use to oversee the management of confidentiality and access to personal information. The 'Caldicott' principles and recommendations apply specifically to user-identifiable information and emphasise the need for controls over the availability of such information and access to it.
<b>Anti-social Behaviour Crime and Policing Act 2014</b>	Makes provision for: <ul style="list-style-type: none"> <li>• A civil injunction to prevent anti-social behaviour.</li> <li>• An order on conviction to prevent behaviour which causes harassment, alarm or distress.</li> <li>• the police to disperse people who are causing, or likely to cause, harassment, alarm or distress or who are, or are likely to be, taking part in crime or disorder.</li> <li>• Powers to deal with community protection and makes provision for a community protection notice, a public spaces protection order and provisions to close premises associated with nuisance or disorder.</li> <li>• The possession of houses on anti-social behaviour grounds. Part 6 contains provisions on establishing a community</li> </ul>



Legislation / statutory guidance	Impact / Overview
	remedy document and dealing with responses to complaints of anti-social behaviour.
Landlord and Tenant Act 1987	An Act to confer on tenants of flats rights with respect to the acquisition by them of their landlord's reversion; to make provision for the appointment of a manager at the instance of such tenants and for the variation of long leases held by such tenants; to make further provision with respect to service charges payable by tenants of flats and other dwellings; to make other provision with respect to such tenants; to make further provision with respect to the permissible purposes and objects of registered housing associations as regards the management of leasehold property; and for connected purposes.
Housing Act 1996	An Act to make provision about housing, including provision about the social rented sector, houses in multiple occupation, landlord and tenant matters, the administration of housing benefit, the conduct of tenants, the allocation of housing accommodation by local housing authorities and homelessness; and for connected purposes.
Regulation of Care (Scotland) Act 2001	<p>The main aim of the <a href="#">Regulation of Care (Scotland) Act 2001</a> is to improve standards of social care services.</p> <p>The act meant that far more care services and staff came under scrutiny and had to conform to established standards.</p> <p>Failure of a care service or an individual to comply with the act and associated regulations means they can be de-registered and no longer able to provide services.</p>
Community Care and Health (Scotland) Act 2002	<p>The <a href="#">Community Care and Health (Scotland) Act</a> introduced 2 new changes:</p> <ul style="list-style-type: none"> <li>• The introduction of free personal care for older people, regardless of income or whether they live at home or in residential care,</li> <li>• The creation of rights for informal or unpaid carers, with the intention of providing adequate support services to ensure the continuation of caregiving in the community.</li> </ul> <p>The act created the right to a separate carer's assessment and the responsibility of health boards to produce '<a href="#">carer</a></p>





Legislation / statutory guidance	Impact / Overview
	<p><a href="#">information strategies</a>' which must be submitted free of charge to carers.</p> <p>The act was amended in June 2018 (<a href="#">The Community Care (Personal Care and Nursing Care) (Scotland) Amendment (Regulations) 2018</a>) as Parliament agreed to extend free personal care to people under the age of 65 regardless of their condition, by 1 April 2019.</p>
<p><b>Crime and Disorder Act 1998</b></p>	<ul style="list-style-type: none"> <li>• Abolished the presumption of "doli incapax", the rule that a child aged 10 to 13 is presumed to be unable to form the necessary criminal intent.</li> <li>• Created the anti-social behaviour order, designed to prohibit individuals from indulging in specific activities that are deemed to be anti-social.</li> <li>• Created two new schemes for dealing with youth crime: child safety orders, which apply to children under the age of 10, and parenting orders, which are made against the parents of a child who has been given an anti-social behaviour order.</li> <li>• Creates sex offender orders, which bar offenders from activities and areas frequented by children.</li> <li>• Introduces separate offences for crimes that were aggravated by the victim's race or presumed race.</li> <li>• Obliges local authorities, the police and other local bodies to draw up a crime and disorder strategy covering their area.</li> <li>• Creates a statutory duty on those working in the youth justice system to observe a principal aim of preventing offending by children and young people.</li> </ul>
<p><b>Misuse of Drugs Act 1971</b></p>	<p>Offences relating to possession, supply and production of controlled drugs are generally prosecuted under the Misuse of Drugs Act 1971.</p> <p>Controlled drugs are divided into different 'classes' for the purposes of the Act and the type of drug will have a bearing on the approach taken by the prosecution and the Court. Cannabis was recently reclassified as a Class 'B' drug. Possession of cannabis in relatively small amounts may be dealt with by way of a Fiscal Fine rather than formal prosecution. Possession of Class 'A' drugs such as heroin, cocaine or MDMA (ecstasy) is almost invariably prosecuted as a matter of Crown Office policy.</p>



Legislation / statutory guidance	Impact / Overview
<b>Rehabilitation of Offenders Act 1974</b>	<p>The Rehabilitation of Offenders Act 1974 ("the 1974 Act") provides for a system of protection to individuals with convictions or non-court disposals (commonly known as alternatives to prosecution ("AtPs")). This protection is such that a person is not required to self-disclose these matters in certain circumstances as laid out in the 1974 Act. The 1974 Act restricts the self-disclosure of previous convictions/AtPs. Without it the common law position would still apply whereby a person asked about any convictions or AtPs would have a responsibility to tell the truth.</p>
<b>Psychoactive Substances Act 2016</b>	<p>This Act creates a blanket ban on the production, distribution, sale and supply of psychoactive substances in the United Kingdom.</p> <ul style="list-style-type: none"> <li>• Section 2 defines a "psychoactive substance" for the purposes of the Act. Schedule 1 lists substances, such as food, alcohol, tobacco, caffeine, medicinal products and controlled drugs, which are excluded from the definition.</li> <li>• Sections 4 to 9 make it an offence to produce, supply, offer to supply, possess with intent to supply, import, export, or possess in a custodial institution psychoactive substance. The maximum sentence for all these offences is seven years' imprisonment, except for possession in a custodial institution, which carries a maximum sentence of two years. Section 11 and Schedule 2 provide for exemptions to these offences and enable regulations to be made to provide for further exemptions.</li> <li>• Sections 12 to 35 provide for four civil sanctions – prohibition notices, premises notices, prohibition orders and premises orders (breach of the two orders will be a criminal offence) – to enable the police and local authorities to adopt a graded response to the production, supply etc of psychoactive substances in appropriate cases.</li> <li>• Sections 36 to 54 provide for powers to stop and search persons, vehicles and vessels, to enter and search premises (under warrant) and to forfeit seized psychoactive substances and other items.</li> </ul>
<b>Getting it right for every child Statutory Guidance –</b>	<ul style="list-style-type: none"> <li>• Getting it right for every child (GIRFEC) (see glossary) is the Scottish Government's commitment to provide all children, young people and their families (for definition of child or young person and</li> </ul>



Legislation / statutory guidance	Impact / Overview
<p>Assessment of Wellbeing 2022 – Part 18 (section 96) of the Children and Young People (Scotland) Act 2014</p>	<ul style="list-style-type: none"> <li>• family see glossary) with the right support at the right time – so that every child and young person in Scotland can reach their full potential.</li> <li>• The statutory guidance on wellbeing is intended for practitioners (see glossary) and service leads in services that work with children, young people and their families and is issued under section 96 (3) of the Children and Young People (Scotland) Act 2014 (the Act).</li> <li>• The guidance clarifies how the eight wellbeing indicators (SHANARRI) (see glossary) are used in assessing the wellbeing (see glossary) of children and young people and will explain what wellbeing is in the context of the Act.</li> </ul>
<p>Adoption and Children (Scotland) Act 2007</p>	<p>The Act imposes a duty on all of Scotland's 32 local authorities to provide an adoption service in their area.</p>
<p>Children and Young People (Scotland) Act 2014</p>	<p>Bills and legislation  <a href="#">Children and Young People (Scotland) Act 2014</a> – introduces provisions to better ensure permanence planning for looked after children.</p>
<p>The Looked After Children (Scotland) Regulations 2009</p>	<p><a href="#">The Looked After Children (Scotland) Regulations 2009</a> – bring together the care planning services offered to children looked after at home, with the care provision required when children are separated from their birth parents. See <a href="#">2011 Guidance on the Looked After Children (Scotland) Regulations 2009 and Adoption and Children (Scotland) Act 2007</a> in our website archive.</p>
<p>Adoption and Children (Scotland) Act 2007</p>	<p><a href="#">Adoption and Children (Scotland) Act 2007</a> – modernises, improves and extends the adoption system in Scotland.</p>
<p>The Support and Assistance of Young People Leaving Care (Scotland) Regulations 2003</p>	<p><a href="#">The Support and Assistance of Young People Leaving Care (Scotland) Regulations 2003</a> – deals with the provision of aftercare services for young people who have been looked after by local authorities.</p>
<p>The Secure Accommodation (Scotland) Regulations 1996</p>	<p><a href="#">The Secure Accommodation (Scotland) Regulations 1996</a> – concerns the use of secure accommodation for any child who is being looked after by a local authority, or for whom the local authority is responsible under Criminal Procedure legislation.</p>

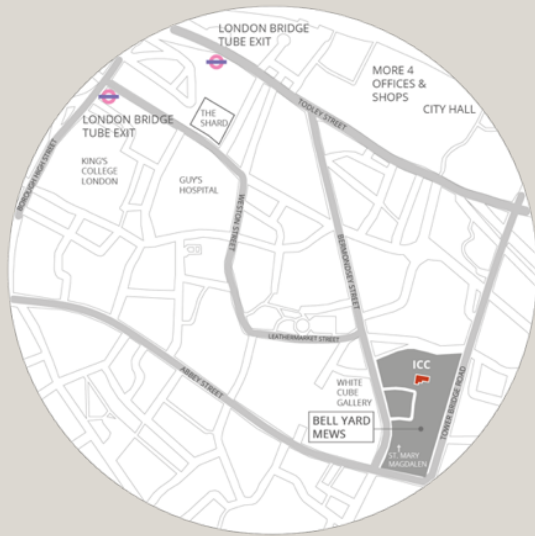


Legislation / statutory guidance	Impact / Overview
The Residential Establishments - Child Care (Scotland) Regulations 1996	<a href="#">The Residential Establishments - Child Care (Scotland) Regulations 1996</a> – makes provision with respect to residential establishments in which a child who is looked after by a local authority under the Children (Scotland) Act 1995 may be placed.
Children (Scotland) Act 1995	<a href="#">Children (Scotland) Act 1995</a> – sets out many of the duties, powers and responsibilities that Scottish local authorities hold in respect of their looked after children and care leavers.
Foster Children (Scotland) Act 1984	<a href="#">Foster Children (Scotland) Act 1984</a> – consolidates certain enactments relating to foster children as they have effect in Scotland.
Foster Children (Private Fostering) (Scotland) Regulations 1985	<a href="#">Foster Children (Private Fostering) (Scotland) Regulations 1985</a> – sets out regulations for private fostering in Scotland.
Education (Scotland) Act 2016	An Act of the Scottish Parliament to make provision in relation to school education about priorities, objectives and reducing pupils' inequalities of outcome; to modify the Education (Additional Support for Learning) (Scotland) Act 2004 and section 70 of the Education (Scotland) Act 1980; to make provision in relation to Gaelic medium education, the provision of school meals, the appointment of Chief Education Officers, the registration of independent schools and teachers in grant-aided schools and the standards of education and training of persons to be appointed as head teachers; to enable provision to be made requiring a minimum number of hours of school education to be provided; to enable provision to be made about school clothing grants; to extend the duty to provide early learning and childcare to certain children; and for connected purposes.
Early Years Foundation Stage	This framework seeks to maximise positive opportunities for children to get the start in life that will provide a strong platform for the future success of Scotland. We know that children are the future of Scotland and we know that early years experiences provide a gateway to learning and skills that will power Scotland's knowledge economy. Equally importantly, it seeks to address the needs of those children whose lives, opportunities and ambitions are being constrained by Scotland's historic legacies of poverty, poor health, poor attainment and unemployment.



Legislation / statutory guidance	Impact / Overview
<p><b>Additional support for learning: statutory guidance 2017</b></p>	<p>The Education (Additional Support for Learning) (Scotland) Act 2004 (“the Act”) [1] provides the legal framework for identifying and addressing the additional support needs of children and young people who face a barrier, or barriers, to learning. The Act aims to ensure that all children and young people are provided with the necessary support to help them work towards achieving their full potential. It also promotes collaborative working among all those supporting children and young people and sets out the rights of children, young people and parents within the system.</p> <p>This is the third edition of the code and replaces all previous versions. This third edition takes account of the amendments in the 2016 Act which extended certain rights to children aged 12 and over [5] . It explains the duties on education authorities and other agencies to support children’s and young people’s learning. It provides guidance on the Act’s provisions as well as on the supporting framework of secondary legislation.</p>
<p><b>National guidance for child protection in Scotland 2021</b></p>	<p>This guidance describes the responsibilities and expectations for all involved in protecting children and will support the care and protection of children.</p>





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