



Practice Note 10

Project Name: Equally Well Fife Test Site

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Topic Areas: Partnership Working, Public Space Safety, Community Engagement

Project Background and Aims

Three policy frameworks, '*Equally Well*', '*the Early Years Framework*' and '*Achieving Our Potential*', were jointly published by the Scottish Government and the Convention of Scottish Local Authorities (COSLA) during 2008 and 2009. These three policy frameworks focused on addressing the complex range of causes of health inequalities in Scotland, such as lack of nutritional education, learned behaviour, intergenerational poverty and multiple deprivation. The three frameworks emphasised preventative measures (principally early interventions) and have, alongside economic recovery, been a key focus of the 2009/10 Single Outcome Agreements of local authorities. 'Equally Well' is led at national level by the Scottish Government and at local level by Community Planning Partnerships (CPPs).

Eight test sites were identified in the *Equally Well* Implementation Plan published in December 2008. These were established to explore new ways of putting the *Equally Well* recommendations into practice locally. The test sites were implemented as ongoing programmes rather than short-term pilot projects. Moreover, each test site focuses on a particular aspect of health inequalities.

The Fife test site principally focuses on reducing the underlying causes and outcomes of antisocial behaviour, specifically alcohol consumption amongst young people. The health and wellbeing agenda with community safety is delivered through a targeted, multi-agency, intelligence-led approach. As part of this partnership approach, the test site also seeks to refocus and reconfigure partner agencies towards the most deprived areas in the local

authority area and share learning from the test site not just Fife but the *Equally Well* national network.

This test site has built on previous work by the Fife Safer Neighbourhoods Team, which piloted an information-led approach to antisocial behaviour in April 2007. The 2007 pilot was based on a Fife-wide Antisocial Behaviour Profile which identified the datazones most at risk of ASB using data from multiple sources including the Scottish Index of Multiple Deprivation (SIMD), KnowFife dataset and police datasets. 15 datazones in Templehall, an area in Kirkcaldy, were subsequently selected to pilot the multiagency response to ASB.

The Fife test site initially focussed resources in Templehall, continuing the Safer Neighbourhoods Team's work. However, some intervention, such as MAIT, have been rolled out across Kirkcaldy. The specific objectives of the Test Site are:

- To reduce crime and fear of crime,
- To reduce antisocial and nuisance behaviour,
- To use partnership data to generate a better baseline picture of health related behaviours and health experience in the target areas,
- To monitor impacts on health behaviour and health care interventions,
- To increase understanding across all partners in the tasking group of the relationship between ASB and physical and mental wellbeing,
- To engage relevant NHS services in the actions identified by the tasking group,
- To promote community engagement in addressing poor mental and physical wellbeing in young people, and
- To expand the model from the Templehall area to other 'most at risk' datazones.

Resources

Funding: Scottish Government provided pump priming funding for the test site. Running costs by mainstream funding from partner agencies.

Partners: Safer Neighbourhoods Team; Fife Constabulary; NHS (Public Health; Kirkcaldy and Levenmouth CHP, NHS Community Safety Officer); Fife Council (Community Services, Social Work and Education Services).

Monitoring and Evaluation

Local evaluation is based on a "logic model" summary of the impact of the various *Equally Well* interventions. At the time of writing this practice note, this is being co-ordinated by Joanne Valentine from NHS Fife Public Health Department. A national evaluation of the eight test sites and their impact has

been commissioned by the Scottish Government and is being carried out by ODS and will be available in March 2011.

Activities

The test site steering group is made up of representatives from the Safer Neighbourhoods Team, Police, NHS (Public Health, Kirkcaldy and Levenmouth CHP, NHS Community Safety Officer), Community Services, Social Work and Education services. The steering group meets quarterly and reports into the Health & Wellbeing Alliance Co-ordination Group, with update reports copied to Fife Community Safety Partnership Group and Kirkcaldy and Levenmouth Community Health Partnership.

The early stages of the (Fife) test site concentrated on building wider partnerships to identify key areas of work and common interests, for example with voluntary organisations and local elected members. A key part of this process was linking health services into the Area Tasking Group and promoting greater integration of health and community safety interventions to address both health inequalities and ASB.

The test site work is thus driven by a wide range of public services and local voluntary organisations who attend a monthly multi-agency tasking meeting. This responds to ongoing incidents of antisocial behaviour, both in relation to perpetrators and both direct and indirect victims of ASB.

The Area Tasking Group utilises data from the monthly intelligence report from police and other partner agencies, which provides a comprehensive up to date picture of ASB in the area. The meeting identifies measures based on the PIER (Prevention, Intervention, Enforcement and Rehabilitation) approach and then allocates actions to the most relevant agency. These actions are closely monitored electronically with follow up and outcomes discussed at subsequent tasking meetings.

As well as responding to short term issues, the Area Tasking Group also considers the underlying causes of the behaviour and seeks to identify longer term solutions, either through existing networks or by establishing problem solving partnerships (PSPs), for example focusing on under-age drinking.

Impact

The test site has been a launch pad for new ways of tackling ASB and health inequalities. If evidence shows that the approaches work then they are mainstreamed by partner agencies. The test site has implemented eleven key interventions, which are currently at different stages of action. These include:

- Providing support for the Fixed Penalty Diversion Scheme.
- Piloting a multi agency fast response team to provide interventions to young people under the influence of alcohol (see Box1 below).
- Extending the Health Improvement teams Health Shop into the Co-op at Templehall and holding joint sessions with Community Wardens and Fife Cares.

- Developing a Brief alcohol intervention training and resource package for practitioners working with young people.
- Promoting the physical regeneration of the central Templehall area, for example by using community service offenders to paint railings and tidy up key sites.

Box 1: MAIT Project

Community Analysts had identified that alcohol was the main factor in youth antisocial behaviour in the Kirkcaldy North area. Underage drinking had been identified as a priority as small but significant numbers of under 16's had consistently required police intervention or attended accident and emergency in relation to alcohol related illness or injury. Thus, the Mobile Alcohol Intervention Team (MAIT) was established to target alcohol consumption amongst young people in the North ward of Kirkcaldy. The idea was adapted from Operation Floorwalk, an underage drinking intervention delivered by Lothian and Borders Police, but led by health professionals utilising a mobile facility.

MAIT was launched in September 2009 providing a vital mobile alcohol intervention facility operating on two Fridays every month. The team is made up of staff from Clued Up, Safer Neighbourhoods and Health Improvement. MAIT allows under-16s who have been drinking but do not require assessment at A & E to receive brief intervention from trained staff. A FAST¹ alcohol scoring assessment and brief intervention is carried out where appropriate. If this is not possible contact details are gathered and a follow up visit arranged by Team Members. Information on the intervention is passed to the appropriate school public health nurse or other agency.

The team is directed to the location of under-16s in the target group by Community Police Teams, Wardens and Detached Youth Workers operating within the town boundaries of Kirkcaldy.

The MAIT project has proved a particular success. In its first year of operation 55 young people received a brief alcohol intervention on the mobile unit. A number of other young people were engaged with informally out with the unit on a range of issues. Ten young people received follow up support on their alcohol use from Clued Up. Anecdotal evidence from Public health nurses suggest that young people who have received a brief alcohol intervention via MAIT subsequently attended NHS health and wellbeing services.

Due to the timing of collating and publishing accident and emergency figures, it is not yet possible to assess if there has been a further reduction in alcohol-related admission in the under-16s in Kirkcaldy. However, figures from previous years show a downward trend in this indicator. Whilst it is difficult to

¹ The FAST alcohol screening test was specifically developed to be used in circumstances where rapid assessment was required, such as accident and emergency departments. The test is also used in community-based services.

directly attributable to any specific action or service, the feeling of partner agencies is that Kirkcaldy has achieved a reduction in alcohol-related harm and disorder among young people. This may be related to the establishment of the test site and the work of the steering group.

Lessons Learnt and Sustainability

The test site has benefitted from health service involvement in the Area Tasking Group. This has led to the location and completion of tasks by NHS services and better information sharing, such as the inclusion of health data in partnership tasking documents and profiles.

Data sharing arrangements have allowed the Area Tasking Group to join up police and NHS statistics, specifically information on assault related injuries presenting to accident and emergency units compared with assaults reported to the police. There is, however, much more potential for addressing the underlying health and social inequalities by drawing in the policy drivers of the Fife Health and Wellbeing Alliance and the Fairer Fife Framework.

Operationally, there are untapped opportunities for NHS-led action by CHP Improving Health Teams, and other NHS delivery units and services to address the needs of the identified individuals and their local communities.

The test site has successfully implemented eleven bespoke interventions which have been actioned in response to priority issues in the most deprived datazones in Fife.

Focussing on MAIT in particular suggests several further key lessons that have been learnt. First, the intervention has benefitted from clearly defined roles and responsibilities at the outset, with the MAIT team identified and selected based on their area of expertise. In addition, appropriate referral routes, processes and communication methods were implemented to ensure that the project runs smoothly. Third, the mobile unit itself and the ability of all staff to engage with young people meant that young people were very willing to take part voluntarily. Last, partner agencies have demonstrated a willingness to work together as well as seeking to involve other relevant key services such as detached youth work and Community Wardens.

However, MAIT has also experienced teething problems; the same core group of police officers are not involved all the time, the follow-up system was initially not fully developed and in place and, initially, there was a limited awareness of the pilot amongst wider partners.

Summary

Equally Well is a policy framework that seeks to reduce health inequalities across Scotland. Eight test sites were established across Scotland in 2008 to develop new ways of tackling specific aspects of health inequalities.

The Fife test site has focussed on the reduction of crime and antisocial behaviour, in particular underage alcohol consumption, within the most

deprived parts of the local authority area. The implementation of the test site has joined up health services with the Area Tasking Group, allowing for new data sharing protocols between police and NHS to be put into effect. In addition, the Fife test site has launched eleven interventions which address local health and community safety priorities. One of these, MAIT, provides a mobile alcohol intervention facility for underage drinkers in Kirkcaldy.

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