

Name of meeting: Children's Scrutiny Panel
Date: 25th February 2019
Title of report: Kirklees Community Hubs

Purpose of report

To provide Scrutiny with: an update on the development of the Kirklees Community Hubs; and the accountability arrangements established for activity taking place within the Hubs across Council and partner agencies.

Key Decision - Is it likely to result in spending or saving £250k or more, or to have a significant effect on two or more electoral wards?	No
Key Decision - Is it in the Council's Forward Plan (key decisions and private reports?)	N/A
The Decision - Is it eligible for call in by Scrutiny?	N/A
Date signed off by <u>Strategic Director</u> & name	Jo-Anne Sanders for Mel Meggs – 14.2.19
Is it also signed off by the Service Director (Finance)?	N/A
Is it also signed off by the Service Director for Legal Governance and Commissioning?	N/A
Cabinet member portfolio	Councillor Viv Kendrick Councillor Masood Ahmed

Electoral wards affected: All wards

Ward councillors consulted: Cabinet Members through Leadership Management Team

Public or private: Public

There are no GDPR Implications arising from this report.

1. Summary / Background

School Leaders have for the past 3 years been engaging with the local authority, health partners and other key agencies to identify gaps and opportunities for meeting the needs of children, families and communities at a local level. In 2015, a number of visioning sessions with Local Authority and School Leaders led to the following high level vision statement being developed for Kirklees Community Hubs (KCH).

“Strong partnerships and collaboratives of schools (hubs) will be the vehicle for delivering a range of services for children, families and the wider community.”

Since stating that intention in 2015, a growing number of school leaders working with the Council and other partners have acted as champions in developing a Kirklees wide school / community hub initiative. Every school in Kirklees has joined into a school or “Community Hub” area and every area of Kirklees has a hub. There are 17 KCH with a defined partnership of schools bringing together early years, primary and secondary provision. Each hub has named leadership and some element of coordination. These hubs act as vehicles for a broad range of services to come together at a local level.

The work to establish the network of KCH exemplifies the benefits and challenges of place based working and the work the Council is undertaking to work in a place based way in the future. Fundamental to the approach has been a commitment to:

- Working in partnership to truly reflect local situations and to meet desired community outcomes;
- Putting strong, high quality relationships at the heart of the aims to be achieved;
- Working together with all willing parties to change the systems that impact upon people and places;
- Working to a common purpose and aligning efforts and resources to achieve maximum impact; and
- Accepting that tensions and disagreements will arise and that partners will not always have the same aims or agreed ways of doing things but being prepared to resolve these in a constructive way.

There are varying degrees of maturity and engagement across the hub network and differing levels of service provision, elected member and partner engagement. There are some hubs that can demonstrate combinations of clear system change, service integration and better outcomes for children and families. Others are still emerging and are being supported to develop their priorities and influence. Some Hubs have elected ward members engaged in collaborative planning for Hubs alongside other local leaders. Others have yet to engage members in their planning and activities.

A Kirklees Community Hub Leader Network has been established. This provides a forum for all Hubs to share good practice, work on common enablers and blockages, engage with partners and provide peer support and expertise. The Education and Learning Partnership Board is currently providing oversight of KCH development.

The Council has provided strategic support for the development of community hubs employing a small programme team. The Council has committed to working differently with schools and partners in order to make best use of scarce resources. Co-production has been central to this approach – working with Schools and partners to jointly determine

needs and priorities at the community level. This includes making the most of opportunities to commission in a more local and integrated way with school leaders and other partners in Community Hubs.

The Council and partners, working with Community Hub leaders have already made significant investments, summarised below:

- The Kirklees Healthy Child programme was specified and commissioned with Hub Leaders and is delivered through Hub infrastructure;
- Kirklees Council is meeting the building costs associated with the Children's Centre buildings based on School sites;
- Stronger Families consultants are prototyping work in two Hub areas to build the capacity of Schools and partners to lead whole family ways of working. Feedback suggests that this way of working is hugely valued, is meeting need and further opportunities planned would be welcomed as part of the development of the Family Support Service;
- Family Support Service colleagues aligned within Hubs have had some success in supporting their multi-agency approaches to children and families who need targeted support;
- Other Council teams and partners support hub activities, advocate on behalf of KCH and are aligning themselves to the hub infrastructure when developing services, networks and support. These include: Children's Social Work Teams; Communities Plus; Early Years Outcomes team; Support to Recovery; Adult Mental Health Services, Fusion Housing; Kirklees College; Sport and Physical Activity Teams, Education safeguarding team; Libraries; Kirklees Neighbourhood Housing and Adult and Community Learning; and
- A dedicated programme development team has been established and works with Hub leaders, Council services and partners to develop the conditions in which KCH can achieve consistency and be sustainable.

KCH leaders have agreed a number of investment options / alignments which they believe the local authority can make and which will support hubs to be more sustainable and effective. They are:

- i. Family workers - based in Hubs and supporting delivery on hub priorities;
- ii. Hub Coordination - working at a hub level to coordinate both the schools and partners within the hub;
- iii. Districtwide, strategic coordination of the Hubs and their relationship/links to other systems;
- iv. Facilitation of children centre buildings (particularly those on a school site) - practical support e.g. access to building, supporting groups, administration, point of contact for the centre, sustain the centres; and
- v. Financing the building, utilities, cleaning and maintenance costs of children centres.

2. Key Issues / Current Position

Significant progress has recently been made to develop the operating environment for KCH and to attract further investment into the Hub Infrastructure. All five points above have either been fully or partially addressed by Council and wider support is being brought forward by other partners. This progress is summarised below:

- 2.1 Agreement has been reached with Hub Leaders to invest in a team of 9 Hub Coordinators. These Co-ordinators will be employed by the Council and will provide support for all schools and partners engaged with the Hub. This agreement allows all

Hubs to have some operational capacity and enables them to have consistent relationships with children, families and key partners.

- 2.2 A team of Consultants drawn from the Council's Early Support Service has been appointed and aligned to each KCH. This development builds upon the success of earlier work piloted by colleagues aligned to the Spensborough, Colne Valley and Holmfirth hubs. These Consultants will work with School Leaders and Hub partners to strengthen early support practice for children and families in Hubs.
- 2.3 The Early Support Strategy and Partnership has been launched providing a collaborative approach to identifying and meeting the needs of families before they require intervention by colleagues in social care. Within the Council, new and revised services have been launched including: the Multi Systemic Therapy, Family Group Conferencing, Family Mental Health Service, Family Support Service; and Parenting and Group work. New processes have also been established around early support and safeguarding including a new Framework for Decision Making and a new Early Support Assessment. These services and arrangements will all support the early support activity within each KCH.
- 2.4 Additional resources to be aligned to the Hub infrastructure are either being deployed imminently or are in the planning stage. These include significant investments in Mental Health Services for young people; funding for Kirklees from the "Sugar Tax" to be spent on healthy lifestyle related equipment / infrastructure; work to support the creation of language rich environments to speech and language outcomes in early years; and potential alignment of capacity arising from the establishment of Primary Care Networks.

Good progress is being made on the dual priorities of making KCH – a) A platform for localised, integrated, service delivery; and b) A vehicle for system change and the development of co-produced support that has been shaped by communities and families themselves.

As a result of the commissions and investments made to date and planned for the future, leaders from Hubs and the Council have agreed an accountability framework. The framework sets out a shared understanding of common purpose and measures of success. The framework specifies the commissions around hub coordination, the alignment of Consultants and the service level agreements for Children's Centres. It also sets out in detail the measures and indicators that will be used to benchmark performance of Hubs in terms of: their operations and maturity; the impact they are having on core indicators relating to safeguarding, education, community and economy; and the difference they are making to the lived experience of children and families. The key components of the accountability framework are:

- 2.5 The establishment of hub level multi-agency management structures with elected members engaged to play a central role in the arrangements and drawing in other community champions and intelligence e.g. GPs.
- 2.6 The provision of district-wide oversight drawing from Hub Leaders, portfolio holders, senior council officers and partners. It is suggested that this oversight could be performed through the established arrangements for the Children's Integrated Commissioning Group, the Education and Learning Partnership Board and the relationships between those and a refreshed Children and Young Peoples Partnership.

- 2.7 The development of individual hub delivery plans that: set out how the hubs will support the delivery of the Kirklees Partnership Early Support Strategy; meet community defined needs; deliver reductions in demand on statutory indicators (e.g. Looked After Children, Children with Child Protection Plans or Children in Need); and support the delivery of Kirklees shared outcomes.
- 2.8 Arrangements for quarterly monitoring utilising a dashboard of locally defined outcomes and district wide outcomes agreed by Hub leaders. The dashboard will also measure progress in meeting the agreed hub benchmarks of success and a range of core indicators relating to performance in children’s safeguarding, learning, community and economic resilience. The dashboard will be underpinned by a sophisticated and robust evidence base with multi-agency oversight at the individual hub level. Elected members will be engaged in these quarterly accountability arrangements.
- 2.9 The dashboard will also allow Hub’s to benchmark themselves against each other and identify the practice and arrangements which sit behind the headline performance. This will facilitate the sharing of good practice and support a self-improving network.

A communications plan has been developed to support the implementation of the Accountability Framework. The Communications Plan will enable a shared understanding of the work of the KCH for families, communities and partners and how their success and impact will be measured.

A diagram of the Accountability Framework is attached as Appendix 1

A mocked-up example of a dashboard is attached as Appendix 2

The proposed core economic, safeguarding, education and community indicators are attached as Appendix 3

The Hub Benchmarks of Success agreed by hub leaders are attached as Appendix 4

3 Implications for the Council

3.1 Working with People

The work in KCH has enabled local people, families and communities to be at the heart of the improvements that are being sought. Ultimately, the best outcomes are achieved when individuals, families and communities identify and coproduce the things that bring about those improvements. Working with local people and communities through Hubs – integrated services will be able to provide the right level of support at the right time and place.

3.2 Working with Partners

Hubs were established to enable partners to integrate services, identify local needs, plan at the locality level and unite behind common purpose. The Council has provided both strategic support and operational delivery teams to facilitate this and is committed to maintaining the necessary level of support as the hub network evolves.

3.3 Place Based Working

In line with the commitment to place based working, KCH will focus on outcomes that local people have defined as being valuable to them. These will not be uniform across the borough but there will be a unified, continuous

improvement methodology established whereby stories and feedback from those involved in the delivery will provide real time feedback on what activity is making a difference and what lessons are being learned and shared across all 17 hubs.

3.4 Improving outcomes for children

The Accountability Framework establishes clear ambitions to improve outcomes for children and families building upon the work that Hubs have trialled and led. Those outcomes are expressed in terms of health, educational attainment and progress and safeguarding. They contribute directly to the Kirklees shared outcomes.

3.5 Other (e.g. Legal/Financial or Human Resources)

There are costs associated with the provision of staff employed by the Authority to support the coordination of individual Hubs. It is proposed that 9 coordinators are deployed by the Council at a 12 month cost of approximately £280,000. 16 Consultants will be aligned to KCH at an approximate annual cost of £640,000.

Financing the building, utilities, cleaning and maintenance costs of children centres will cost £400,000 per annum.

These costs will be met from existing budgets. A review of the sustainability of the arrangements will be undertaken after 12 months and recommendations will be developed through the Council's decision making process.

4. Consultees and their opinions

N/A

5. Next steps and timelines

N/A

6. Officer recommendations and reasons

That the report be noted.

7. Cabinet portfolio holder's recommendations

N/A

8. Contact officer

Michelle Wheatcroft – Head of Early Support

9. Background Papers and History of Decisions

LMT Item 3.12.18

10. Service Director responsible

Jo-Anne Sanders – Service Director Learning and Early Support