

Name of meeting: Overview and Scrutiny Management Committee

Date: Monday 9 September 2019

Title of report: Place Based Working – Update Report

Purpose of report:

To provide Overview and Scrutiny Management Committee with an update on the work that has taken place thus far to develop our approach to Place Based Working

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?	Not Applicable
Key Decision - Is it in the <u>Council's Forward Plan (key decisions and private reports)?</u>	No
The Decision - Is it eligible for call in by Scrutiny?	Not Applicable
Date signed off by <u>Strategic Director</u> & name	Rachel Spencer Henshall -
Is it also signed off by the Service Director for Finance IT and Transactional Services?	Not Applicable
Is it also signed off by the Service Director for Legal Governance and Commissioning Support?	Not Applicable
Cabinet member <u>portfolio</u>	Councillor Cathy Scott

Electoral wards affected: All

Ward councillors consulted: All councillors, at relevant Council meetings, have had the opportunity to comment on Place Based Working as set out in the Corporate Plan and the proposals in respect of Place Partnerships and Ward / Sub Ward Partnerships. Ward councillors have been part of the development and implementation of our approach to citizen engagement as specifically set out in this report.

Public or private: Public

Has GDPR been considered? There are no GDPR considerations in respect of this report and the proposals contained therein

1. Summary

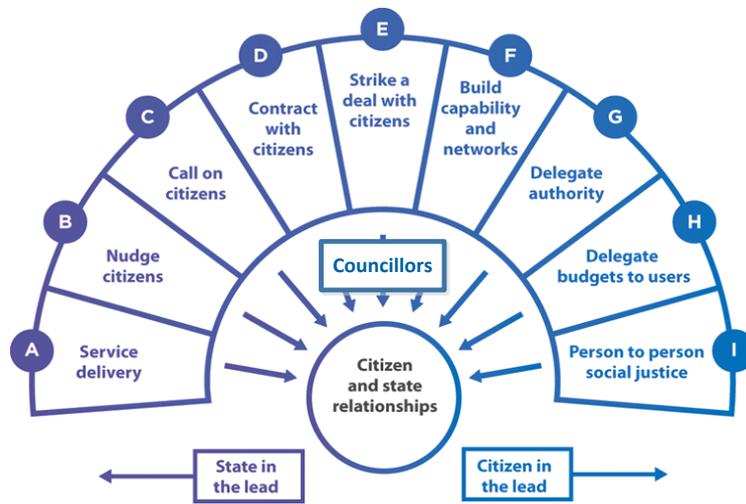
- 1.1 In the context of Overview and Scrutiny Management Committee's work programme this report seeks to provide an update on the progress made in beginning to develop an approach to Place Based Working with specific reference to the following:
- The wider strategic context;
 - Place Partnerships;
 - Ward and Sub Ward Partnerships;
 - Citizen engagement and the Place Standard;
 - Proposals with regards to the strategic co-ordination and operational support to the above.
- 1.2 In light of the early stages of the work it is important to engage Overview and Scrutiny in the development of the above and to understand how Overview and Scrutiny Management Committee would wish to be involved in the context of its wider role moving forward.
- 1.3 The Director of Corporate Strategy, Commissioning and Public Health will supplement the content of this report with a detailed presentation for Overview and Scrutiny Management Committee setting out the direction of travel to date.

2. Information

The wider strategic context:

- 2.1 Place-based working is one of the core elements of [Kirklees Council's Corporate Plan](#). Our developing approach is predicated on the view that citizens and communities are best placed to know their own local challenges and the strengths they have within them, but they can't always achieve change alone.
- 2.2 It is the whole 'system' in which people live, work and play – and the organisations involved – that need to change, and support change, alongside communities. Bringing services in the system closer to people and putting communities and their representatives at the heart of their design and delivery can massively increase their impact for citizens.
- 2.3 In practical terms what this means is:
- We will use a range of local information, insight and intelligence to help us achieve the best outcomes for individuals and communities:
 - We will work to understand geographical areas, and networks and assets within them:
 - We will work with all our partners to make sure geographically that the 'whole system' of Kirklees is aligned sensibly around local places with which people identify:
 - Solutions will not be 'one size fits all', but wherever possible tailored to meet personal and local requirements;
 - We will bring multi-agency teams together around a 'place', sharing their knowledge and skills;
 - Working in the best interests of the community and the people – not the organisation(s);

- Having different conversations with residents and really getting to understand the community;
 - Taking a common sense approach to supporting people to help themselves;
 - Understanding the value of each interaction we have.
- 2.4 From a strategic perspective there is an acknowledgement that the concept of working in 'places' often gives rise to debate over geographical boundaries. Organisational boundaries often don't make sense to residents living in these places.
- 2.5 It is therefore important to acknowledge that one of the strengths of Kirklees is that it is a dynamic, diverse, vibrant network of towns, people and communities, which can't and shouldn't be neatly defined. That said it is crucial that we show how Council Wards sit at the heart of all our 'geographies' and are the building blocks for our developing approach to Place Based Working.
- 2.6 In this context it is important to bear in mind that the Council is committed to building an integrated Health and Social Care offer with its partners in the NHS. To that end, the 9 'Clusters' of Primary Care Networks are the key groupings the Council will look to align its 'Place-Based Working' with. In so doing we will need to be clear how services and staff are aligned with each network.
- 2.7 The Council's 4 Early Intervention and Prevention (EIP) Hubs in Huddersfield Civic Centre, Dewsbury Town Hall, Batley Town Hall and Slaithwaite Town Hall provide a physical base for partners working in an area, particularly mobile workers who do not physically work from a fixed location. These can support a multi-agency approach through the physical collocation of staff.
- 2.8 We are mindful that whilst Place Based Working is not necessarily a new concept we acknowledge that it is important to understand where we are starting from, the challenges we face and the views and perspectives of other stakeholders such as our partners. It is for this reason that the Council commissioned [Collaborate](#) to assess the current perspectives of local stakeholders and the Council regarding:
- Understandings of place based working;
 - The current situation;
 - Barriers and opportunities to going further.
- 2.9 A copy of the summary report produced by Collaborate is attached at Appendix 1. It provides a very helpful starting point for us to begin to map out some of the next phases of work from a strategic and partnership perspective. The views of Overview and Scrutiny Management Committee in terms of the findings and potential next steps would be welcomed.
- 2.10 Management Committee will recall that the findings of the [Kirklees Democracy Commission](#) placed a strong emphasis on the notion of the Active Citizen and the need for the council to look at changing the relationship it has with its citizens. The Commission drew heavily on the work of the Staff College work "Changing the Narrative (see diagram below):



2.11 In light of this we have commissioned the [New Citizenship Project](#) to use their expertise to help us develop a core narrative that describes our changing relationship with our citizens. So far their work has involved using co-creation in two areas – Fieldhead and Ashbrow. The Council has received the initial feedback which it is hoped will begin to form the basis of the building blocks for the cultural change that will need to take place across the organisation and will facilitate how we get staff to work in different ways in places. It would be helpful to have a more detailed discussion with Management Committee once the findings have been considered from an officer perspective.

2.12 The final consideration from a strategic perspective is the [Chief Executive's report](#) that was considered and agreed at Annual Council in May. As members of Management Committee are aware the paper introduced Place Partnerships and Ward and Sub Ward Partnerships as some of the practical mechanisms by which we will begin to plan and deliver Place Based Working. The information set out below details the work that has taken place thus far to progress the two.

2.13 In conclusion it is hopefully clear that the building blocks for creating the conditions for Place Based Working are now beginning to take shape although there is clearly much more work to do in terms of the following:

- Finalising our narrative for Place Based Working for both the Council and our partners;
- Continuing to work on the notion of geography across and within organisational boundaries;
- Being clear as to the relationship that we want to have with our citizens and thereafter progressing the work to deliver the cultural change across services and partners;

These areas of work will need to form part of a wider programme of work that is yet to be defined in a comprehensive way.

Place Partnerships:

2.14 The creation of Place Partnerships is predicated on the view that there are strategic issues that are best responded to on a geography greater than a Ward. The intention is that intelligence/data will be used to determine the key theme to be considered at Place Partnership level. For 2019/20 the theme is improving mental health outcomes and domestic abuse. An additional £1m and £400k respectively has been put in to the 2019/20 budget to support this.

2.15 Place Partnerships cover the following geographies which have been determined using demographics as a basis:

- Huddersfield North – Cllr Ullah;
- Huddersfield Central - Cllr Alison;
- Huddersfield Rural – Cllr Armer;
- Colne Valley – Cllr Murgatroyd;
- Dewsbury – Cllr Asif;
- Spennings Valley – Cllr A Pinnock;
- Batley, Birstall and Birkenshaw – Cllr Lowe

A Place Partnership Lead Councillor (role profile attached at Appendix 2) has been identified for each geography who will work with Ward Councillors using the data/intelligence to propose interventions that will lead to better outcomes. They will refer recommendations to Cabinet on how the additional £1m will be spent.

The funding is expected to support local mental health / domestic abuse initiatives whilst also supporting and building local voluntary/community capacity.

2.16 By way of an update, the following actions have been progressed since Annual Council:

- The Place Partnership Lead Councillor role profile has been considered by the Members Allowances Independent Review Panel who have recommended that the role is paid at Band D (£5,009). This will be considered by Council in September;
- Two sessions have taken place with the 7 Place Partnership Leads. They have agreed how they will work together as a collective and have agreed an overarching framework for how they will progress their work (attached at Appendix 3). Dedicated officer support has been identified for the 7 Leads;
- The first meetings to discuss the intelligence findings for each Place have been arranged to take place in September;

2.17 The project plan attached at Appendix 4 seeks to set out the indicative phases of work having regard to the framework agreed by the 7 Place Partnership Leads. There is an acknowledgement that this is likely to be subject to a degree of slippage. The 7 Place Partnership Leads are mindful that their work will need a longer time frame than the initial 12 months in light of work not realistically beginning until July.

Ward and Sub Ward Partnerships:

2.18 The Kirklees Democracy Commission, in developing its overarching narrative, was very clear that a borough of the size and diversity of Kirklees needs to build outwards from its towns, villages and communities. It needs to harness the strength of local identity through genuine engagement, identities that do not always neatly fit into our artificial boundaries. In accepting the Commission's recommendations we have made a commitment to grow our local democracy from the ground up, based on local identity and by developing an environment whereby our commitment to Active Citizens can be nurtured. This is an overriding principle that informs what we seek to design.

2.19 Building on this point, our strategic approach to place based working has recognised that the electoral ward is a key boundary and core building block. It acknowledges representative democracy as the foundation of our work and puts councillors at the heart.

In so doing it implicitly acknowledges the diversity of our places. It is for these reasons that we need to consider local identity at a sub Ward level in this context. This will require a more nuanced and flexible approach and the Place Standard (see below) is an important asset in this context given that we have already begun to organically engage in a wide variety of contexts and places.

- 2.20 In light of the above, the Chief Executive's report to Council recognises that a core part of the role of a councillor is to work with and alongside communities to build community capacity within their Wards, alongside the council and its partners, using the totality of resources available to facilitate activity. In this context councillors are best placed to identify where gaps in capacity exist, using the intelligence and insight they hold about local need and aspiration. It also recognised the Ward as an important building block in Place Based Working.
- 2.21 With this in mind the report introduces the proposal that for those wards that produce a Ward or Sub Ward Plan with clear priorities, this will be a pre-cursor, if required, to a Ward or Sub Ward Partnership, which can be established to deliver against those priorities. Ward or Sub Ward Partnerships are an opportunity for Councillors, Council staff from key service areas, the Police, the voluntary sector and other key stakeholders to come together to ensure opportunities are identified and actions taken to deliver the aspirations and ambitions in the Ward or Sub Ward plan.
- 2.22 It is recognised that the approach to Ward Partnerships will need to be flexible, with no set model. It is for the Ward members and partners to decide, but there will be a commitment to ensure resources are made available where possible to deliver local aspiration for Wards and Sub Wards.
- 2.23 Initial work indicates that 15 Wards have (or are in the process of developing) a Ward Forum / Ward Partnership or have a Parish / Town Council. We already have mechanisms by which we can plan engagement and consider how we respond in these areas which is a real strength from which to build.
- 2.24 Given that engagement is a pre-cursor to a Ward or Sub Ward Plan, and thereafter a Ward or Sub Ward Partnership, it has been agreed that our place based engagement activity, using the Place Standard, is the principal mechanism and tool around which our approach to Ward and Sub-Ward Partnerships is developed. The approach should have three broad stages:
- Stage 1 How Good is Your Place? - Commission and lead place based engagement at a Ward and / or Sub-Ward level. This will be influenced by a number of factors, the principle one being the needs and priorities of Ward members although the planned engagement of our partners would need to be factored in. Some will also be citizen-initiated or opportunistic. This will mean that approaches will differ and flex to local circumstance and need. This means that the way in which we plan and deploy our resources will also need to flex;
 - Stage 2 Let's Make it Better Together – Which constitutes the response to place based engagement, formulated into a Ward or Sub-Ward Partnership Plan. It will be important to ensure that services and stakeholders work collaboratively to deliver planned programmes of work, having everything in view, with councillors at the heart. This should link to accessing and leveraging in resources in a collaborative way across the partnership and in particular through different approaches such as civic crowd funding. The Ward and sub-Ward Partnership

should have all available resources in view so that they can plan and respond to priorities and opportunities in a considered way. This is not currently the case and will require detailed work and cultural change;

- Stage 3 How Are We Doing? – Will involve monitoring and openly communicating Partnership Plan delivery and ensuring that re-engagement takes place to test that desired outcomes and citizen aspirations have been met. This is not about councillors holding services to account but having responsibility for leading the delivery of outcomes through partnership working and co-production. The Place Standard tool would be the basis for re-engagement in order to consistently demonstrate progress and impact.

- 2.25 The three stage process could be delivered using high profile “events” in Wards as opposed to routine and scheduled meetings, especially at the engagement phase. All of the three stages will be done in plain sight. We will share our work as it progresses, being honest about what can be done, what can’t and why. In suggesting the above approach there is a presumption that Ward and Sub-Ward Partnerships have a strong focus on place shaping and less on place mending and issue resolution. Some place mending will inevitably take place in response to engagement but Ward and Sub Ward Partnerships are not intended to be a mechanism for dealing with specific resident issues and case work. If there is a need for such mechanisms they should be designed to explicitly sit outside of this process.
- 2.26 It is felt that adopting such an approach will allow us to begin to develop, over time, a clear sense of the priorities and aspirations that citizens have for their places. We will develop a genuine “bottom up” picture of Kirklees that is strength-based and reflective of aspirations. It involves an approach that seeks to work with citizens from the outset and sees them as an important asset as part of co-producing solutions, and in some cases directly leading the implementation of those solutions. This is a cultural change that will take time.

Citizen engagement and the Place Standard:

- 2.27 As part of its work the Kirklees Democracy Commission discovered from a wide range of sources that the council’s approach to “consulting” with its citizens and communities is no longer an effective model. Citizens are increasingly sceptical of consultation. They believe that the process is a tick box exercise where the outcome has been decided in advance. They seek genuine engagement and dialogue which is designed in a way that takes citizens on an ongoing journey rather than picking them up and dropping them in the way that consultation is perceived as currently working. The Commission, in advocating the notion of Active Citizen, acknowledged that local people are more likely to have a stake in the place that they live, work or visit if there is a more genuine approach to engagement and ongoing dialogue. This has guided the approach taken.
- 2.28 Through the Democracy Commission Cross Party Working Group work has taken place to respond to the Commission’s recommendations in a number of ways. Firstly, a set of citizen engagement principles (attached at Appendix 5) have been developed and are now being used as a basis for building a different dialogue with local people and create an environment where the notion of the Active Citizen can begin to develop and flourish. A cross service / partnership Citizen Engagement Reference Group (terms of reference attached at Appendix 6) has been established to have oversight of all planned citizen engagement to ensure that it is co-ordinated and accord with the principles. It meets on a monthly basis.

2.29 Secondly, the Council has adopted the [Place Standard](#) tool and methodology as the principle means by which place based engagement will be carried out. This step was taken following an intense cross-service pilot which took place in the Golcar Ward from 16th July 2018 to 4th August 2018. Since then an organic approach to the use of the Place Standard has been adopted which has involved engagement being planned and commissioned based on three broad categories:

- Opportunistic i.e. taking advantage of significant place events to undertake engagement e.g. the Huddersfield Town Centre blueprint;
- Councillor-initiated i.e. in instances where councillors wish to commission and undertake engagement in parts or across their Ward;
- Community / citizen initiated i.e. in instances where community groups approach the council to assist them in undertaking engagement

2.30 The project plan attached at Appendix 4 provides details of completed and planned activity. To date Place Standard engagements have been delivered in 8 neighbourhoods covering 5 Wards, engaging approximately 1750 citizens. Further engagement activity is planned in 19 neighbourhoods covering 11 wards (all involving councillors). These are a mix of councillor initiated (including a Town Council), community led or service led where there is an opportunity to influence investment (e.g. KNH). Place Standard engagement is currently taking place to inform the Huddersfield Town Centre Masterplan / Blueprint. In terms of staff resources, over 200 people have received training in delivering Place Standard conversations. This includes staff from 26 service areas, 12 councillors, 6 voluntary organisations and 39 residents.

2.31 Whilst there continues to be much more work to do in terms of planning, co-ordinating and commissioning our engagement activity the Place Standard approach is allowing us to begin to develop a much more nuanced understanding of our diverse places both in terms of the challenges they face but more importantly the aspirations they have. Over time we hope to develop a detailed picture which increases our level of understanding in a way that:

- Is based on local identity;
- Facilitates a more cohesive and joined up response;
- Is conversational and intended to bring citizens with us both in terms of dialogue and co-creating solutions;
- Allows us to re-engage to understand the difference that has been made.

Strategic co-ordination and operational support:

2.32 We know that planning and delivering a new approach to Place Based Working will be complex, challenging and needs to be done over a longer time frame. Evidence and practice from elsewhere tells us that it takes years, not months, to develop and embed change on the scale that we are focussing on. We are now at a point where we believe the key ingredients are in place (as set out in this report) but similarly recognise that these need to be brought together into a more cohesive programme of work across the council and our partners. This will be a key area of focus over coming months both in terms of programme development and organisational support.

2.33 From an operational perspective the developing approach to Place Partnerships, Ward and Sub Ward Partnerships and citizen engagement will be principally co-ordinated and facilitated by the Active Citizens and Places Team. That said their development and

success is predicated on a systems-led approach to Place Based Working that involves all stakeholders. With this in mind Strategic Directors are now working on the operating model for Place Based Working. The corporate centre is looking at enabling support to facilitate this operating model in order to respond to place based engagement and to make best use of working together in a place. In defining the full programme of work this will involve:

- Widening the dialogue with councillors through a range of approaches including:
 - Conversations with political groups;
 - Engagement with Ward councillors in the context of Place Partnership work;
 - Ongoing conversations with Ward councillors to determine the focus and sequencing of Place Standard engagement;
 - Understanding the expectations of Overview and Scrutiny Management Committee in terms of their role in influencing the development of Place Based Working.
- Determine the governance arrangements for the next phases of work;
- Develop a communication plan around the programme.

2.34 In addition a project team including representatives from all Council services that manage and let out spaces, the Communities team and Commercialisation team has been set up to take forward work on how we enable the third sector to access Council spaces. The team are currently bringing together data and intelligence about how our spaces have been used in the last year, by whom and the fee charges that have been associated with this. This will enable us to better understand the current situation and the issues that occur. Once that information has been gathered, the team will work with a wider group of stakeholders including the third sector to identify challenges and opportunities to changing our approach to a more place based way of working. They will then develop the new approach to making spaces available to the third sector and make the policy changes necessary to facilitate this.

2.35 A Kirklees Grant Managers Group has been set up improve the coordination of grants across Kirklees and to increase understanding of the local funding environment. The group is led by One Community and facilitated by the Council. This will help to target funding and resources in a more effective way and enable issues to be shared and resolved in a collaborative way. The 'Supporting the Third Sector in Kirklees' contract is being taken forward by Third Sector Leaders and covers four areas: volunteering, infrastructure, finance and migration support. The aim of this contract is to increase capacity and opportunity within the local third sector by:

- Increasing the levels, diversity and quality of volunteering
- Support the effectiveness, development and income of third sector work in Kirklees.
- Improve the financial management of local organisations
- To increase and recognise the contribution made by volunteers from migrant communities

3. Implications for the Council

- **Working with People**

Our developing approach to Place Based Working is intentionally people-centred, growing outwards from communities based on local identity. Working in Ward and Place

Partnerships, and using the Place Standard as our principal means of place based engagement, is intended to ensure that officers, councillors and citizens are working in partnership to deliver outcomes.

- **Working with Partners**

The success of Place Based Working is predicated on a systemic approach which requires the active involvement of our partners both strategically and operationally. We are already seeing positive examples of partnership working and co-creation both in terms of active partner involvement in the Citizen Engagement Reference Group and Place Standard delivery in Wards and neighbourhoods.

- **Place Based Working**

This report is wholly about Place Based Working.

- **Improving outcomes for children**

Place Based Working will inevitably incorporate the consideration, discussion and progression of issues that will improve outcomes for children within neighbourhoods, Wards and Places.

- **Other (eg Legal/Financial or Human Resources)**

N/A at this stage

4. **Consultees and their opinions**

The following have been consulted on various aspects of this report and informed specific areas of work as they have developed:

Rachel Spencer Henshall, Director of Corporate Strategy, Commissioning and Public Health endorses the contents of this report.

Councillor Cathy Scott, Cabinet Member with responsibility for Place Based Working endorses the contents of this report

The Democracy Commission Cross Party Working Group who have been actively involved in the development of a number of areas of work including the citizen engagement framework and the developing use of the Place Standard. The Working Group received an update on Place Based Working at their meeting on 19 August 2019 and made the following comments / observations:

- The importance of building community capacity whilst being mindful of not being over-reliant on that capacity where it already exists. It is important to widen capacity beyond those who are already actively contributing;
- The importance of volunteers in the context of Place Based Working and recognising that many volunteers do so in a number of different areas;
- Being mindful of the possibility that putting citizens at the heart of our approach may result in challenging our established policies and strategies;
- A level of concern as to how we define places and the extent to which we impose geographical footprints on citizens. The issue of Primary Care Network boundaries crossing different Council boundaries was referenced as an example;
- The ways in which we work with Parish and Town Councils as part of Place Based Working;

Where Place Standard engagement has been planned and delivered relevant Ward councillors have been involved throughout the process, providing guidance and leadership and in all cases being directly involved in the engagement.

The 7 Place Partnership Leads have co-created and agreed the framework for Place Partnership development as set out at Appendix 3

5. Next steps and timelines

See the information set out at paragraphs 2.32 and 2.33 above and the draft project plan attached at Appendix 4. There is an acknowledgement that more work needs to take place to put in place a cohesive programme now that all of the key building blocks are in place.

6. Officer recommendations

That Overview and Scrutiny Management Committee:

- Consider and comment on the information set out in this report, in particular the findings of the Collaborate report;
- Provide a steer with regards to the direction of the next phase of work;
- Determine how Overview and Scrutiny wishes to consider this issue moving forward.

7. Cabinet Portfolio Holder's recommendations

Not applicable

8. Contact officer

Carl Whistlecraft, Head of Democracy

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9. Background Papers and History of Decisions

The Corporate Plan presented to Council on 11 July 2018

The Corporate Plan Refresh presented to Council on 17 July 2019

Ward and Place Partnerships report to Council on 22 May 2019

Place Partnership Lead Role report to Council on 22 May 2019 (the allowances element of this will be considered at Council on 18 September 2019 following referral by Corporate Governance and Audit Committee on 17 August 2019)

10. Strategic Director responsible

Rachel Spencer Henshall, Director of Corporate Strategy, Commissioning and Public Health