

Appendix 1

Place-based working in Kirklees

Final Report

July, 2019

SUMMARY REPORT

"We have a place-based vision for Kirklees. The era of 'The Council' alone making decisions and delivering services to 'clients' or 'service users' is a model that is no longer sustainable."

Together We're Kirklees – A Strategic Framework (2018)

"Everyone says we are great at thinking about things; less good at doing. Now we need to get on and do."

Council voice



Context

- Summary
- Context
- Project goals
- Key findings
- Understanding of PBW
- A way forward

- **Kirklees has huge potential:** from its diverse population, to the beauty of the physical environment, to the locational proximity to three economic hubs; it has strong and distinctive local communities, digital connectivity, and a university; it has economic strengths from industrial heritage, regeneration opportunities, and global exposure; and it has a history of high civic capability
- **But it also faces challenges:** from community cohesion, to local growth, to inequality, to poor physical connectivity; 'Kirklees' is more an administrative boundary than a place people identify with; austerity has hit hard, with Kirklees Council the 8th worst affected by government cuts (by population)
- **An ambitious vision:** Kirklees Council want to transform support for residents through place-based working (PBW), as a more effective (and cost-effective) means to make progress on the 7 Shared Outcomes for residents set out the strategic plan. We describe this developing model as ***the Kirklees Way***

Context – why place-based working?

- Summary
- Context
- Project goals
- Key findings
- Understanding of PBW
- A way forward

- **Existing models of services can't meet the challenges in Kirklees:** the 7 Shared Outcomes for Kirklees agreed with partners cannot be achieved by any one organisation acting alone, or through traditional services. In addition, the fiscal climate demands new approaches to managing and meeting demand.
- **A different approach is needed:** progress requires partners working together collaboratively across organisational boundaries, drawing on a much wider range of community assets and resources, integrating and transforming services so that support is built around residents and the lives they lead, is preventative, and draws on the assets they have. This is the vision of place-based working: wider support and service transformation based on collaborative working, starting with people.
- **It will require new roles and ways of working:** to achieve this will require new roles for partners, new capabilities, and new ways of working together.

Project goals

- **To test understandings of place-based working:** how far is there a common understanding of the council's objective, within and beyond the council? How far is this objective shared?
- **To diagnose the current situation:** what is the appetite and readiness for place-based working, within and beyond the council?
- **To identify the opportunities and barriers to progress:** where are there existing examples of good practice across Kirklees to learn from and build on? What is limiting progress or standing in the way?
- **To start to shape a way forward:** what change is needed, and where might Kirklees begin?

This report aims to inform the development of clear immediate steps as part of a longer-term, ongoing programme of work to deliver change in Kirklees.

Key findings from the diagnostic

- Summary
- Context
 - Project goals
 - Key findings
 - Understanding of PBW
 - A way forward

1. Shared purpose

- The Council's shared outcomes are agreed but not fully 'owned' by partners
- The vision is not yet translating into collaborative practice; organisational lens remains strong
- With some reservations, significant and widespread enthusiasm for the proposed PBW approach

2. Citizen involvement and co-creation

- Legacy of paternalism in relationship with citizens – now taking significant steps to change and lots of good practice to build on
- Council's data and intelligence capabilities being streamlined and strengthened, but not yet having impact on practice

3. Role and organisational capabilities

- Council working with partners to generate place leadership, but limited by organisational lens
- Exploring reorganisation by geography, to strengthen connections to communities

4. Behaviours and values

- Scores show a way to go to embody PBW behaviours and values
- Direction of travel overwhelmingly seen as positive, which further actions can build on

5. Relationships and partnerships

- Relationships with statutory partners are good, but not sufficiently productive
- Relationships with the VCS are improving and there is genuine willingness on both sides to work together
- Voice of business not systematically included

6. Delivery/commissioning model

- Organisational and service lenses inhibit change
- Good innovative examples to learn from and build on
- Commissioning moving in right direction towards joint and collaborative commissioning, but a long journey still ahead

Understanding of place-based working

- What PBW means to people depends on where they stand:
 - VCS focus on the person aspects
 - Statutory services focus on the geographical dimension
- These perspectives are not irreconcilable, but now need to work to develop a common perspective, a common understanding and a common language
 - This is currently a barrier to progress, but very fixable

Current situation

- Organisational lens dominates over systems lens, inhibiting collaborative practice
- System stewardship roles are undeveloped
- Conception of citizen is changing from passive to active
- Council culture is shifting, but there is some distance to travel
- Specialist capabilities are being developed
- The future is already here in best of VCS (plus stat. sector innovations)
- Commissioning journey started, but long way to go

Opportunities and barriers

Opportunities

- Relationships with partners are good and/or improving
- Support for PWB goal
- Place Standard to understand places/embed Councillor role
- The Council culture is moving in right direction
- Many examples of PBW approaches to build on, in VCS and stat. sector

Barriers

- Understanding of PBW, esp. service (geographical) lens
- Little collaborative practice
- Role of Council, and relationship with community
- Distance the Council needs to travel (culture, ways of working)

A way forward

- 1. Clarity of purpose:** developing a shared understanding of what place-based working will mean in Kirklees. How will it change the nature of support for residents? What change in roles will it imply for different partners? How will ways of working need to change?
- 2. Four shifts in thinking and approach:** changing the lens on a situation unlocks new directions solutions in developing a distinctive approach to place-based working, grounded in the particularities of Kirklees. For Kirklees these new lenses are thinking from a **system** (not organisational) lens, a **person** (not services) lens, a **'different' council** (not merely 'better' council) lens, and a **'doing with'** (not 'doing to or for') lens.
- 3. A bias for action:** learning by doing, together with partners, based on the recommendations. Choose localities or themes as starting points. Charge the Place Board with responsibility for delivery and the Partnership Exec with oversight.

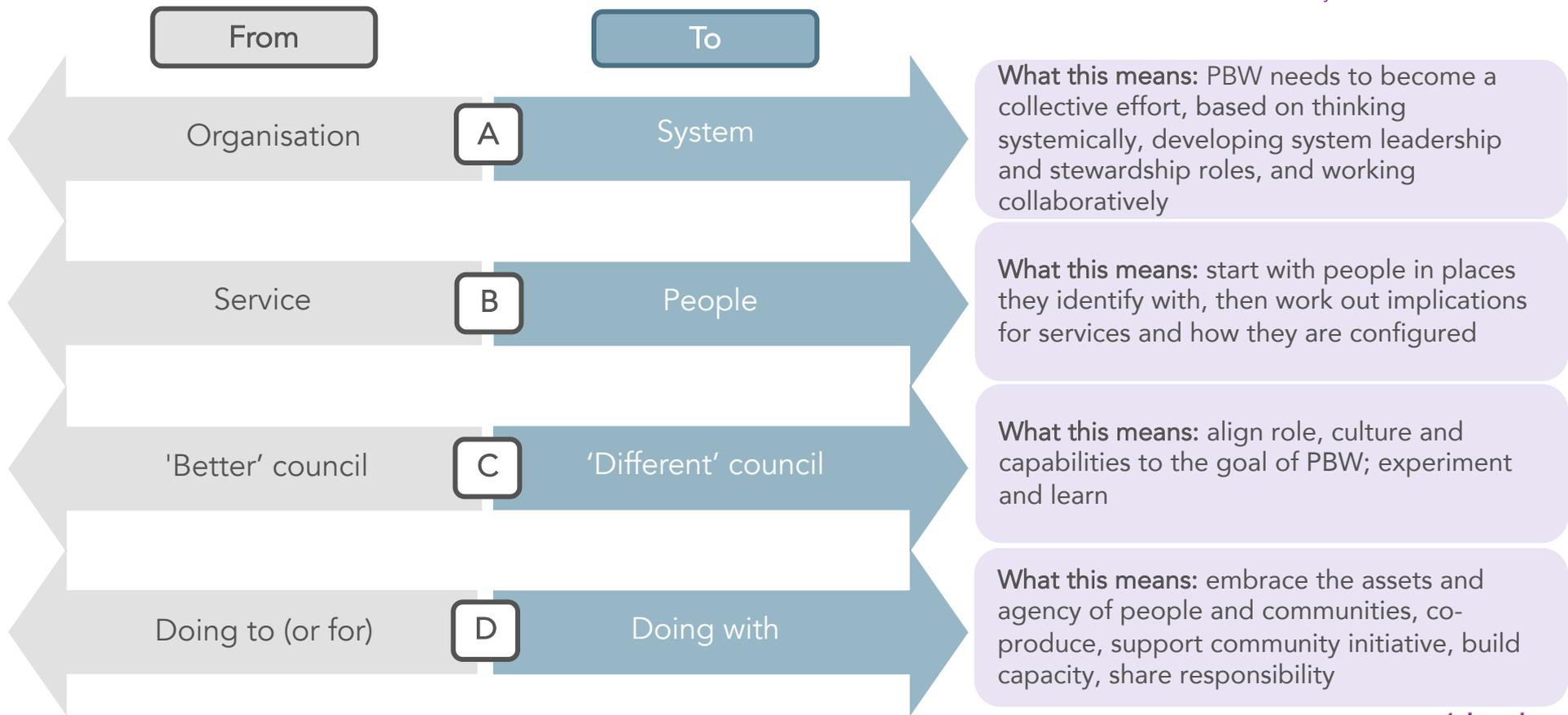
1. Clarity of purpose

Based on our findings and experience elsewhere, there is a unique opportunity to develop a distinctive **Kirklees Way** of doing place-based working. **This must start with clear, shared purpose.** This will be for partners to determine, but elements are likely to include:

- **Transformed support to residents, not just existing services reorganised spatially:** citizen reconceived as active with responsibility shared; support as person-centred, relational, co-produced, preventative, asset based, integrated
- **Wider assets mobilised:** not just based on formal services, but a spectrum of support, rooted in communities
- **New roles, behaviours and ways of working:** roles to include system stewardship (taking responsibility for, and attending to, the health of the system overall); agreed collaborative behaviours supported by system infrastructure; changes in how decisions are made, and how support is commissioned and managed

2. Four shifts in approach

- Summary
- Context
 - Project goals
 - Key findings
 - Understanding of PBW
 - A way forward



3. A bias for action

Charge the **Place Board** with responsibility for delivery and the **Partnership Exec** with oversight.

Step	Action	Priority
Clarity of purpose	<ul style="list-style-type: none"> Run a series of workshops with partners to develop and communicate a shared understanding of place-based working, a shared change narrative, and clear aims and principles for working together. The focus should be on practice. 	Immediate
Shift	Action	Priority
A. Organisation to system	<ul style="list-style-type: none"> Widen the circle on the Partnership Exec: more VCS and business voices System leadership development sessions or programme, for council and partners 	Immediate
	<ul style="list-style-type: none"> Develop system infrastructure, e.g. align outcome frameworks and data collection, create collaborative platforms, commission jointly Learn together: focus on practice and learning from joint prototypes, relevant existing models of practice in Kirklees (VCS and council), and from other areas on similar journey 	Start now: work will be ongoing
B. Services to people	<ul style="list-style-type: none"> Root work in geographies people identify with: use Place Standard Tool to understand community priorities, assets and needs; embed leadership role of Councillors Prototype new service models along PBW principles (relational, co-produced etc.), starting in with one of the 7 outcomes or in areas where infrastructure well developed (e.g. Ashbrow ward), where work has already begun (e.g. mental health), or areas of high demand. 	Immediate
	<ul style="list-style-type: none"> Start process of aligning service footprints Invest in local VCS capacity, with focus on preventative support 	Start now: work will be ongoing

3. A bias for action

- Summary
- Context
 - Project goals
 - Key findings
 - Understanding of PBW
 - A way forward

Shift	Action	Priority
'Better' to 'different' council	<ul style="list-style-type: none"> • Embrace role as system steward: work with partners to develop ways of working and system infrastructure • Focus on culture: through narrative clarity, symbols of change and celebration; value experimentation and learning (learning events, action-learning sets); support cultural change with changes to roles, structures and processes (e.g. JDs, performance evaluations) • Focus on commissioning: set clear objectives (joint, collaborative, local); learn from current innovation (e.g. Mental Health Partnership Alliance), VCS insight, and practice elsewhere (e.g. Human Learning Systems approaches). Start by establishing a learning collaborative including VCS partners to wrestle with issues from accountability to metrics • Utilise data analytics strengths and local intelligence; establish data sharing protocols 	Start now: work will be ongoing
'Doing to' to 'doing with'	<ul style="list-style-type: none"> • Through prototypes, develop new models of support which are asset based and co-productive. Involve VCS in co-design process; get input from wide range of perspectives • Build on existing work of Democracy Commission, New Citizenship and the Place Standard Tool to develop clear understandings of community needs, assets and capabilities 	Immediate
	<ul style="list-style-type: none"> • Invest in community sector, e.g. small grants and longer term funding opportunities; establish community of practice to learn from innovative practice (VCS and council) 	Start now: work will be ongoing

End goal: improving outcomes for residents through place-based working the **Kirklees Way** – learning from other places on similar journeys, but firmly rooted in the distinctive communities of Kirklees, and the particular strengths of your partners.

The Kirklees Way



The shifts in behaviour, culture & practice become the enablers for the ambition

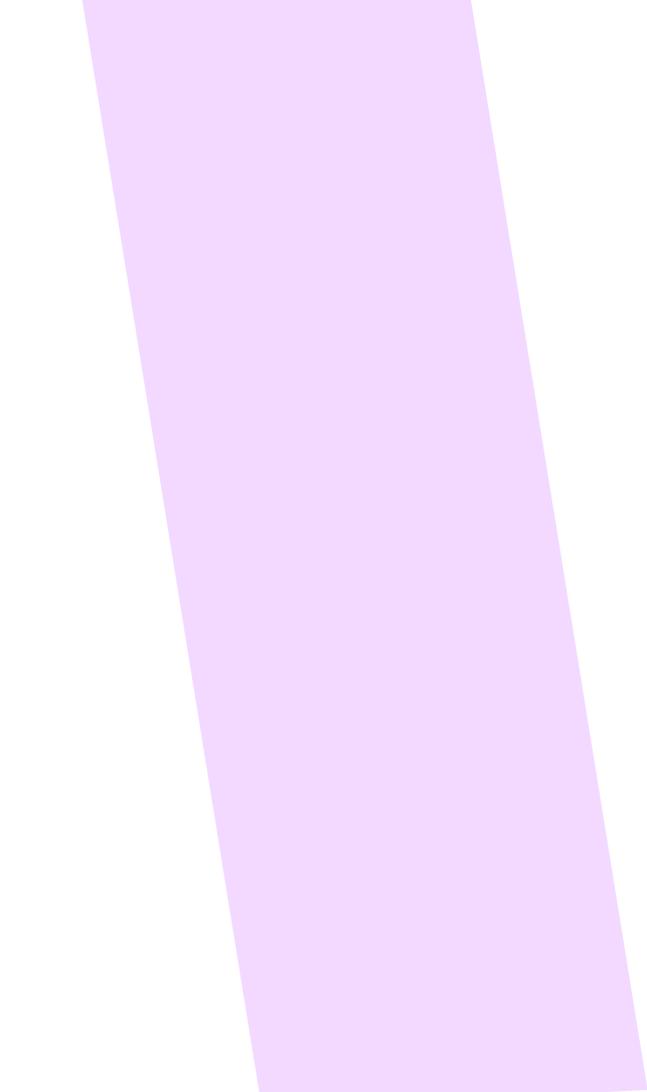
The Kirklees Way - place-based working

From organisations to system

From services to people

From a 'better' council to a 'different' council

From doing to (or for) to doing with



collaborate

for social change

Jeff Masters and Fanny Olsson
jeff@collaboratecic.com | fanny@collaboratecic.com
020 7815 8297 | collaboratecic.com