

HEALTH AND WELLBEING BOARD

9th FEBRUARY 2022

REPORT TITLE:	FOR LOCAL INFRASTRUCTURE DEVELOPMENT IN SUPPORT OF HEALTH AND WELLBEING NEEDS – AN OUTLINE PROPOSAL
REPORT OF:	THE COMMUNITY, VOLUNTARY AND FAITH REFERENCE GROUP

REPORT SUMMARY

This outline proposal from the Community, Voluntary and Faith Reference Group relates to its principal aim of building and supporting the development of local infrastructure, in support of ongoing programmes and plans to meet the health and wellbeing needs of Wirral's communities and residents.

Minute 19, Health and Wellbeing Board meeting on 20th July 2021.

The Chair advised the Board that given the breadth of the sector, it was difficult to have one representative of the whole sector, therefore a Reference Group was in development to feed into the Health and Wellbeing Board collectively.

Minute 25, Health and Wellbeing Board meeting on 29th September 2021 refers to the report which details the background to the establishment of the Reference Group and the overall aim of the group and its relationship with the Health and Wellbeing Board.

Organisations around the table were encouraged to develop community-based approaches to utilise the extensive knowledge, expertise, and experience in communities on how services can support local residents.

Item 3.1 of that report in Background Information reads 'A literature search conducted by Community Voice (CV), the broker asked to form the reference group, found no evidence of a CVF Reference Group being formed by a Health and Wellbeing Board whose aim was to further engagement between the sector and between communities and residents.

Reference Groups are regular features in the sciences and, by and large, populated by peers and experts.

This report affects all wards within the borough.

It is not a key decision

RECOMMENDATION/S

The Health and Wellbeing Board is recommended to:

1. Consider and support the establishment of local infrastructure based on established best practice within the UK to support and meet the health and wellbeing needs of residents. In this context local infrastructure refers to structures at the level of communities within council wards as recognised by their residents, e.g., Seacombe, Rock Ferry and Eastham.
2. Consider and support that the local infrastructure be based on the development of existing local facilities, or the creation of new facilities where necessary, on a ward-by-ward basis.
3. Consider and support that the infrastructure development and design follow the national and well-established and successful approaches as found, in community hubs and family hubs.
4. Consider and support that appropriate multidisciplinary teams, working in partnership with communities and residents and their elected representatives, be formed to design and develop a local infrastructure to meet their specific needs
5. Consider and support that the development of a detailed proposal for infrastructure development and design with all stakeholders working together in partnership with the Community, Voluntary, Faith and Social Enterprise (CVFSE) sector coordinating its preparation.

SUPPORTING INFORMATION

1.0 REASON/S FOR RECOMMENDATION/S

- 1.1 The White Paper, 'Integration and Innovation: working together to improve health and social care for all', (February 2021) places particular emphasis on 'The Primacy of Place' and the full involvement of the Community, Voluntary and Social Enterprise (CVSE) Sector in the development of locally designed and developed systems for tackling health inequalities. The Health and Care Bill currently progressing through parliament creates the legal framework to support these working together principles.
- 1.2 The refreshed Wirral Plan 2021 - 2026, Equity for People and Place, was approved by Full Council on 6th September 2021 and fully supports these principles and in addition emphasises the need for communities and residents to play a full part in the local design process.
- 1.3 The impending legislation places a particular responsibility on the local Health and Wellbeing Boards in relation to the development of working partnerships, the involvement of the CVSE sector and the involvement of communities and residents in the design of new local informed approaches within the new legal framework.
- 1.4 The Reference Group, in developing its relationship with the Health and Wellbeing Board, has the opportunity through working in partnership to assist the development

of local infrastructure and systems to enable community and residents to play their fullest part in keeping people healthy and safe.

2.0 OTHER OPTIONS CONSIDERED

- 2.1 An alternative option would be for the Council to develop and coordinate the programme through its membership of Locality and the Keep it Local initiative. Full Council 22 October 2019 Agenda item 82 Motion (5) Wirral Council to commit to Keep It Local Campaign.

3.0 BACKGROUND INFORMATION

- 3.1 During the pandemic, and in anticipation of a much-changed landscape for the delivery of social care, Community Voice (CV) carried out a comprehensive study of emerging and established best practice¹. This study has now been brought up to date, with particular reference to Community Hubs and Family Hubs and summarised in Appendices 1 and 2
- 3.2 Prior to the pandemic, and as part of a review of the Constituency Model for Neighbourhood Working, members of the Community of Practice and Community Representatives produced a report based on the full involvement of communities and residents².
- 3.3 NHS England have produced Guidance on the involvement of communities, their residents, and the CVSE Sector in the design and development of local systems within central government's revised legal framework. Guidance has also been provided in the key role of the Provider Collaborative through which funding for infrastructure development along best practice lines would be expected.

4.0 FINANCIAL IMPLICATIONS

- 4.1 Building infrastructure to support working partnerships involving the CVFSE sector, communities and their residents will require a significant proportion of central government funding associated with 'levelling up' etc. This funding aimed at 'keeping people well' will need to be invested wisely and against appropriate investment return criteria based on social value and/or public value.
- 4.2 Building local infrastructure to support working partnerships involving the CVFSE sector, communities and their residents is likely to require significant investment
- 4.3 The favoured approach in best practice is the establishment of Community Investment Funds, (CiF), initially as pump priming, but then, by returning a proportion of savings accruing from social and public value benefit streams, such funds can be replenished and developed to serve more and more local working partnerships to generate further value and benefits to communities and residents in need.

¹ 'Doing it to, doing it for, doing it with'. CV, Jan 2021.

² Proposals for a Revised Method of Neighbourhood Working, June 2018.

- 4.4 The CVFSE sector, acting through an agreed representative organisation, is best placed to manage a CiF in the interests of the working partnerships, ensuring that investments are supported by detailed business plans and Returns on Investments (RoI's) based on social and public value determinations.

5.0 LEGAL IMPLICATIONS

- 5.1 Establishing Reference Groups and forming a representative CVFSE sector organisation to inform decision making from the knowledge and perspectives of these groups and the CVFSE sector, can and must be a key component of place-based partnership working.
- 5.2 The Health and Wellbeing Board may invite representatives of other bodies to participate in Board discussions to support effective decision making.
- 5.3 The Reference Group will be required to inform the Health and Wellbeing Board of progress and bring forward detailed proposals in due course.

6.0 RESOURCE IMPLICATIONS: STAFFING, ICT AND ASSETS

- 6.1 No additional resources for the formation and operation of a Reference Group are anticipated. All contributions to the Reference Group are to be on a voluntary basis.
- 6.2 Consideration of the resources needed to form a representative Community, Voluntary and Faith (CVF) sector organisation will be considered separately

7.0 RELEVANT RISKS

- 7.1 There is a risk that the Community, Voluntary and Faith Sector are not fully and actively engaged in matters relating to the Health and Wellbeing of Wirral's residents. This report seeks to mitigate that risk.
- 7.2 There is a risk that the CVF Sector are unable to come together to form a representative organisation.
- 7.3 There is a risk that government funding to support a programme of levelling up and the establishment of local infrastructure through the Health and Care Bill may not be forthcoming.

8.0 ENGAGEMENT/CONSULTATION

- 8.1 Engagement with communities and their residents will be at the centre of all aspects of partnership working, aided by the development of local infrastructure to support place-based activities to improve health and wellbeing.
- 8.2 The current wider CVF and ongoing task and finish process being conducted, will serve to encourage collaborative working partnerships involving key stakeholders and further enable and inform community representation and involvement.

8.3 Consultation, with the full involvement and participation of locally elected representatives and with the providers of services. will always be considered as an essential. The level of participation and involvement to be discussed and agreed locally.

9.0 EQUALITY IMPLICATIONS

9.1 The Council has a public sector equality duty under the Equalities Act (2010) to have due regard to:

- tackle discrimination and victimisation of persons that share the characteristics protected under S4 of the Act. These include the characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex (formerly gender) and sexual orientation.
- advance equality of opportunity between people who share those protected characteristics and people who do not.
- foster good relations between people who share those characteristics and people who do not.

9.2 This outline proposal seeking approval to prepare a detailed proposal working in full partnership with all key stakeholders carries the responsibilities for equality of the CVF Reference Group.

9.3 Any further actions associated with this report may require an Equality Impact Assessment (EIA).

10.0 ENVIRONMENT AND CLIMATE IMPLICATIONS

10.1 Environmental factors are, in many ways, acknowledged as a key driver for supporting good health and have been recognised as such for decades.

10.2 Open space for recreation and exercise can play a significant part in keeping people well and safe.

10.3 Looking after the environment is a global challenge needing the full attention at all levels of society as it is widely accepted that failure to do so is adversely affecting the climate.

10.4 The challenge of looking after the local environment, within a place-based system for improving health and wellbeing, can create a strong sense of ownership at community level and pride in joint ownership.

10.5 The development of local infrastructure will provide a natural platform for local initiatives associated with the environment with clear health benefits to the community.

11.0 COMMUNITY WEALTH IMPLICATIONS

11.1 This proposal is in line with the WBC Community Wealth Building Strategy 2020-2025, approved by Cabinet in February 2020.

11.2 Family Hubs and Community Hubs help to generate a more healthy local economy at the level of local community and by doing so can help to alleviate health inequalities which are strongly linked to local health and wealth.

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APPENDICES

Appendix 1 The role of Family Hubs in Infrastructure Development

Appendix 2 Community Hubs in Infrastructure Development

BACKGROUND PAPERS

Designing a Wirral Health and Wellbeing Board CVF Reference Group: May 2021

'Doing it to, doing it for, doing it with', Community Voice Jan 2021

Proposals for a Revised Method of Neighbourhood Working, June 2018

The White Paper, 'Integration and Innovation: working together to improve health and care for all'

The Health and Care Bill

APPENDIX 1: The Role of Family Hubs in Infrastructure Development

Background:

The origins of Family Hubs may lie in the formation of Children's Centres and the Sure Start Local Programmes initiative first established in the late 1990's³.

The Family Hubs Network shows early establishment in 2005 with growth to over 150 members today and increasing.

The term Family Hub was first coined by the Centre for Social Justice

The former Chair of the All-Party Parliamentary Group on Children's Centres, Fiona Bruce MP spoke in 2016 of Family Hubs as 'nerve centres' for families, a one-stop-shop for all manner of statutory or voluntary support, as well as signposting to other services, to help strengthen family life, relationships within families and the life chances of children, particularly those from the most deprived backgrounds. They would be somewhere to go, in every community, where someone can help you find answers when you are struggling with family issues – throughout different stages of family life, however old your children.

A key statement from the Family Hub's Network is,

"We want every community, in all four nations of the United Kingdom, to enjoy the benefits of Family Hubs, so all families who need support can access it"

The Network has three mission statements

- **To connect those running existing Family Hubs through the information provided on our website and events.**
- **To advocate the expansion of Family Hubs models by increasing awareness among national and local policy makers and commissioners.**

³ Family Hubs: The Future of Children's Centres. Strengthening family relationships to improve Life Chances for everyone, All Party Parliamentary Group on Children's Centres, July 2016

- **To spread the word about innovative and effective work on the frontline of family support**

This approach enjoys support at the highest level and across the political spectrum.

2014 The Centre for Social Justice published an update to the 2007 *Breakthrough Britain* report – ***Fully Committed? How A Government Could Reverse Family Breakdown*** which, although written by a different working group, came to the same conclusion on the centrality of Family Hub model to family support.

2015 Labour Party Manifesto commits to *‘restore the role of Sure Start centres as family hubs...[and] encourage local services to co-locate, so that they work together to shift from sticking plaster solutions to integrated early help.’*

2016 The All Party Parliamentary Group on Children’s Centres publishes **Family Hubs: the Future of Children’s Centres** and the Children’s Commissioner publishes **Family Hubs: A Discussion Paper** which states *‘Family Hubs deliver holistic, early intervention services to a whole community. Their introduction is a clear next step to coordinate existing services and support.’*

2017 The Manifesto to Strengthen Families is launched with the support of 60 Conservative MPs and Members of the Lords. They commit to encouraging every Local Authority to work with voluntary and private sector partners to deliver Family Hubs.

2019 Good practice is emerging across the country as more and more local authorities, voluntary sector and other providers across the country open Family Hubs. The **Conservative Manifesto** commits *‘to champion Family Hubs to serve vulnerable families with the intensive, integrated support they need to care for children – from the early years and throughout their lives.’*

2020 The Troubled Families programme team in the Ministry of Housing, Communities and Local Government releases an **Early Help System Guide** laying out good practice. Including in this is: *‘Public services work together in integrated hubs based in the community with a common footprint.’*

‘They are the building blocks of our society. Throughout a year of lockdowns and periodic home schooling, families have been under immense strain, and the Government are determined to champion the Family Hub model’.

Rt Honourable Jacob Rees-Mogg MP, Leader of the House of Commons.

‘A national infrastructure of children and family hubs to support children and families: Children and Family Hubs would be a centre point of support for children and families.

They would act as the gateway to multiple services and the teams within them would be responsible for coordinating early years services and support across the local area, to ensure that children who need help, get it’.

July 2020 Children’s Commissioner

Two reports from The Centre for Social Justice, **Fully Committed? How a Government could reverse family breakdown**⁴ and **Community Capital, How purposeful participation empowers humans to flourish**⁵ strongly argue the case for community engagement and family hubs.

The former in Part 2, Forming and Maintaining Healthy Relationships, devotes almost 50 pages and most of its attention to family hubs, with the following recommendations,

- Local public health and other commissioners to co-fund third sector providers who have professional expertise in relationship education to deliver this in schools and train teachers. Forming and maintaining stable family relationships Family Hubs
- Children's Centres to become Sure Start Family Hubs: local 'nerve centres' coordinating all family-related support, including universal services and specialist help, to help meet both parents' most pressing needs.
- Given the very high levels of family breakdown in this country Sure Start Family Hubs will include couples' relationship support/education as part of their core offer to families.
- Family Hubs will extend their core purpose to incorporate the vital work of Family Relationship Centres, so all separating parents have access to support.
- Local health and public health commissioners to ensure all ante- and post-natal services are co-located within or co-ordinated from Family Hubs.
- Father engagement to be part of Family Hubs' reformed core purpose and included in inspections of their early years and maternity services by Ofsted and the Care Quality Commission and local authorities' payment by results frameworks.
- All birth registration to take place within Family Hubs, not civic registry offices.

The second report is of particular interest as it features local organisations in Birkenhead, Ferries Family Groups, Make it Happen, The Hive and The Reader. Ferries Family Groups is a full member of The Family Hubs Network and follows the model for the operation of Family Hubs.

To bring the story so far up to date the new Children's Commissioner, Dame Rachel de Souza DBE wanted to begin her tenure by asking and listening to England's children and the outcome The Big Ask, The Big Answer, was published recently⁶.

To hear the voice of children in this way is truly inspirational and a must read for all who provide services to them and for all of us.

Naturally there is a strong emphasis on the family environment and the role of Family Hubs The policy recommendations for children and the family make it clear what is needed

- An expansion of the Family Hubs network to provide an access point in local communities to provide help for families who need it.
- Using Family Hubs as a catalyst to make existing public services more accessible, integrated, and efficient – reverse the trend away from investing in early intervention.
- Doubling the Supporting Families Programme to provide more families facing multiple disadvantages with a keyworker.
- A package of measures to reduce child and family poverty, and in doing so support the educational attainment of the most disadvantaged children.

Exemplars:

⁴ The Centre for Social Justice, Fully Committed? How a Government could reverse family breakdown, July 2014

⁵ The Centre for Social justice, How purposeful participation empowers humans to flourish,

⁶ The Big Ask, the Big Answer, Children's Commissioner; September 2021.

Of course, The Family Hubs Network enables access for a study of many Family Hubs and such studies will quickly show that their individual characteristics are strongly influenced by the local circumstance in which they provide help and support.

They are all similar in their aims and objectives but unique because of where they are. There is no one size fits all.

Wirral is fortunate to have a practising relatively small local network centred on Ferries Family Groups with over 30 years of experience and no further research of exemplars will be necessary. They operate a Peer Support model.

How to?

This should be obvious to the reader.

The establishment of Family Hubs across the borough is an essential feature of infrastructure development and Wirral is fortunate to have a capable organisation to deliver their expertise and knowledge at scale.

Through working in partnership with all key stakeholders, and especially with communities and residents, a detailed business plan is in urgent need of preparation and, with approval of this outline proposal, the preparation of such a plan as part of infrastructure development can begin.

APPENDIX 2: Community Hubs in Infrastructure Development

Background:

Community Hubs are well established in England and have been so for many years. The total numbers in England are not known but current estimates put the figures in the range 1500 to 2000.

They are to some extent community businesses and three out of five consider their primary business role as a community hub.

They have received considerable attention from governments and funders, and many studies have been carried out relating to them.

The Government's **Our Place programme** which ran from 2014 to 2016 was funded by the Department for Communities and Local Government and delivered by Locality. It was preceded by a pilot programme involving twelve communities. The findings from the pilot were reported in July 2013⁷

Between 2010 and 2012 the National Lottery Community fund identified 150 areas that had historically missed out on lottery and other funding. Each of those areas was allocated £1million of Big Local funding.

Power to Change, an independent trust established in 2015 to accelerate the growth of community businesses have been privileged to support the work of nearly 1000 community businesses. Working with Local Trust they produced a detailed analysis of the factors that govern their success and can lead to their failure.

⁸

Their analysis produced five key findings: -

- Characteristics of community hub organisations
- Community hub organisations walk a financial tightrope
- Asset ownership improves income and impact, but can increase risk
- There is no single sure-fire business model for financial success

⁷ Neighbourhood Community Budget Pilot Programme; Research, Learning, Evaluation and Lessons, DCLG July 2013.

⁸ Community hubs: Understanding survival and success, Local Trust and Power to Change, June 2019.

- There is an abundance of know-how and skill within the community sector itself.

Locality following on from their earlier work with the Our Place Programme have developed a power point presentation⁹ on how to set up, run and sustain a community hub.

They define a community hub under four headings with subdivisions under each heading as follows

Community-led

- Local people are involved in decision making about how services are run, how buildings are managed
- Also support the delivery through volunteering
- Typically managed by a community-led organisation, but alternatively they can be owned or managed by a public agency such as a housing association or local authority with substantial input from the community.

Multi-purpose

- Community hubs are multi-purpose, providing and hosting a range of activities and services that are used by lots of different people
- The range of services reflect local need and may be delivered by local people, other organisations or public agencies – for example:
 - Parent and toddler groups
 - Health and wellbeing activities – exercise classes
 - Employment support
 - Childcare
 - Library services
 - Advice and information.

Making use of local assets

- Community hubs utilise local buildings and land to provide a base for these activities
- These can be assets acquired through Community Asset Transfer (for example: an old school, sporting ground or town hall)
- Other hubs are created as a result of new development through community-led building projects.

Enterprising and resilient

⁹ My community, (Locality) Community Hubs: How to set up, run and sustain a community hub to transform local service provision.

- Community hubs need an income to be sustainable
- A range of income sources are usually required to cover the costs of running the building, maintenance, such as:
 - grants
 - donations
 - hiring out space
 - delivering contracts
 - Effective community hubs make use of good ideas and resources within the community and can adapt to changing circumstances.

It should be noted that Community Hubs are designated as such because they are primarily for the community. Whereas Family Hubs are for the family..

Exemplars

There are clearly many to look at but, as already pointed out, they tend to be unique. In the document referenced here there are tens and possible hundreds of good examples to look over. There would be merit in a comparison of similar examples, but this can only be done once they work of establishing Community Hubs has begun and achieved a good understanding of the individual community needs has been considered.

How to?

It would seem to be appropriate to start with existing documentation on a ward-by-ward basis with the full involvement of Elected Members, service providers and stakeholders to explore specific needs and opportunities.