Innovating Queensland Communities
November 2011

Office of the Queensland Chief Scientist

Dear Premier

Please find attached the Smart State Council working group report on *Innovating Queensland Communities. This report was originally produced in November 2011, but strongly reflects the priorities generated during the Queensland Plan process.*

This report presents a strategy for innovative reform with regard to an integrated approach to the delivery of community facilities and human services, for both existing communities as well as newly developing ones.

Creating stronger, more resilient communities and improving social inclusion requires a multi-departmental approach – in essence a 'horizontal', cross cutting, integrated approach. This is no easy task, but this approach produces communities that are well planned, well connected, engender community spirit and attractive places to study, work and live. This type of infrastructure model has the ability to deliver economic, social and community benefits.

The benefits of early intervention and prevention services to children and families are well documented. Based on this, schools have been identified as having the greatest outreach in terms of these groups. The Urban Land Development Authority new greenfield communities have been chosen as offering a unique opportunity for Queensland Government and local government to implement the concept of school-based community hubs from the beginning.

At the core of this opportunity is a significant challenge in terms of the design and implementation of such a concept, particularly in terms of integrated government human services delivery. The report highlights the importance of the Queensland Government committing to a collaborative approach to delivery across departments in the context of a current structure that runs counter to this. Innovative government reform is required to ensure that the approach delivers improved outcomes and benefits to the communities involved. I commend it to you.

Dr Geoff Garrett
Queensland Chief Scientist

November 2011

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Smart State Council (2005 – 2012)

The Smart State Council (the Council) was established in June 2005. It was a central advisory body that provided high level independent advice to the Queensland Government to help position Queensland.

The Council also provided advice on innovative measures to assist Queensland to meet its ambitions and targets.

The Smart State Council was chaired by the Premier of Queensland and comprised Government Ministers, the Queensland Chief Scientist and representatives from Queensland's business, community and research sectors.

This paper was prepared by working groups of the Council's Standing Committee. The views expressed in this paper are those of the groups and do not represent Queensland Government policy.

Executive summary

Developing Queensland Communities

The Queensland Government's is committed to the development of communities that are well planned, well connected and engender community spirit.

One method to achieve this is the use of schools as 'community hubs' to help build community identity and meet local service needs.[1]

Community hubs are clusters of facilities and functions that provide access to a range of community infrastructure and human services, programs and activities in close proximity to one another. These can include facilities such as schools, libraries and recreational facilities, as well as human services such as health care and social support. The benefits of early intervention and prevention services to children, young people, parents, families and the community are well documented. By providing ready and co-located access to human services, community hubs offer significant practical benefit to community members while promoting social inclusion and enhanced wellbeing.

This is as true in existing settlements as it is in newly developing residential areas. However, the creation of four new Urban Development Areas (UDAs) at Yarrabilba, Greater Flagstone, Ripley Valley and Caloundra South provides a unique opportunity to build the concept of community hubs into those settlements from the beginning.

Research suggests that the need for community hubs is as great in these large-scale greenfield communities as it is in areas of social disadvantage. Even if the two types of community differ in terms of their socio-economic profile, both can experience factors such as geographic isolation, relatively weak community capacity, and housing stress. [2] Urban design that brings community facilities and other services together in the same location can improve amenity and generate local vitality, and be a major enabler of social development and wellbeing in new communities.

This paper explores some innovative and collaborative ways of creating community hubs through making better use of that quintessential community facility: the state school.

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[1] Smart State Council 2010 Review of *Toward Q2: Tomorrow's Queensland*, A bird's eye view
[2] Wyeth,S and Hunter,J. 2009 Coordinated Human Services Investment in Greenfield Sites

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School-Based Community Hubs

Almost all communities have a school. Yet, in Queensland schools are often separated from community services and facilities, and function independently from them. This report suggests that if the barriers between schools and communities are broken down and made more permeable, there are advantages to both. The nature of those benefits will depend on how the school and community are integrated, which can vary in three ways:

The type of services integrated into the school. These can vary from informal cultural and recreational services at one end of the spectrum (for example, social groups, dance and fitness classes), through to more formal social and welfare services at the other (for example, adult education, child care centres, employment services) – and any mixture in between.

The extent of services integrated into the school. This can vary with the number of community services integrated into the school, and the hours over which those services are provided.

The sharing of facilities (buildings and spaces) between the school and the community. There are two different models for this:

- Existing school facilities can be used for community purposes, either during or – more commonly – outside school hours.
- School and community facilities are co-located on the same site. In the examples of this identified by the Working Group, this co-location has been undertaken to create the opportunity to share communal facilities – such as libraries and sports facilities.

Together, these three dimensions provide the opportunity for schools to be used in many ways to support community development and social cohesion. That scope increases significantly in the case of UDAs, where schools can be both located and designed to enable integration into the wider development. There is also scope for the nature of school/community integration to vary over time, and to evolve to meet the changing needs of a particular school and/or community. The main body of this report sets out a number of examples that illustrate some of these variations in practice.

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Strategic Opportunity

The Queensland Department of Education, Training and Employment is successfully delivering a program to roll-out four 'Early Years Centres', 'one-stop-shops' where children and their families can access integrated early childhood education and care and parenting and family support services in one convenient location. The program brings together a range of professionals to provide health, education and family support services to families and young children.

The Early Years Centres' program demonstrates the potential to redesign the process for the delivery, role and staging of schools within new communities, such as the four prioritised UDAs of Yarrabilba, Greater Flagstone, Ripley Valley and Caloundra South.

Many facilities and services will be required for these areas to address education, health and community matters. Given that the greenfield UDAs are at the planning stage for community facilities and human services, their timing provides an excellent opportunity for the Queensland Government to commit to an innovative place-based practice model to implement partnerships and co-locations with government agencies and services providers.

In existing communities, place-based assessment of needs and resources should be conducted to determine what types of facilities and services are suitable for either co-location or integration with schools. This will assist in turning community needs into strategies for efficient resource utilisation, while addressing local conditions.

From a design point of view schools should be centrally located within both new and existing communities. If they are to act as the base for community hubs they should be easily accessed by public transport, car, bicycle and pedestrian routes.

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The Challenge

When it comes to building communities, no one size fits all. The biggest challenge for government is to implement a collaborative approach that puts communities first by integrating community facilities and human services delivery. In order to achieve this there is need for a cultural shift from a silo approach. It needs government reform to create innovative systems for services delivery that can be better integrated across education, health and community agencies. At the core of this reform is a shared vision that puts children, families and communities first rather than as an expression of typical government silos of services provision.

Each of the primary human services agencies already has children and families at their core remit and although they may not collectively acknowledge it, they all have a compelling reason to innovate, collaborate and pool resources to achieve their objectives.

In the case of Department of Education, Training and Employment this new model will benefit the life-long outcomes for a child through the support of educators, families and non-government agencies. For Queensland Health, it will achieve a healthy community - through primary, screening and preventative health programs particularly aimed at early childhood youth and families. For Department of Communities, Child Safety and Disability Services, it will build vibrant and resilient communities, with greater social inclusion from a young age. In addition, the rationalisation of community facilities and assets will benefit the broader community.

The challenge for government is to implement a cross-cutting, integrated approach to delivery which runs counter to the current structure of government. Without this key change, it will be impossible to ensure a seamless provision of human services which include: reconciling different philosophies, working protocols, information systems and governance mechanisms. Additional challenges will be understanding the value and benefits of the integrated model and services, while maintaining confidentiality provisions.

Key Findings

- Schools have the greatest outreach in terms of access to children and families, and therefore provide a place to deliver a range of integrated human services. Models to deliver these services that address problems common to young people and their families need to be implemented in a similar manner to the Early Years Centres' program.
- School-based hubs are favoured for the following reasons:
    - They are important community assets in terms of their size, location, the services they provide and their ability to promote social cohesion.
    - They can readily serve as an access point for integrated community services.
    - They provide access to extended services for children, young people and families, either within the school site or located nearby.
    - In many instances, they are underutilised major infrastructure assets.
- The type and scale of school-based hubs must be place-based and address the needs of each community.
- Integrated services delivery has long been a goal within the Australian public sector, including Queensland. Despite this intent, the operational aspects and implementation of an integrated human services delivery approach are not well articulated or understood and can be extremely challenging.
- Governance and leadership models should go as far as possible towards breaking down institutional silos and barriers.
- Top-down governance arrangements are necessary for a whole-of-government approach, with bottom-up responsibility for identifying local needs. Successful initiatives have significant infrastructure in place to facilitate integration not only at the strategic level, but also at the level of services providers.

Working Group Recommendations

Recommendation 1: Focus on school-based community hubs as an integrated human services delivery model

Government commits to a new, integrated model for delivering placed-based community hubs focused on schools, with particular reference to:

- Implementing the model in the four greenfield UDAs based on the unique needs of each of these communities.
- Thereafter applying the principles of the best practice from this model, and applying to existing communities, remote and regional communities where there is a strong need, such as high levels of social disadvantage.

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Recommendation 2: Innovate government services delivery across agencies

Government takes a proactive role in demonstrating the importance of successfully integrating schools, community facilities and human services through dedicated leadership and resourcing by appointing a senior executive officer to lead a small dedicated whole-of-government project team with responsibility for:

- critically evaluating the cultural and management dimension required to underpin this significant innovation in the delivery of community facilities and human services
- undertaking a social/economic impact assessment of the respective benefits and costs of doing business in an integrated way for one of the UDAs[3]
- providing the Premier with a model in six months.

This will require drawing together and coordinating the core human services departments of Education, Health and Communities and consultation with complementary departments such as Main Roads and Transport and Local Government and Planning as well as with other major stakeholders such as local government and non-government organisation services providers.

As part of the full implementation assessment project, the senior executive officer and project team would:

- negotiate an agreed shared vision for all agencies

- develop and agree on a governance model for true collaboration

- develop the social/economic impact for final approval

- jointly pool and acquire resources

- articulate a best practice management model for implementation including for example the framework for an integrated information system

- evaluate and articulate the culture/behaviour change management process to successfully implement the preferred model

- identify and use an independent third party in the evaluation process in order to track the benefits and outcomes to the community such as the new Queensland Centre for Social Science Innovation.[4]

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[3] Draw on work being undertaken by Ripley Valley Integrated Community Services and Facilities Working Group, working across government and non-government agencies with part funding from Regional Development Australia
[4] The Centre is jointly funded through the Smart Futures Fund to focus on practical application of leading-edge social science aligned with the *Toward Q2* targets

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1 Introduction

1.1   Background

The Smart State Council, in its *Review of Toward Q2: Tomorrow's Queensland A bird's eye view* report of August 2010, recommended the development of state schools as hubs for a Q2 communities strategy to engage communities in Q2 and achieve equitable education, health, social and employment outcomes.[5]

In established communities, the challenge is to deliver integrated services that meet community needs within existing social and physical infrastructure. In new communities, services traditionally lag population growth as many specific services require critical mass before being delivered.

The Smart State Council's Smart Working Group, in its 2010-11 study *Delivering World Class Education and Training*, strongly recommends that early childhood education would benefit from the establishment of community hubs with pre-schools stating, '*These hubs would integrate services for parents and children from birth and would serve to provide education and support for families as well as having a strong influence on community understanding of better health and learning.*'[6] The rethinking of schools as community hubs needs to begin with the earliest ages, and then expand to thinking about how schools operating as hubs can benefit children into and beyond their teens, as well as potentially expanding to life-long learning and engagement between schools and their communities.

A related recommendation of the Smart Working Group was to determine ways for Queensland's industries and communities to create strong partnerships in schooling and education. One method could be the provision of spaces in schools that facilitate industry and community participation.

To cater for anticipated population growth in South East Queensland, the Queensland Government announced the development of four new communities: Caloundra South, Ripley Valley, Greater Flagstone, and Yarrabilba - all of which have been declared Urban Development Areas (UDAs). The communities are intended to be developed as models of best practice, and to showcase the integrated delivery of government services.

The Urban Land Development Authority (ULDA)[7] – a statutory body established in September 2007 to plan, carry out and coordinate the development of land in selected urban areas – has the planning and development assessment responsibility for these UDAs.

While the developments are long term projects, the initial stages of the Caloundra South and Greater Flagstone communities are expected to be operating within two years.

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[5] Smart State Council 2010 Review of *Toward Q2: Tomorrow's Queensland*, A bird's eye view
[6] Smart State Council 2010 Review of *Toward Q2: Tomorrow's Queensland*, A bird's eye view
[7] http://www.ulda.qld.gov.au/default.asp

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The development of four new communities offers a unique opportunity for the Queensland Government to assist in addressing a well-known challenge of the early provision of education, community and health services through community hubs, and to consider the possible application and adaptation of this work for existing communities.

1.2 Purpose of the Report

Despite the objective of creating model communities based on world best practice, there are few, if any, known examples of fully integrated communities. The traditional social and economic vulnerability of outer suburban areas requires a new paradigm in education, economic development and government service provision.

There is a broad role for schools as hubs for local communities. This ranges from linking parents from jobless households with employment information and encouraging their children's participation and their own re-entry into education, to providing maternal health services, organising physical exercise classes for the elderly, reducing social isolation, connecting industry with school students, addressing local skills needs and linking volunteers with community programs including those which might address local environmental challenges.

From a physical perspective, there are two major ways in which schools can act as community hubs:

- Making school facilities accessible to communities outside school hours and on weekends; these could include playing fields, gymnasia and indoor sports facilities, libraries, general recreation spaces, and music and art facilities.
- The integration or co-location with schools of a range of facilities which communities could access, including integrated child and family centres, health and community services, community libraries, sports and community clubs.

2.3 Scope of Study

The scope of the study has focused on the following tasks:

- Research world's best practice about the types of government services, as well as those provided by the private and not-for-profit sectors, that should be included in the development of these communities.
- Advise on possible models for development and delivery of such integrated user-centric government and non-government services in the four model communities and beyond.
- Advise on a possible model for better integrating complementary government and non-government services in areas such as health, education and social services, using a place-based approach.
- Advise on the major elements for a set of guidelines that could be used in the planning, delivery and evaluation of the four new communities and existing facilities in areas where there is high need.
- During the development of the report, meet on a regular basis with the ULDA to advise on progress.

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Illustration of a community services centre integrated with a school to form a community hub

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2 Community Hubs

Integrated services delivery is not a new idea and has been on policy agendas for a number of decades. There is a generally accepted view that providing a range of human services and supports to a community is desirable and has the ability to respond to a variety of participants' needs and promotes social inclusion. Typically, human services tend to offer single-focused, specialised and competing services which can be fragmented and costly[8]. Arguments in support of integrated human services and community services delivery are based on increased effectiveness, efficiencies and coordination, all of which are believed to result in better outcomes for the individual. A variety of universal platforms such as schools, health and community facilities are all considered suitable for integrated services delivery of one type or another.

Based on a literature research of international and Australian experiences, the models that appear to be the best developed are those that adopt schools as a universal platform around which to develop a community hub.

2.1 Developing Community Hubs

The term 'community hub' is used to describe the clustering together of community infrastructure and human services, with the intention of providing communities with ease of access to a range of services in close proximity to one another. A community hub can be a multipurpose facility, that accommodates a variety of services and activities, but it can also be a group of buildings that cluster together to service a range of diverse needs.[9] Key to the hub concept is the clustering of community facilities, such as schools, libraries and recreational facilities as well as human services, such as health care and social support.

Typically, communities with access to high quality social infrastructure have an increased chance of participating in community life and activities. Clustering of community infrastructure increases access to facilities and services, and this in turn promotes social inclusion and a greater sense of community.

Depending on the community need, community hub infrastructure may include a combination of community facilities and human services such as the following:

- education facilities (primary, secondary and tertiary)
- health facilities (primary care, private, diagnostic and screening)
- early childhood education and care and family support centres
- libraries
- civic centres
- justice and emergency services

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[8] Cuthill, M. 2011 UQ Boilerhouse Community Engagement Centre. *Integrated Social Infrastructure Working Paper*
[9] Elton Consulting 2008 Feasibility Study of Community Hubs for the Parramatta Local Government Area

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- indoor and outdoor sports and recreation facilities
- arts and cultural facilities.

A major challenge to delivering community hubs is that community infrastructure is driven by multiple agencies such as state and commonwealth government, local government, community and non-government agencies and developers, all of which will have differing timeframes and agendas. Decades of parallel and independent work have led to separate practices and language, and, at worst, competition and distrust between agencies. Given the complex nature of working with such a diverse group of government and non-government agencies, the successful delivery of community hubs requires a coordinated planning, funding and services integration approach with a clear governance model to lead and manage this work.

2.2 Current Commonwealth and State Government Programs and Initiatives

A number of relevant Australian, Queensland and Victorian Government programs relating to early intervention and education initiatives, to improve the lives of children and families, are listed in Appendix A.

In Queensland, the Early Years Centres' (EYCs) program, operated by non-government organisations with funding from the Office of Early Childhood Education and Care (OECEC), brings together a range of professionals to provide health, education and family support services to families and young children. This program, although being successfully delivered through the EYCs and their linked satellite centres, is currently limited to four centres and therefore restricted in terms of its outreach.

There is strong evidence that there are gaps in integrated human services provision beyond the early years, and young people in the eight to 18 year age group are being overlooked in terms of the provision of early intervention and prevention initiatives. Developing integrated models of services delivery and addressing problems common to all children and their families is important to improving health and resilience within communities.

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2.3   Principles for Achieving Community Hubs

Although each community hub is likely to differ due to the needs of a particular community, the Working Group has identified three principles that should underpin the community hub concept.

Fostering social cohesion through social interaction and community building

- Access to community infrastructure allows communities to define and shape themselves by networking and mobilising resources to achieve common goals. This interaction facilitates the building of cohesive, resilient and connected communities through formal and informal contact.
- Encourage social inclusion particularly for children and families. Lack of social inclusion can lead to anti-social behaviour which requires costly intervention.

Maximising the use of community assets and rationalising uses

- Schools are community assets, physically and socially, and they play an important role within neighbourhoods and regions.
- Educational and community wellbeing benefits arise from schools offering access to facilities to the communities they serve.
- State schools are one of the most prevalent and highly funded public resources and they are located in neighbourhoods throughout the state.

Co-location and integration of human services to assist ease of access to facilities and services

- Ease of access refers to three important areas - access point to services, convenience to participant and mobility:
  o School-based community hubs provide an access point for integrated services required by a particular community. Providing access to extended services for children, young people and families either within the school site or located nearby recognises the role of parents, carers and families in improving outcomes for children and young people and the need to provide support for the parents, carers and families in order for them to do it well.
  o Co-locating services reduces access costs and provides a simple mechanism for increased participant convenience, satisfaction and the likely uptake of services.
  o Combining public transport services with community hubs will improve access and mobility to services and promote social cohesion, particularly for young people, older people and the disadvantaged who may not have access to private motor vehicles.

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2.4 Approaches to School-Based Hubs

Schools can be used to support and/or complement community activities in a number of different ways. The key dimensions of difference are listed below:

1. The **type** of services integrated into the school. These can vary from informal cultural and recreational services at one end of the spectrum (for example, social groups, dance and fitness classes), through to more formal human and welfare services at the other (for example, adult education, child care centres, employment services) – and any mixture in between.

2. The **extent** of services integrated into the school. This can vary with the number of community services integrated into the school, and the hours over which those services are provided.

3. The **sharing of facilities** (buildings and spaces) between the school and the community. There are two different models for this:

   - Existing school facilities can be used for community purposes, either during or – more commonly – outside school hours.
   - School and community facilities are co-located on the same site. In the examples of this identified by the Working Group, this has been done to create the opportunity to share communal facilities – such as libraries, sports facilities etc.

In addition, there is potential for the school to make use of community facilities to extend its environment for learning. For example, Scotland's Curriculum for Excellence *"encourages, recognises and fosters learning wherever this takes place. It recognises opportunities for learning beyond the school walls,"*[10] and has generated a number of innovative ideas that make use of community facilities for student learning (see, for example, http://www.learningtowns.org/). It is beyond the scope of this Working Group to explore this approach in any detail, but because it aligns with the concept of the learning community and the Q2 vision of the Smart State it is noted here as presenting a possible opportunity for innovation in pursuit of the Government's Q2 Vision.

The three dimensions of integration listed above illustrate that there is a significant number of ways in which schools and community activities can be integrated. However, depending on the life cycle of the school and the community, one approach might be more important than another. For example, schools are often among the first community facilities to be built in a new settlement, and there is the potential to use school facilities for community purposes until such time as more specialised and purpose built facilities emerge. As the community's population grows there may be scope for greater investment (by both public and private sectors) to meet the increasing range and complexity of social needs. These considerations will need to be built into the master planning of the new UDA settlements if the emerging communities are to realise the potential of school-based community hubs over time.

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[10] http://www.learningtowns.org/

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This section presents some of the many ways in which school-based hubs could be developed in Queensland, building on existing practice both here and overseas.

Existing schools facilities used for community purposes

Many schools offer their facilities for community uses such as adult education classes, community social groups, antenatal classes and more. Those with sports facilities often open them up for use by community sports teams and training. In addition, a few non-educational government programs are being delivered through school facilities. For example, Queensland Health's Preventative Health Directorate is currently funding Diabetes Australia Queensland (DAQ) to deliver cooking skills/food nutrition and literacy programs utilising state (and potentially independent) school facilities for holiday, weekend and after hours delivery. This recent initiative follows from an earlier and successful pilot, and will result in 120 programs being delivered over four years. Other potential uses are listed below.

The school as a centre of extended community activity

In this model, the school serves as a hub for community activities, but not services provided by other agencies to any significant level. Facilities are utilised by community groups for meetings, recreational and cultural activities. This model would work best in a new community when it might provide the first community buildings and naturally adopts the role of community hub.

The school as early childhood development centre

In a new community with predominantly young families, this model would be a natural extension of the role of a primary school. It is similar to a model developed by the Early Years Centres that The Benevolent Society is running in Queensland. Under these circumstances the Early Years Centres could provide a universal set of early childhood development services including early childhood education such as kindergarten and playgroups, maternal and child health, parent education, family support and toy libraries. These models work to ensure that children are school ready, and can greatly assist children and parents in the transition to school and ensure a positive start to learning.

The school as a child and family support hub

This practice model is more likely to work best in association with a primary school. However, the emphasis here is on a range of services targeted at families experiencing a number of problems and therefore requiring a number of interventions in order to have a beneficial impact. This model could have considerable appeal to the school that has a number of highly dysfunctional families and as a strategy for early intervention with families experiencing some problems to prevent escalation. This model is likely to be the most complex and the most expensive due to the range of highly paid professionals that might need to be involved, although an early intervention strategy can prevent the need for more intensive and high cost services.

The school as a hub for engaging youth with the community

More likely appropriate to a secondary school option, focusing on adolescents who are becoming disengaged. It could involve a youth worker, adolescent health counsellor, relationships specialist, creative arts person, work experience co-ordinator and more.

The school as a full employment hub

The school that uses employment services as its focal point. It should include comprehensive work experience and work readiness programs, perhaps a trade training centre, engagement with employers and the world of work in the community. It could be linked to employment preparation programs for that slightly older group of young adults that left school early and now want to get into the workforce but don't have the skills or mindset to do it. This model would work even better if it was co-located with industry assistance services that bring employers into the centre. Ripley Valley, with its burgeoning industrial development on its doorstep, might be a good candidate for this approach. This model would not work in an employment impoverished area.

The school as a green hub

A focus on the green school, green curriculum, experimentation and design elements, and green youth corps engagement with the surrounding environment. This approach might fit well in Ripley Valley where the Queensland Government and Ipswich City Council are already funding a pilot aimed at working up a comprehensive sustainability monitoring system for Ripley Valley to run over the next 20 years.

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While this Working Group has not had been able to survey what school facilities are being used to what extent, and for what purposes, it seems highly likely that significant opportunities remain for expanding formal program delivery and for offering spaces for informal uses. It should be noted that where schools have not been designed with mixed use in mind, there may be challenges, such as security issues, that may have to be managed. There is a particular risk in the case of schools being opened to services with higher risk participant groups, such as certain types of counselling or welfare services.

However, in the new UDAs, and where schools are being expanded or re-developed, there may be opportunities to consider how the design or facilities can best support this type of mixed use activity. In addition, while most community activities in schools take place outside of school hours, there may be a good case for incorporating a separate building that could be used by formal and informal groups, like mothers' and playgroups, during school hours when these people are best placed to used them. Providing childcare services adjacent to schools would be a significant benefit to parents, especially those without cars or who have difficulty transporting their children from one location to another.

Illustration of a school precinct with out-of-hours community accessibility to school facilities

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Co-location of schools and other community facilities

The Working Group has identified a number of examples of schools being located in community centre precincts, where the community centre is defined as the retail, commercial and public heart of the community. Three such examples are summarised in the following highlighted sections.

Humberwood Downs Centre, Canada[11]

At the landmark Humberwood Centre in Toronto, Ontario, Canada, four owners (the Toronto Catholic District School Board, the Toronto District School Board, Toronto Parks and Recreation Services and the Toronto Public Library Board) share one integrated, mixed-use facility as business partners. The Humberwood Centre consists of Holy Child Catholic School, Humberwood Downs Junior Middle Academy, Parks and Recreation, Toronto Public Library and the McCauley Child Development Centre.

The City of Toronto contributed the land, and three Ontario ministries provided capital funding from an inter-ministerial pool of funds. The design team was also a joint venture between two architectural firms. The facility is a 212,300sf, three-storey building with two elementary schools, a public library, community centre, community hall and triple gymnasium.

The scope includes collaboration with community/social agencies including Macaulay Child Development Centre; Punjabi Community; Health Services; George Hull Centre; Children's Centre; Jamaican Canadian Association; Humber Arboretum; Public Library; Community Breakfasts; Metro Toronto; Police Department; Parks; Forestry and Recreation; Toronto Catholic District School Board; Public Health; Toronto Fire Department; Humber College Nursing students also do co-op placements in Kindergarten classes for two terms a year.

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[11] The Canadian Centre for Policy Alternatives. (2010) *The School as Community Hub: Beyond Education's Iron Cage.* http://www.policyalternatives.ca/sites/default/files/uploads/publications/ourselves/docs/OSOS_Summer10_Preview.pdf

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Raploch Community Campus, Scotland[12]

The Raploch Community Campus is a flagship education project at the centre of a regeneration master plan for the Raploch area of Stirling. The design solution consolidates separate educational facilities within the area into one community facility.

The new Campus includes Our Lady's Primary School, Raploch Primary School, Castleview School (a specialist education facility for those with complex additional support needs), Raploch Nursery, and Primary Pupil Support. The Campus also provides Forth Valley College with teaching accommodation, while the local community benefit from extensive community sports facilities and office space, which is used by the Council and other community partners.

The project has also provided an excellent opportunity for cooperative working between educational establishments and community partners and provides enhanced service delivery for the local Raploch community. It provides a range of leisure, further education and other opportunities in a building that the members of the local community can truly feel is their own. Catering, including the school meals service and a bistro open to the public, is provided in an innovative way through a partnership arrangement with Forth Valley College where the kitchen provides a training venue for the college. There are also hair and beauty training facilities provided by the college within the Campus.

In this model, the school serves as a hub for community activities, but not services provided by other agencies to any significant level. Facilities are utilised by community groups for meetings, recreational and cultural activities. This model would work best in a new community when it might provide the first community buildings so it naturally adopts the role of community hub.

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[12] http://www.raplochcorner.com/index.php/community-campus

This document does not represent Queensland Government policy.

North Lakes State College, Queensland[13]

In 2006, North Lakes State College established an agreement with the Moreton Bay Regional Council for the shared use of the town library, sports hall, ovals and town common. The school was provided with exclusive use between 8am and 4pm to the oval, sports hall and town common. It was agreed that the library be used by both the school and the community during school hours. A Facilitation Agreement was established between the school and the council. Monthly meetings were held to discuss issues, however, the college principal made decisions were necessary.

The partnership was of value in a new community. The school gained a library with greater resources than would usually be available, and the community gained a library earlier than would otherwise be provided. The growth in the North Lakes area has resulted in the library being outgrown by the number of users and the school growing beyond expectations with little room for additional infrastructure expansion. This has resulted in the need for the library building to be used solely by the school. In late 2010, the arrangement ceased, with the Department of Education and Training purchasing the library, sports hall and ovals. The council now has a lease back of the swimming pool and sports groups have entered into their own arrangements with the North Lakes State College to access the oval.

Unfortunately, the North Lakes State College co-location has come to be completely over shadowed by the development of the adjacent Westfield shopping centre, a classic 'big box' structure that is inwardly focused. When considering the merits of co-location in town centres, the urban design is important and scale should be matched with the eventual size of all the services and structures in the centre. The Department of Education and Training has indicated that they are keen to explore arrangements which increase the use of school facilities by community members. Increased involvement of the community in schools has been shown to be beneficial through reduced absenteeism by students, an increase in parent involvement, and an interest in working with the school to provide work experience and industry pathways.

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[13] Department of Education and Training 2011. Establishing Schools as Community Hubs- Innovation in Infrastructure Delivery. A Study of Shared Infrastructure Partnerships

This document does not represent Queensland Government policy.

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Varsity College, Varsity Lakes, Queensland[14]

The Foundation Principal of Varsity College negotiated an agreement with Gold Coast City Council to construct a sports hall and performing arts centre on council land. In addition, the College uses Central Park as a sports field for the high school. The College was established as an initiative which situated the high school within the town centre, leading to a requirement to reduce the school footprint as much as possible. The school has been designed as an urban campus to complement the higher density urban character of Varsity Central.

It incorporates a series of two and three storey buildings set around two quadrangles. Across the road, the school uses the three-hectare Central Park; a Gold Coast City Council urban park and oval. In one corner of Central Park immediately opposite the school, Education Queensland has paid for the construction of an indoor sports centre and performing arts centre on council land. These facilities are used by the school during school hours, but used by the community outside those times. In an innovative arrangement brokered by Lend Lease, Gold Coast City Council now has title to these buildings, but has leased them back to the College to manage them on behalf of the school and community.

The school tuckshop backs onto the street entrance of Varsity College and a public café has been established which is used by workers from nearby businesses. The school has a Facilitation Agreement with Gold Coast City Council. The school has benefited from additional funding provided by Gold Coast City Council as a result of the relationship established. Benefits include carpet to lay over the wooden floor for school ceremonies, chairs for use in the hall, etc.


[14] Department of Education and Training 2011. Establishing Schools as Community Hubs- Innovation in Infrastructure Delivery. A Study of Shared Infrastructure Partnerships

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Caroline Springs, Victoria[15]

Caroline Springs, in Victoria, is a master planned community developed by Delfin Lendlease within the Melton City Council. The community has co-located a number of schools in the town centre and the schools share the facilities of the library and a large sports centre. The intent of the project was to establish a community which would interact at all levels, with the schools as the community hub. A skate park exists beside the library, continuing with the theme of bringing youth to the centre of the town

The Brookside Learning Centre links three schools: the government school Caroline Springs College, the independent school Mowbray College and Christ the Priest Catholic Primary School. Caroline Springs College and Mowbray College share the one administration area, staffroom, reception, library and computer science centre. They also share performing arts and music complex, a community resource room and a multimedia centre. Before- and after-school care facilities are shared by all three schools. The sharing arrangements extend into the leisure centre and onto the football ground, with Caroline Springs College, the Shire of Melton, and other local sporting groups sharing these facilities. A management committee, made up of members from both schools, meets monthly to ensure that the facilities are managed appropriately. Joint use of the library, sports stadium and sports fields provide a standard of facility which would not usually be available to an individual school.
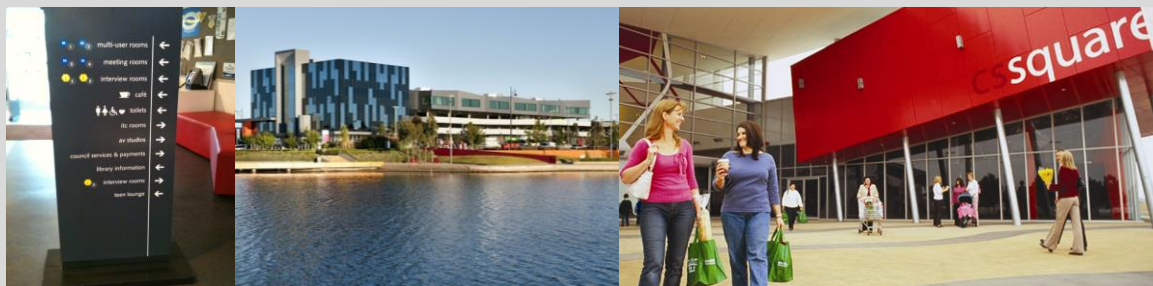
It is important to appreciate that the critical issues that have to be resolved in creating co-located and shared facilities are primarily concerned with investment, planning and design. Local government is a key partner for schools in this type of development. Proximity to other public services like public transport, council playing fields and car parking are the main planning issues to be resolved. Clever design of buildings and other structures can contribute to their ability to provide safe and efficient activity centres for much longer periods than just the normal school opening hours. As with the shared use of school facilities, there are a range of management and governance issues that must be addressed.

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[15] Department of Education and Training 2011. Establishing Schools as Community Hubs- Innovation in Infrastructure Delivery. A Study of Shared Infrastructure Partnerships

This document does not represent Queensland Government policy.

2.5 An Integrated Approach

There is a strong potential to deliver community hubs through the development of a flexible integrated model that can grow with new communities by applying an approach that combines[16]:

- community development and services integration – coordinating, developing and mapping the service system, providing a venue for community activities and service provision, monitoring risk factors, identifying opportunities and brokering partnerships
- services provision – providing some universal or targeted services directly and supplying an anchor for other service providers to work in the new community.

The community hub model (particularly the mixed-use development models) also provides the opportunity for 'less cost', if not 'cost neutral', approaches to developing and providing facilities through means such as maintaining council ownership of assets and receiving income from leasing commercial, retail or other forms of space.[17]

2.6 Key Stakeholders

As seen from the case study examples, the delivery of school-based hubs brings together multiple types of stakeholders. The following key stakeholders comprise community members, developers, and agencies and service providers, all of which have a valuable role in the process of developing community hubs:

- **School principals and teachers** have been shown through the case study reviews as key individuals to achieving successful outcomes for school-based hubs.
- **Children, young people, parents and carers**.
- **State agencies** delivering human services, for example education, health and communities. Services such as early childhood, various health related services and some employment services are universal and will fit comfortably with the needs and interests of children and young people at school.
- **Local government** is an integral partner for implementing school-based hubs. The opportunity to plan for co-location of schools with sporting, recreational and cultural facilities and services is too attractive to be ignored.
- **Non-government agencies** can take a lead agency role and act as a broker in engaging the community in the establishment and implementation of a program.
- **Developers** – opportunities for the co-location of uses and provision of facilities and services happen at the master planning stage. Developers of master planned communities may provide the facility and fund its initial operation from their development contributions.

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[16] Wyeth,S and Hunter,J. 2009 Coordinated Human Services Investment in Greenfield Sites
[17] Elton Consulting 2008 Feasibility Study of Community Hubs for the Parramatta Local Government Area

This document does not represent Queensland Government policy.

2.7 Learnings from Case Studies

Evidence shows that the health and resilience of communities are improved by forming 'clusters' of community facilities, such as schools, libraries and recreational facilities as well as human services, such as health care and social support. These clusters provide significant benefit to all community members by providing access to a range of services, which promotes social inclusion and enhanced wellbeing.

Bearing in mind that there is no one model for community hub development, the delivery of community facilities and human services must be based on specific community needs. Opinions on how to deliver these services are many and varied, and proven strategies are few and far between. Realising that a community's needs are ever changing, innovation and adopting new forms of collaboration and implementation will be both a challenge and an opportunity for all participants. Delivery of human services must be sufficiently flexible in order to service changing communities, such as very young communities, ageing communities and migrant communities.

Of all community facilities, schools are the most prevalent. Almost every community has one. Making schools a 'community hub' can benefit children into and beyond their teenage years and potentially increase interaction between schools and their communities. The long term benefits of integrating early intervention and prevention services to children, young people, parents, families and the community should not be underestimated. The intent is to break down the barriers between community spaces and school spaces that could be shared and increase the benefits to both children and families.

Educational and community wellbeing benefits arise from schools offering communities access to their facilities. If parents and other relatives of students are more engaged with schools, the likelihood of regular school attendance by pupils is increased. Instead of schools being seen as merely places where children are sent for an education, they can be embraced as hubs of community social life, benefitting both students and the wider community.

In Queensland, schools are often separated from community services and facilities, and function independently from them. Human services integration and community access to school facilities is largely dependent on school principals and their commitment to opening up the school through hire agreements. What is needed is leadership and attitudinal change that can mandate a cultural shift in thinking and design. This is not to suggest that it is the sole responsibility of a principal, but rather that a governance model is put in place possibly with a third party non-government organisation as the coordinator.

Community hubs are often based on a universal anchor facility such as schools, library, children's services and cultural centres. An important lesson highlighted from the literature research is that creating and sustaining community hub type models is difficult and complex due to the high degree of collaboration required among agencies providing services.

3 ULDA Greenfield Urban Development Areas

The significant areas of Caloundra South, Ripley Valley, Greater Flagstone, and Yarrabilba UDAs will be developed as model communities over the next 30 - 40 years. In fulfilling this vision, the estimated population of these greenfield areas will be between 50,000 and 120,000 per UDA. The combined extent of the four UDAs will eventually accommodate a projected population of 340,000.

The ULDA has prepared a development scheme for each UDA, which provides the planning and infrastructure framework to ensure the delivery of a wide range of housing choices and employment opportunities, supported by community services and a variety of transport modes. Communities' facilities, the number of future state schools and an indicative location are provided within the development schemes[18]. State schools will be provided at the appropriate times to cater for the numbers of resident students, however early provision of schools may be considered depending on development stages.

The creation of the greenfield UDAs provides a unique opportunity to build the concept of community hubs into the greenfield areas from the beginning. Research suggests that large-scale greenfield communities are just as likely to have a high level of need for community facilities and human services as areas of social disadvantage. Even though the socio-economic profile will differ from areas of high need, factors such as geographic isolation, lack of access to transport, relatively weak community capacity, and housing stress can increase priority for services in these communities.[19]

Given this high level of need, together with the large size of the greenfield development areas, priority will need to be given to providing these communities with access to a range of community facilities, social infrastructure and universal and targeted services. In reality, these development areas will compete with existing areas for scarce resources and this necessitates an approach regarding how best to plan for and prioritise public investment.

The Working Group has identified that, given state schools are highly funded public resources and will be provided in the UDAs, they are an obvious choice around which to cluster community facilities and integrate human services, where possible.

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[18] http://www.ulda.qld.gov.au/default.asp - Refer to Map 5 – Community facilities in relevant Development Scheme
[19] Wyeth,S and Hunter,J. 2009 Coordinated Human Services Investment in Greenfield Sites

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3.1 Snapshot of the Greenfield UDAs[20]

Caloundra South

The Caloundra South UDA covers 2,310 hectares and is located south of the existing Caloundra urban area. The Bruce Highway forms the western boundary and Bells Creek Road forms the southern boundary of the UDA. The Caloundra South UDA is intended to become a community providing residential development for an ultimate population of approximately 50,000 people. It will be an affordable and sustainable community demonstrating best practice urban design and sound community development principles. A range of affordable housing choices will be available to meet all life stages.

The UDA will comprise compact, walkable, safe, distinct and well-connected neighbourhoods that reflect the Sunshine Coast's subtropical lifestyle. An appropriate mix of land uses will facilitate the delivery of jobs that contribute to self-containment in the sub-region, which already includes major employment generators such as the hospital, tourism and industry. Vibrant, mixed use activity centres will provide a focus for the community and offer convenient access to retail, services, well designed civic spaces, community and cultural facilities and local employment opportunities.
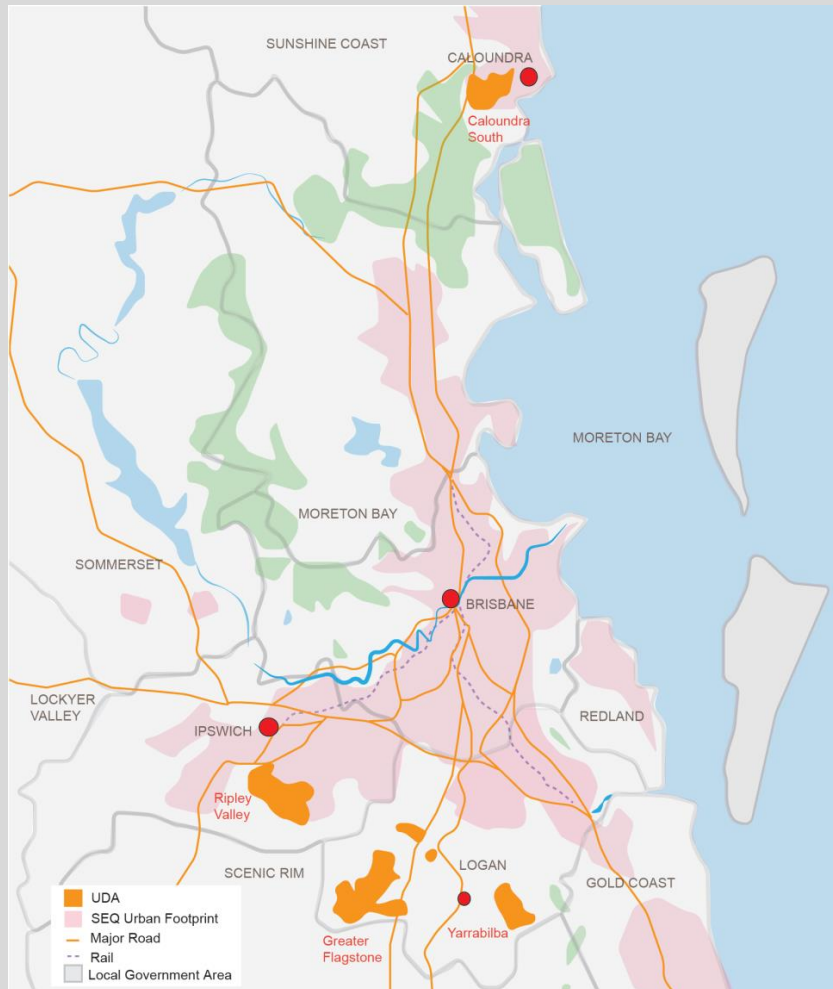
Greater Flagstone

Greater Flagstone UDA, extending over 7,188 hectares, is situated within Brisbane's south-west growth corridor which is one of the largest job and industry growth areas in Australia, providing opportunities for significant levels of residential and employment growth. It is located west of Jimboomba and the Mount Lindsay Highway, along the Brisbane-Sydney railway line.

The existing community infrastructure and networks in Flagstone East provide a base from which to develop the UDA community in partnership with the Logan City Council, State agencies and community organisations. The wider area is well serviced by a number of tertiary institutions.

The UDA has the potential to provide approximately 50,000 dwellings to accommodate an estimated population of 120,000. The underlying structuring elements include the major activity centre servicing Greater Flagstone, together with a network of supporting centres which provide a hierarchy of centres catering to the needs of the population. Walkable neighbourhoods are the basic 'building blocks' for the future community and are intended to include the area within a five minute walk of a community focal point. At the local level this will generally comprise a local park and, depending on location, can also include other activities such as a transit stop, community facility, school or a local shop.

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[20] http://www.ulda.qld.gov.au/default.asp

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Map illustrating the location of the four greenfield UDAs

Ripley Valley

Ripley Valley is located in the Western Growth Corridor within the Ipswich City Council's jurisdiction. Ripley Valley has a planning area of 4,680 hectares of which approximately 40 per cent will be designated as conservation area. The Ripley Valley is five kilometres south-west of the Ipswich CBD to the south of the Cunningham Highway. The Centenary Highway extension from Springfield in the east bisects the UDA and links to the Yamanto interchange in the west.

The current population of 900 resides on predominantly rural and rural residential sites. It is planned to provide 50,000 homes to approximately 120,000 people. The Ripley Valley UDA is located in one of the largest industry growth areas in Australia and offers opportunities for further residential growth to meet the region's affordable housing needs.

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Yarrabilba

The Yarrabilba UDA covers an area of 2,222 hectares of land located within Logan City Council southern development area. The site is approximately 40 kilometres to the south-east of the Brisbane CBD and some 20 kilometres from Logan Central. Studies indicate that the combined Brisbane / Gold Coast Statistical Districts are growing by more than 60,000 people per annum, and that the Logan Local Government Area is forecast to supply approximately 30 per cent of the Brisbane Statistical District's broadhectare capacity. The Yarrabilba UDA is planned to become a community of neighbourhoods supported by a mixed-use town centre and a mixed industry and business area for the creation of early on-site jobs. The Yarrabilba UDA is an opportunity to provide 20,000 dwellings to house approximately 50,000 people. The Yarrabilba UDA is strategically located within the catchment areas of existing employment centres at Logan Central and Park Ridge, Beenleigh and Yatala, and the future Bromelton State Development Area.

3.2   Ripley Valley Integrated Community Services and Facilities Working Group

Acknowledging the need to work collaboratively in the integrated services area, the ULDA joined with the Regional Development Australia (RDA) Ipswich and West Moreton Inc twelve months ago to establish the Ripley Valley Integrated Community Services and Facilities Working Group (Ripley Valley Working Group). The aim of this group is to deliver integrated, timely and effective human services in the Ripley Valley.

The intention is that the Ripley Valley Working Group will plan and implement effective integrated community services and facilities by bringing together the service agencies that have responsibility for delivering services to the new community, identifying the pattern of service needs unique to the Ripley Valley, and facilitating the development of collaborative proposals for integrated services to meet those needs and identify unique funding measures. Proposals will be put to the ULDA and participating agencies for consideration.

Membership includes: ULDA; Queensland Departments of Education and Training, Employment, Economic Development and Innovation, and Communities; Australian Departments of Human Services, and Education, Employment and Workplace Relations, Families, Housing, Community Services and Indigenous Affairs; RDA Ipswich and West Moreton; RDA Logan and Redlands; Ipswich City Council; Growth Management Qld; Ipswich and West Moreton Division of General Practice; Ipswich South Division Ltd; University of Queensland; Disability Services Qld; Access Services Inc; Queensland Police, and developers such as Stockland, Amex, and Sekisui House.

While this is an encouraging initiative, it is based on the goodwill of organisations coming together in the interests of a common cause. In the longer term, it would definitely benefit from a more formal mandate from Queensland Government to ensure continued interest from agencies and ultimately a collective funding arrangement.

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3.3 Young People's Needs in Greenfield Communities

The primary target market in large scale greenfield development areas is typically intended to be families. Research has shown that there are usually significant numbers of young people (eight - 18 years old) early in the life of a new community. While this trend would normally occur as young families mature, there is also likely to be an inward migration of families with older children, and families upgrading to larger homes in greenfield areas.[21] Research has shown that there are low levels of social cohesion and community capacity in greenfield development areas due to factors such as resident turnover, geographic isolation, time spent commuting and lack of community and social infrastructure.[22]

The needs of young people and their families, particularly in greenfield UDAs, is a strong theme emerging from the working group. Young people:

- need access to entertainment and recreation, including access to sporting facilities, clubs, and cultural activities
- can be limited by lack of public transport and require targeted transport to access opportunities
- need opportunities to share space with adults. New communities have limited spaces to 'hang out'.
- need to have access to employment and tertiary education[23].

Based on the potential numbers of young people in greenfield UDAs, the early provision of community facilities catering to the needs of young people, children and families is vital in order to prevent family and community dysfunction occurring.
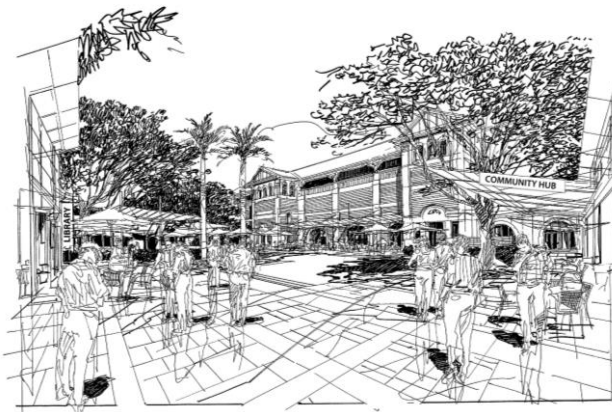
Illustration of an interface between a community square and an existing school with shared community facilities

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[21] Coordinated Human Services Investment in Greenfield Sites (2009)Stephanie Wyeth and Judith Hunter
[22] Coordinated Human Services Investment in Greenfield Sites (2009)Stephanie Wyeth and Judith Hunter
[23] Coordinated Human Services Investment in Greenfield Sites (2009)Stephanie Wyeth and Judith Hunter

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3.4 Opportunity for Partnerships and Co-location

The early provision of facilities and services in greenfield communities is particularly important to promote social inclusion and provide access to a range of services to ensure a community's wellbeing.

Given that the greenfield UDAs are at the planning stage for community facilities and services, their timing provides an excellent opportunity to develop an innovative practice model to implement partnerships and co-locations with service providers and government agencies.

Many facilities and services addressing education, health and community matters will be required for these areas. Schools are one of the most prevalent facilities and as such they are an obvious choice to be planned as anchors for community hubs or precincts.

In addition, local government community infrastructure such as libraries, halls and community centres, and recreation and cultural facilities can all be planned with partnerships, integration or co-location in mind.[24]

The Working Group undertook an exploration of the types of universal and targeted human services required by children and youth, based on their age cohort and phase of learning. While the work is not comprehensive, its purpose was to provide an understanding and comparison of the range of services required as well as the responsible service provider. It was found that in all phases of learning there are opportunities for the core human service providers, for example Queensland Departments of Education, Health and Communities to provide integrated service delivery. The comparison also shows that local government has an important role to play in the delivery of services needed by children and youth such as recreation facilities and libraries. The table illustrating the comparison of services required by phases of learning is attached as Appendix B.

A suggested starting point for the UDAs is to:

- commence the hubs process with relatively simple models that do not involve too many organisations
- recognise that school-based community hubs will, over time, require a range of partners to work collaboratively
- seek a practical balance between integration and complexity in implementing strategies for school-based hubs.

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[24] Coordinated Human Services Investment in Greenfield Sites (2009)Stephanie Wyeth and Judith Hunter

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4 The Challenges

Despite increased interest and intent, there is still a high degree of ambiguity surrounding the concept of an integrated continuum of community facilities and human services delivery. Services continue to be delivered in a fragmented manner independently of other organisations that may be attempting to achieve similar goals. Typically the implementation, governance and operational aspects are not well articulated or understood. A further complication is that, because a variety of universal platforms are suitable for integrated service delivery, for example schools, health facilities and community facilities, integrated service delivery is open to interpretation.

4.1 What are the Barriers and Constraints?

While there have been a number of initiatives to integrate service delivery across traditional boundaries for the early childhood cohort, there are still a number of barriers and constraints that need to be overcome to advance the integrated community facilities and human services delivery practice for youth and families, particularly around school-based hubs: These include:

- Adherence to a silo approach rather than a multi-agency approach to the delivery of community facilities and integrated human services. Lack of integration is due to the structure of government around individual agencies and their responsibilities and budgets. The public sector is both too fragmented (between agencies) and too centralised (within agencies) to enable a responsive and effective delivery of services. The current structure encourages a silo approach which manifests itself in disjointed delivery of human services for the community, rather than an integrated approach. It has been suggested that the process has broken down and is not serving the community in the most appropriate way. Resilient and healthy communities and citizens are built on multi-tiered and multi-strand services. There will always be catch up and significant cost to government while it operates in the traditional paradigm.

- Government funded programs and services to new communities are unevenly available and generally delivered by separate silos that don't connect with one another. For the most part, services are funded on a program basis, not a location basis, which is contrary to the needs of new communities. Program funding tends to focus on targeted groups and eligibility criteria designed to narrow the focus rather than make it more inclusive. These factors make program funding inflexible and very difficult to accommodate a high degree of flexibility necessary to pool funding for common endeavour in an integrated services model.

- Reluctance among human services providers to co-locate with others. There is a need for careful planning as there may be incompatibilities in relation to organisations' participant groups, style of operation and facility requirements.

- The costs and time required to make an integrated model work, both initially and on an ongoing basis. Agreeing on integration and co-location arrangements requires a high degree of collaboration and commitment.

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- In order for integrated services and facilities to be developed in a timely and flexible manner, state and commonwealth governments need to:
    o Develop a mechanism to jointly pool capital and recurrent funds from a range of programs (similar to the Indigenous Coordination Centre model) with a single reporting mechanism.
    o Make these funds available for integrated services located and delivered in a new community from its earliest days, instead of waiting for the traditional service threshold levels to be reached before services are delivered on site.
    o Gain agreements on governance and management arrangement between participating agencies before a service delivery hub commences operations.
    o Look at funding services flexibly with an outcomes focus.
- The vitally important issues that have to be resolved mostly relate to management. Integrated services are primarily about getting a number of separate professional disciplines from a host of separate agencies working in concert for the benefit of the community. The problems to be addressed include different philosophies, working protocols, governance mechanisms, confidentiality provisions and information systems, all of which have to be reconciled to ensure seamless outcomes.
- Currently, school-based hubs are dependent on a level of commitment from the school principal. There are no incentives to encourage principals to play a more significant role in developing the direction of extended services at schools. What is needed is a cultural shift and leadership that can mandate a cultural shift in thinking and design. This is not to suggest that it is the sole responsibility of a principal, but rather that a governance model is put in place possibly with a third party non-government organisation as the coordinator.
- No formal policy framework exists at the local or state levels that requires or incentivises schools and local governments to work together to plan school infrastructure as part of larger urban development or redevelopment.

5 Conclusions

5.1 Benefits of Community Hubs

Although a range of community hubs and integrated services practices exist, the benefits can be summarised into the following four main areas[25]:

Service coordination and delivery benefits	• Encouragement of a collaborative relationship across government and non-government agencies • Coordination, sharing and more effective use of resources across agencies • Coordination of public sector and non-government human services delivery • Improved relationships and links between services • Policy translated into an implementation and development framework • Encouragement of a less adversarial relationship between developers and planners
Community building benefits	• Strengthening of the capacity of the community to be involved in the planning and delivery of programs • Improvement to community building by providing a place for community to meet, source services and information • Enhanced connections and relationships among people within the community • Early delivery of infrastructure and the provision of increased and better facilities
Place making	• The co-location of services and activities planned and facilitated to enhance the physical appearance of communities as well as providing attractive environments for people to gather and interact • More efficient planning and urban design processes • More efficient use of space • The design of individual buildings influenced so they support each other and enhance the overall feel of a community
Financial Efficiencies	• The use of human and financial resources redistributed and maximised in a more responsive manner and/or delivering services through interdisciplinary staff teams • Savings and financial efficiencies from planning and management of shared facilities • Decreased costs through pooling of funds, joint contracting and efficient sequencing • Increased contributions, including developer contributions

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[25] Elton Consulting 2008 Feasibility Study of Community Hubs for the Parramatta Local Government Area

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5.2 Strategies for Delivery of School-Based Hubs

It is recognised that the type and scale of co-located or integrated facilities needs to be specific to the community's needs, lacks and the availability of facilities elsewhere in each community. Facilities that might be attached to a primary school would differ from those appropriate to secondary school.

State, private non-denominational and religious schools have different ethos and priorities, which need to be considered in the types of services and facilities they might offer for wider community involvement.

However, there are a number of options in terms of planning that could be adopted to vary the degree of integration or co-location to suit each circumstance, as illustrated in the accompanying diagrams.
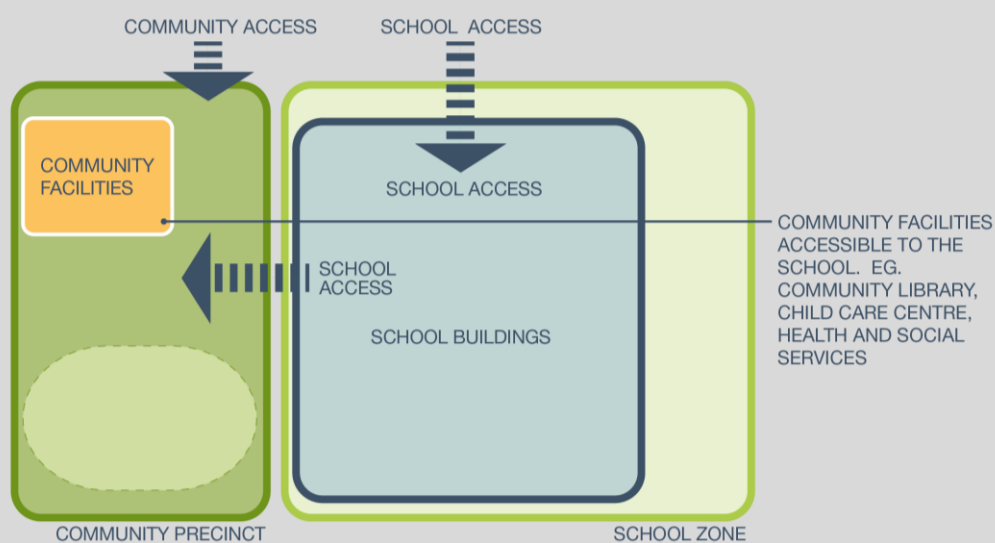

Illustration of a school- based community hub[26]

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[26] Smart State Council 2010 Review of *Toward Q2: Tomorrow's Queensland*, A bird's eye view

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Strategy 1 - A hub located as part of a community centre or precinct where community and a school share facilities

In this scenario the school is central to the community hub, where the community centre has a mix of uses and is the public heart of the town centre. Clustering facilities together into a precinct, at the master planning stage, provides the community with access to a range of services including education. Facilities can be shared, co-located or integrated and this is a cost-effective solution for government.

COMMUNITY ACCESS   SCHOOL ACCESS

COMMUNITY FACILITIES

SCHOOL ACCESS

SCHOOL ACCESS

SCHOOL BUILDINGS

COMMUNITY FACILITIES ACCESSIBLE TO THE SCHOOL. EG. COMMUNITY LIBRARY, CHILD CARE CENTRE, HEALTH AND SOCIAL SERVICES
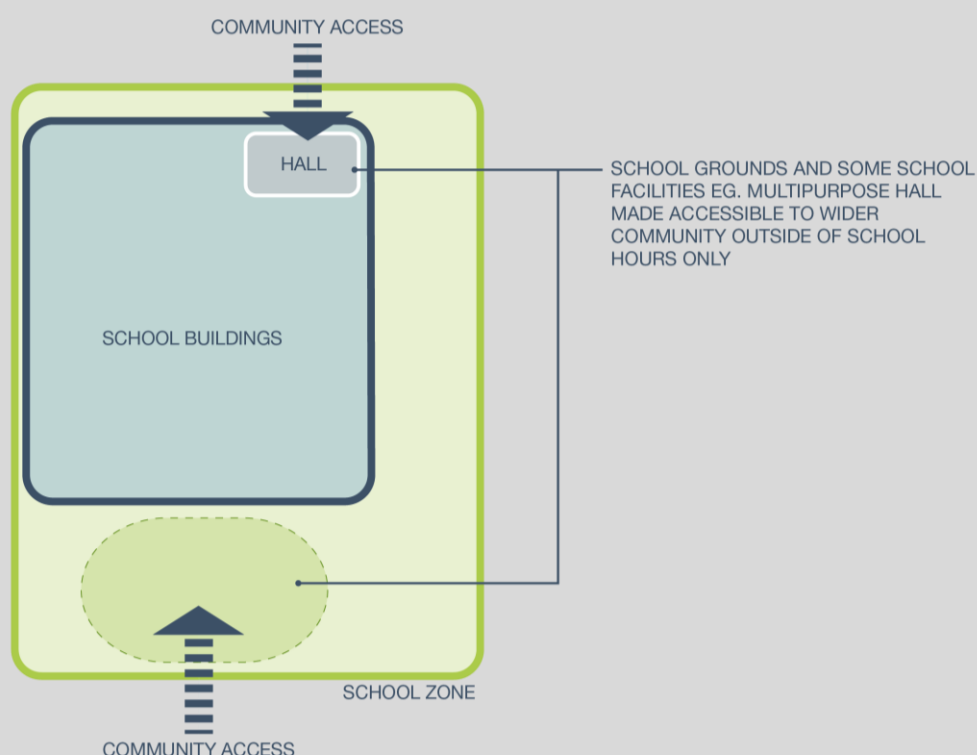
COMMUNITY PRECINCT   SCHOOL ZONE

STRATEGY 1
A HUB LOCATED AS PART OF A COMMUNITY CENTRE OR PRECINCT WHERE A SCHOOL SHARES COMMUNITY FACILITIES

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Strategy 2 - Sharing of facilities (buildings and spaces) between the school and the community
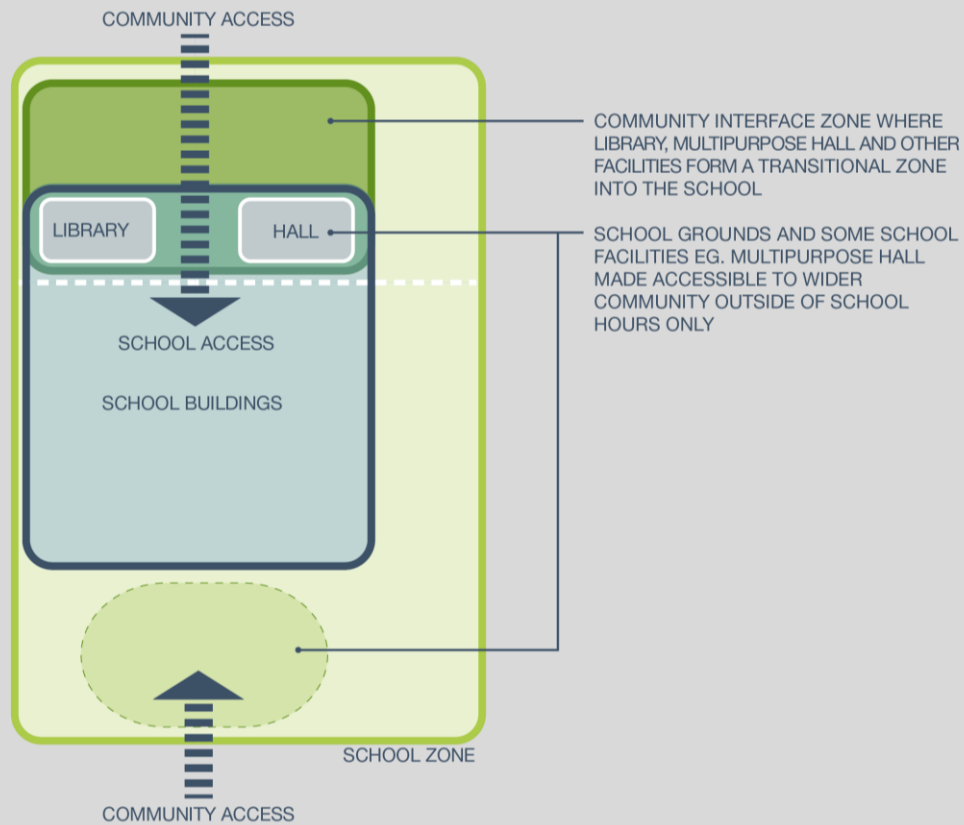
There are two scenarios for this strategy:

- Making school facilities accessible to communities after hours and on weekends; these could include playing fields, gymnasia and indoor sports facilities, libraries, general recreation spaces, music and art.

- Co-location of a range of facilities which communities could access, including integrated child and family centres, health and community services facilities, community libraries, sports and community clubs.

COMMUNITY ACCESS

HALL

SCHOOL GROUNDS AND SOME SCHOOL
FACILITIES EG. MULTIPURPOSE HALL
MADE ACCESSIBLE TO WIDER
COMMUNITY OUTSIDE OF SCHOOL
HOURS ONLY

SCHOOL BUILDINGS

SCHOOL ZONE

COMMUNITY ACCESS

STRATEGY 2a
A HUB FOR COMMUNITY ACTIVITIES WHERE ONLY OBVIOUS SCHOOL FACILITIES
ARE SHARED ON DEMAND WITH THE COMMUNITY

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COMMUNITY ACCESS

COMMUNITY INTERFACE ZONE WHERE LIBRARY, MULTIPURPOSE HALL AND OTHER FACILITIES FORM A TRANSITIONAL ZONE INTO THE SCHOOL

LIBRARY

HALL

SCHOOL GROUNDS AND SOME SCHOOL FACILITIES EG. MULTIPURPOSE HALL MADE ACCESSIBLE TO WIDER COMMUNITY OUTSIDE OF SCHOOL HOURS ONLY

SCHOOL ACCESS

SCHOOL BUILDINGS

SCHOOL ZONE

COMMUNITY ACCESS

STRATEGY 2b

A HUB FOR COMMUNITY ACTIVITIES WHERE A ZONE OF SCHOOL FACILITIES IS SHARED WITH THE COMMUNITY

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Strategy 3 - A school-based hub for integrated services delivery

In this scenario, the intention is to utilise the school as a non-stigmatised universal service to provide access to a range of universal and specialised services for specific and identifiable target groups.

This might include maternal and child welfare services to young mothers, refugee services to parents who have children at the school, or early intervention services to young children at risk and family support. Some of these services are general and open to all, like the maternal and child welfare service, while others might be highly specific and targeted, like early intervention services for a specific ethnic or cultural group.
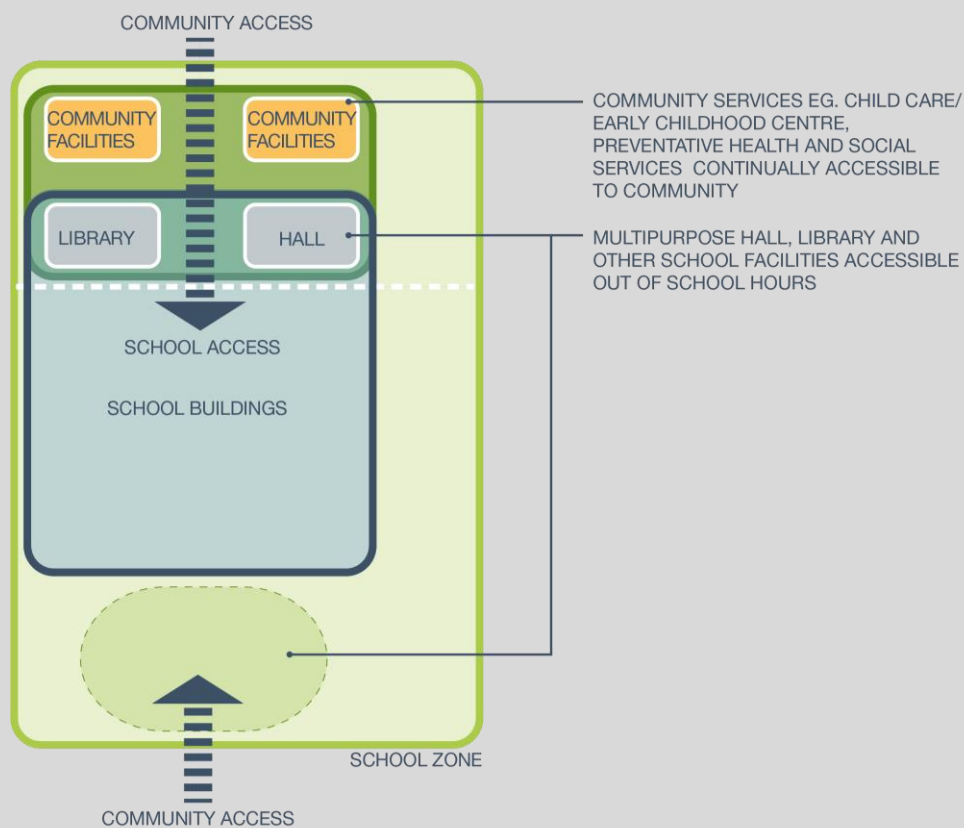
STRATEGY 3
A SCHOOL-BASED HUB FOR INTEGRATED SERVICES DELIVERY

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Regardless of whether new schools are being planned or existing schools are being modified, a new approach to master-planning is needed focusing on promoting social inclusion and community capacity building through greater interaction between school and community.

This new approach would consider for both existing and new schools:

- The relationship of the school to community facilities near to the school, and to the neighbourhoods around it

- The quality and suitability of vehicular, public transport, cycle and pedestrian access, and what improvements could be made

- The layout of the school and the location of existing facilities which could be opened up to wider community accessibility

- Redundant and/or available land on the school domain where new and future community facilities might be located

- Design strategies and typologies that facilitate effective connection and relationships between community facilities sited in or near schools and other health and human service infrastructure serving that community

- Master planning would need to consider how to incorporate the operation of a range of human services on one site.

In particular, the master plans should provide for future change and not preclude the ability for schools to grow in such a way that they can serve communities better over time.

These strategies entail a new approach to the expansion of existing schools as communities grow, particularly those disadvantaged by lack of community services and those in areas experiencing significant population growth. They also entail a potentially new approach to new schools which, as they develop to serve their growing communities, are made capable of adapting to community needs as they become evident over time.

5.3 Way Forward

There is sufficient evidence that an integrated approach to the delivery of community facilities and human services delivery is worth pursuing. Design strategies and typologies that facilitate effective relationships between community facilities sited in or near schools and other health and human service infrastructure serving that community should be encouraged.

In order to achieve this it will be necessary to strive for a public sector that routinely collaborates across agencies and with stakeholders, particularly the community, to ensure that the desired outcomes are achieved.[27] The collaborative effort will allow the agencies to accept that while it is possible to integrate some of the services all of the time and all of the services some of the time, it is not possible to integrate all

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[27] Cuthill, M. 2011 UQ Boilerhouse Community Engagement Centre. *Integrated Social Infrastructure Working Paper*

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of the services all of the time. There is a need for good evidence base, buy-in and support, and good understanding of where to focus integration effort.

The Working Group has identified the following steps as a way forward to overcome impediments to community hub delivery.

Develop a vision

Collectively, government agencies need to develop clear direction and strategy on community building, focussing on long term community needs and outcomes, rather than short term resource constraints.

Focus on school-based hubs

Focus on clustering community infrastructure and services, programs and activities to develop community hubs in the greenfield UDAs. School-based hubs are the most practical, as almost every community has a school. These hubs provide numerous benefits to young people, families and community members.

Implement government reform

Implement innovative reform, across state agencies, in order to adopt a whole-of-government approach to community hub. Community hubs must bring together state service providers and give them responsibility to make decisions across a range of agency services. State government agencies should work with local government in the design and delivery of community facilities and services to ensure integration

Encourage collaboration and innovation

Strategic delivery of community facilities and human services needs to occur through collaboration and innovation across, and within multiple agencies.

Collaborating agencies will need to:

- create new structures for working together
- develop a common vision
- share planning, systems, information and resources
- communicate
- pool and jointly acquire resources
- share rewards and risks.

To a significant degree, government is structured around individual agencies and their responsibilities, budgets etc. The challenge for innovation is for multiple agencies to work together on strategic delivery of community facilities and human services. A collaborative approach is considered appropriate to solving complex problems such as integrated delivery and in order to do so, cooperation, collaboration and innovation are required within and across agencies.

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Develop central information systems

Central information systems must be developed to enable agencies to share information. Collaboration requires agencies to share information and systems. Successful top-down initiatives tend to have significant infrastructure in place to facilitate integration not only at the strategic level but also at the level of service delivery. To ensure that it can be used to support collaboration, a common approach to information gathering and sharing needs to be supported by a central agency.

Ensure appropriate governance arrangements

It is imperative that clear leadership is shown by all stakeholders, particularly in terms of accountability for the progress of the project and any or all associated risks. Top-down governance arrangements are required for a whole-of-government approach with bottom-up responsibility for identified local needs. A governance model and executive management model need to be developed. Strong leadership, collaborative decision making and a clear understanding of organisation procedures and policies are critical.

Design programs with care

Ensure that long term commitment is in place and create a system of accountability.

Evaluate a program's accomplishments

Community-based hubs are complex by nature and will evolve through experience. A system of continuous third party monitoring must be implemented to improve effectiveness and accountability.

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6 Appendix A – Current Commonwealth and State Programs and Initiatives

1.1 Department of Families, Housing, Communities and Indigenous Affairs (FaHCIA) Communities for Children

'Communities for Children works towards ensuring that children have the best possible start in life by focusing on well-targeted early intervention approaches that bring about positive outcomes for young children and their families.' [28]

Communities for Children (CfC) is part of the Federal Government's Family Support Program (FSP). It provides prevention and early intervention programs to families with children up to 12 years. Of the 45 current sites funded under the FSP eight are in Queensland.[29] Under this program a non-government organisation takes the role of key agency at each site to act as a broker in engaging smaller local organisations to deliver a range of activities in their communities.

Examples of activities being implemented under CfC include home visiting, early learning and literacy programs, early development of social and communication skills, parenting and family support programs, child nutrition, and community events to celebrate the importance of children, families and the early years.[30]

An evaluation of the CfC was undertaken as part of an evaluation of several area-based interventions known as the Stronger Families and Communities Strategy (SFCS).[31] Key aspects of the approach which may be relevant to school-based hubs include the lead agency approach, where a non-government organisation acts as a broker in engaging the community in the establishment and implementation of the CfC program. This approach differs from traditional funding models in which governments directly contract service providers and it could be used to enable collaborative planning and funding of services needed in a community which are not necessarily provided by schools.

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[28] http://www.fahcsia.gov.au/about/overview/Pages/default.aspx
[29] http://www.fahcsia.gov.au/about/overview/Pages/default.aspx
[30] http://www.fahcsia.gov.au/about/overview/Pages/default.aspx
[31] www.aifs.gov.au/institute/pubs/fm2010/fm84/fm84d.html

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1.2 Queensland Department of Education and Training (DET), Office of Early Childhood Education and Care (OECEC)

1.2.2 Early Years Centres (EYCs)

'Early Years Centres are 'one-stop-shops' where children and their families can access integrated early childhood education and care and parenting and family support services in one convenient location.'[32]

Through the EYCs initiative, the OECEC has focussed on providing an integrated service delivery framework that crosses traditional organisational boundaries, particularly for the early childhood cohort. The EYCs and their linked satellite centres bring together a range of professionals to provide health, education and family support services to families and young children. The centres provide a range of universal early childhood education and care, health and family support services, with a proportion of targeted interventions, to families with children aged from birth to eight years and expectant parents.

The centres and their satellites include:

- Browns Plains Early Years Centre with satellite locations at Acacia Ridge, and Beaudesert
- Caboolture Early Years Centre with satellite location at Narangba, Woodford and Deception Bay
- North Gold Coast Early Years Centre with satellite locations at Coomera and Labrador
- Cairns Early Years Centre with satellite locations at Edmonton and Gordonvale.

An external evaluation of this program is currently underway and further roll out of this model will be dependent on the outcomes of this evaluation.

1.2.3 Children and Family Centres[33]

Through the Indigenous Early Childhood Development National Partnership Agreement, the Queensland Government has partnered with the Australian Government to establish 10 children and family centres across the state by mid-2014 at a cost of $75 million. The children and family centres are intended to provide greater access for families to a range of services and programs aimed at delivering improved health benefits and quality learning and development opportunities for children from birth to eight years of age.

The children and family centres are part of a joint Commonwealth and Queensland Government commitment to improving outcomes for Aboriginal and Torres Strait Islander children in their early years under the "Closing the Gap" agenda.

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[32] http://deta.qld.gov.au/earlychildhood/families/early-years-centres.html
[33] http://deta.qld.gov.au/earlychildhood/office/indigenous/index.html

1.3   ULDA/DET Initiative

The ULDA, in conjunction with DET, has engaged an adviser to explore alternative education delivery practices suitable for the four new communities. Recognising that the new communities will all need schools over time, the adviser provides a leadership role in developing partnership arrangements to promote a common vision for DET and ULDA for the for the provision of quality educational services in the UDAs. In addition, the adviser also:

- Facilitates strategic planning and provides high-level strategic advice to facilitate the development and implementation of an accelerated educational infrastructure solution, where appropriate.
- Negotiates and liaises with all stakeholders involved in the first stage of educational provision at Caloundra South, Greater Flagstone, Ripley Valley, and Yarrabilba to ensure timelines for this provision are achieved.
- Manages the research, development, implementation and review of innovative infrastructure and asset management options which will suit the developments, ULDA, Government and stakeholders.
- Develops strategic networks and alliances with other government departments and agencies, community organisations, and peak policy bodies to disseminate information and collaborate on infrastructure and asset management issues.
- Promotes integrated community services provision, particularly focussing on schools as community hubs.

While this initiative is commendable, the role is too restricted and only focuses on sharing of school facilities, or partnerships around schools and community services. If it is to achieve integrated human services delivery within the greenfield UDAs, the role will need to be broadened to ensure collaboration with human services delivery agencies such as health and communities.

1.4   Victorian Government Initiatives

The Victorian Government has identified that schools play an important role in strengthening local communities to ensure that they are active, confident and resilient. As part of the Victorian Government's commitment to providing high quality education infrastructure and the best learning environments for students, they have encouraged partnerships between government schools and their communities to share facilities[34]. The Victoria Department of Education and Training has produced a document entitled '*Schools as Community Facilities: Policy Framework and Guidelines',* 2005 which is designed to assist government schools and communities to develop partnerships for sharing school facilities. The policy framework is supported by legislation that empowers school councils to enter into an agreement to share school facilities for a range of activities such as recreation, educational or cultural activities for the benefit of the local authority and programs for young people.

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[34] http://www.sofweb.vic.edu.au/edulibrary/public/propman/facility/SACF-PolicyFramework-Guidelines.pdf

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In order to promote community use of school facilities, the Victorian Government developed a Communities Facilities Fund which allocated $30 million over three years to the cost of developing joint use facilities between schools and local government and/or community groups.[35]

Additional relevant documents relating to integrated and shared community facilities produced by the Victoria Department of Planning and Community Development include *A Guide to Delivering Community Precincts*, and *A Guide to Governing Shared Community Facilities.*

1.5   Findings and Issues

The Working Group has identified that schools have the greatest outreach in terms of children and families and can be used as community hubs for the delivery of suitable community facilities and human services in new communities. School-based hubs are an appropriate model, particularly for ULDA new communities as they can accommodate the early provision of a range of services specific to their local context.

The EYCs program, operated by non-government organisations with funding from the OECEC, brings together a range of professionals to provide health, education and family support services to families and young children. This program is being successfully delivered through four EYCs and their linked satellite centres.

There is evidence that there are gaps in integrated human services provision beyond the early years. Young people in the nine to 18 year age group are being overlooked in terms of the provision of early intervention and prevention initiatives, and delivery of integrated services. Integrated models of services delivery, addressing problems common to young people and their families, have not been developed in a similar way to the EYCs program in Queensland.

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[35] http://www.sofweb.vic.edu.au/edulibrary/public/propman/facility/SACF-PolicyFramework-Guidelines.pdf

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7 Appendix B – Comparison of Integrated Services Required by Phases of Learning

Age Cohort	Phase of Learning – School Years	Issues for the Target Population	Examples of Services Required	Types of Services Provided by Service Provider
0 – 4 years (Early childhood is defined internationally as 0 to 8 years)	Kindergarten Provided by: Private Providers Childcare Centres Creche and Kindergarten Association (C & K)	**Early childhood education and care** • Literacy and numeracy basic skills • Socialisation skills • Indigenous education • English as a second language • Behaviour management • School attendance • Parenting skills **Family support** • Personal and individual support for children and families • Cultural group support activities for carers and families • Parenting information	**Universal Services** • Child care • Early childhood education • Long day care, family day care, community kindergartens • Outside School Hours Care • Maternal and child health • Parenting information and education • Playgroups • Family support services • Employment and health services	**Department of Education & Training** • Early Childhood Development • Programs and Services for students with a disability • Years Prep to 3 Curriculum **Queensland Health** • Maternal and child health • School Dental Vans • School Nurse
4 1/2 – 8 years (must turn 5 by June 30 in Prep year)	Early Years – Preparatory Year to Year 3	• Connecting families with education and health services • Support for families and children starting school	**Targeted Services** • Services for children with disability	**Department of Communities** • Family support

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Age Cohort	Phase of Learning – School Years	Issues for the Target Population	Examples of Services Required	Types of Services Provided by Service Provider
	Primary School	including linking families for Centrelink, Job Services Australia providers and adult education and training programs **Health care** • Advice on child health development • Postnatal screening, breastfeeding support • General health promotion and monitoring • Identification of developmental issues and delays	• Communication and behavioural problems • Young parent programs • Healing services for Indigenous families	**Local Government** • Parks • Children's spaces • Libraries • Sports fields
9 – 14 years	Middle Years – Year 4 to Year 9 *Primary School to Year 7 Secondary School Years 8 and 9 P-12 schools	**Education** • School retention and participation in employment upon leaving school • Safe place to learn and grow • Alternative education programs • Pathways to employment and/or further education and training • School based apprenticeships and traineeships • Marketable skill to use upon graduation • Potential need for school based police officers **Young People** • Part time employment • Sport • Transport • Access to technology	**Universal Services** • Primary and secondary education • Parenting support • One-on-one couple and family counselling • Programs to assist in the transition to secondary school • Outside school hours care • Sports clubs • Recreational activities e.g. PCYC **Targeted Services** • Family support services • Child and adolescent	**Department of Education and Training** • Middle Years Curriculum • Senior Years Curriculum • Pathways to further study and employment • Joint programs with university, TAFE and private providers • Support for students with a disability • Support for students with English as a Second Language • Behaviour Management Advisory Visiting Teachers • Positive Learning Centres and other Behaviour Management programs

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Age Cohort	Phase of Learning – School Years	Issues for the Target Population	Examples of Services Required	Types of Services Provided by Service Provider
		Family Support • One-on-one relationships with a caring adult • Family counselling • Information and support • Life skill programs • Referral service **Health** • General health promotion and monitoring including asthma, Type 2 diabetes , substance abuse • Mental health disorders • Emotional and behavioural health difficulties • Weight management and fitness • Pregnancy prevention • Eating disorders • Sexually transmitted diseases • Teen parenting • Drug and alcohol education • Driver education	• Mental health services • Children with special educational needs and disabilities	**Queensland Health** • Preventative health • Mental health services • Weight management and fitness • Drug and alcohol education **Department of Communities** • Family support • Teen parenting **Local Government** • Parks including skate parks, basketball/tennis courts • Youth and children's spaces • Libraries • Sports fields • Aquatic centres • Indoor sports halls
15 – 17 years	Senior Years – Year 10 to Year 12 Secondary School			

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