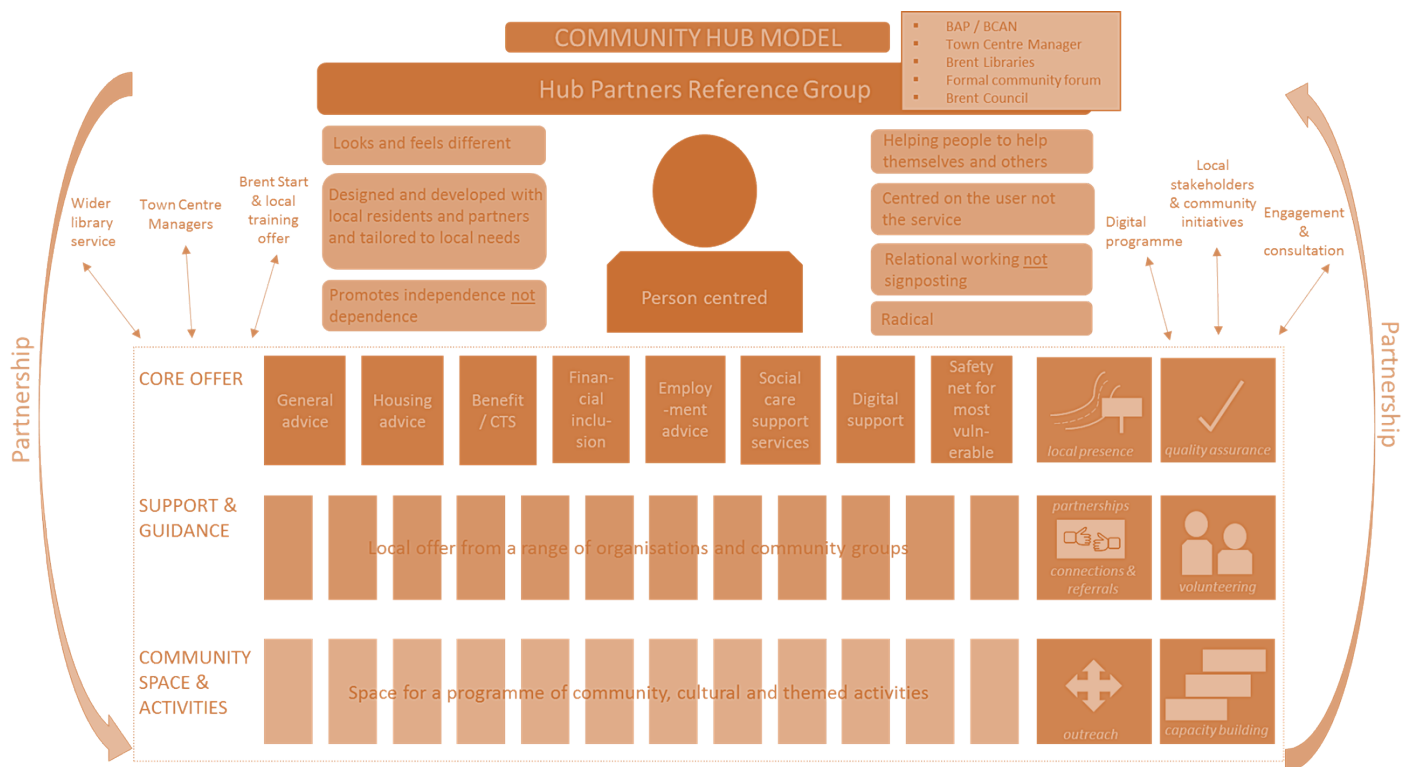# Community Hubs – a model for Brent
A plan to extend the hub model

September 2018

COMMUNITY HUBS – A MODEL FOR BRENT

Contents

MEMBER'S FOREWORD

Our aim with the Harlesden Hub was to make it as easy as possible for people, who might otherwise struggle, to get the help they need when they need it. As well as being a safe and welcoming space, the hub has shown that, where there's local expertise available, the council doesn't always need to be the main service provider. Instead, our role can be to create the environment that allows our residents to find the right support from those best placed to offer it.

It's a project that's made a real difference in people's lives, especially those who we now know would not have gone anywhere else and, unfortunately, would've just struggled on until their problems became unavoidable. We've found that while lots of people are dealing with similar issues, no two sets of circumstances are exactly the same, which is why a more flexible service can be more effective than one-size-fits-all. Having gained a lot from the experience we – along with our community organisation and voluntary sector partners – are now ready to expand across the borough. The hub model recognises the important role of local community and voluntary organisations in ensuring people can access information and advice and the support they need to help themselves. Connecting organisations and community groups and developing capacity within the sector to respond to changing needs is a key focus of the hub approach.

In addition to making Harlesden permanent, we'll be setting up brand new hubs, tailored to local needs, in Willesden Green, South Kilburn, Wembley, and Kingsbury, as well as transforming the Living Room on St Raphael's Estate. They'll provide the flexibility that has proven so effective, on people's doorsteps, ready and waiting to help, support, and advise in a way that leads to real and lasting change.

Cllr Eleanor Southwood

Lead Member for Housing and Welfare Reform

1.   BACKGROUND

In 2016, Brent carried out three Outcome Based Reviews (OBRs) aimed at developing radical solutions to deliver better, sustainable service models and outcomes for Employment Support and Welfare Reform, Housing Vulnerable People and Regeneration (physical, environmental and social, with a specific focus on Harlesden). The reviews set out to gather rich insights and understand the issues and challenges through new perspectives, create something different (new solutions, different relationships and ways of working), build new capabilities in service design processes and innovation capacity, and deliver improved outcomes for Brent residents.

The starting point for this work was talking with residents - learning from their experiences and gathering their views on housing and employment issues, as well as speaking to residents in Harlesden about their local area. A range of community research methods were used, including ethnographies (spending time with individuals to understand their day-to-day life), focus groups, community pop-ups, and interviews with professionals and practitioners. The community research provided insights into where improvements in current approaches could be made as well as developing a better understanding of the things that are important to people and how to support and enable them to address the challenges they face.

The research highlighted:
- the importance of attending first to people's most pressing problems;
- the difficulty some individuals and professionals face in navigating the system, knowing which organisations to connect with or refer to;
- people's experience and frustration of having to tell their story several times to different people/organisations;
- the need for collaboration across agencies to provide a more holistic approach to services;
- the demand for better access to quality services, skills, training and support;
- the value of creating opportunities to bring residents together; and
- that Harlesden community felt that the Council was disconnected and not serving its particular needs.

The insights from the community research were shared with a wide range of stakeholders at a visioning event in June 2016. Attendees were invited to listen to people's stories and generate ideas to address both the challenges and the opportunities highlighted through the community research. The development of a community hub was one idea generated and was a common theme across the employment, housing and regeneration OBRs. It was agreed to take this idea forward for testing and to understand how a community hub model could work in practice.

Designing and testing the idea of a community hub

The design approach set out to create something different. This was not about developing another council service but offering an opportunity to bring organisations together to work in a different way and provide a place to better connect with the community. The hub model was

developed with residents and local partners through a co-design process, involving a range of organisations, between September and October 2016.

The hub sets out to bring different organisations together and to facilitate new interactions between people and organisations, in response to local needs. It is underpinned by a set of design principles:
- Designed and developed with local residents and partners and tailored to meet local needs
- Looks and feels different
- Centred on the user not the service
- Promotes independence not dependence
- Helps people to help themselves and others
- Focused on relational working not signposting
- Radical

The hub offers a physical space enabling a range of local organisations to work together under one roof and provide a well-being offer to stimulate:
- better connections and new relationships
- healthier lives
- access to housing advice and employment
- connections with learning & development and skills & knowledge exchange
- local community regeneration activities

These formed the basis for designing, testing and continued development of the model in Harlesden. Prevention / early intervention work, targeted approaches for people with complex and multiple needs and support for people in crisis were a key part of this work.

The community hub was tested during a two-week period in Harlesden in November 2016, before setting up a pilot hub operating two days a week based in Harlesden Library from March 2017.

2.   THE PILOT: TESTING THE APPROACH IN HARLESDEN

Following the success of the two week community hub prototype, the Harlesden hub pilot has provided an opportunity to see what impact a community hub model could have over a longer period in developing a clearer understanding of who accesses it, how it is used and in what ways local organisations can contribute and benefit from the hub.

The initial step in setting up the pilot model was to further develop the partnership built during the prototype in establishing a set of core partners to lead the next phase of the Harlesden hub. The core partners act as a steering group with representation from Crisis Brent, Brent Advice Partnership, Brent Community Advice Network, the Harlesden Neighbourhood Forum and Brent Council. The operational aspects of the hub are managed by a dedicated coordinator (hosted by Crisis Brent) and supported by a team of hub advisors, a local community volunteer and a wider group of partners.

The hub operates 12 hours of contact time per week, with an average footfall of 48 visits per week.[1] People coming into the hub are greeted by the Hub Coordinator or a volunteer and depending on the nature of their query are introduced to an advisor, hub partner or supported with self-serve. Between April 2017 and March 2018, the core hub advisors delivered support and advice through over 700 customer interactions. Partners working in the hub also provide a range of support and guidance to local people. A wider programme of cultural activities (including events such as the community clean-up day, hub launch and Big Harlesden Lunch) has engaged an estimated 500 local residents in the hub.

The hub is publicised locally, within the community and through hub partners and wider local networks. It has a visible presence directly on the high street, positioned at the front of the library, and is attracting both new and returning visitors. Figures show that around 50% of hub users are repeat customers.[2] People are visiting the hub to deal with a number of issues, with some individuals needing support over a significant period of time.

A full list of hub partners is included in Appendix 1.

Responding to a range of needs

The Harlesden hub is responding to a variety of needs, with the main areas of enquiries focusing on:
- **benefits** – housing benefits and council tax support, overpayment of benefits, change in circumstances, enquiries about JSA, ESA, Universal Credit processes, financial inclusion advice relating to benefits
- **housing and homelessness** – rent arrears, facing eviction, repairs (relating to housing management), problems with landlords, moving home, sheltered accommodation enquires
- **money** – debt, rent arrears
- **employment** – support with setting up an email account, job search, CV writing
- **general support / form filling** – support with reading letters and completing forms (e.g. medical appointments, universal credit, oyster card, freedom pass, driving license, blue badge forms, registering to vote and passport forms)

The main areas outlined above do not fully reflect the breadth of queries received in the hub. The hub team also provides a direct response to situations where required, connecting individuals with the support services they need. This has included supporting a vulnerable adult who had no heating or electricity, an alcoholic in crisis, a vulnerable adult at risk of exploitation, someone experiencing social isolation, a domestic abuse disclosure and crisis support. These are situations which have required an immediate response with specialist input.

Where specialist advice is not required, the hub aims to help support the individual with resolving their query at first point of contact – examples of the range of queries received in the hub are outlined in Table 1.

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[1] Based on weekly footfall data for June/July 2018
[2] Figure based on 488 customer interactions with customer advisor between Apr and Dec 2017.

Table 1: Examples of enquiries received in the hub

Local environment / street care issues, reporting broken pavements and tree issues
Support with making phone calls - examples include arranging dental appointment and support with contacting organisations (e.g. student loan company, HMRC and DWP)
Support with CV writing and job search
Reporting anti-social behaviour issues
How to address disputes with neighbours and landlords
Information on accessing local leisure facilities
Citizenship enquiries
Organising garden waste collections
Enquiries to help with bill payment processes for utility companies and changing providers
Information on volunteering opportunities (including volunteering in the hub)
Information for carers
How to access marriage counselling
Help with emergencies for housing tenants e.g. lost house keys
How to access support around alcohol and substance misuse
Support with going online (e.g. setting up an email account)
Accessing foodbanks

The hub differs from other services, providing an environment which enables advisors to support individuals in resolving pressing problems on the spot or work through more complex issues. Advisors are able to spend more time with an individual than is possible in mainstream services to resolve issues and concerns, with around 70% of issues resolved during the initial visit to the hub, either by the customer advisor or another hub partner. There are some areas where referrals are required, with specialist / expert input needed to fully address the issue (24% of hub users were signposted to a service outside the Harlesden hub).[3] This has included signposting to the Law Centre, CAB, Advice4Renters, DWP / Jobcentre, local foodbanks, employment services and Age UK, as well as other Brent Council services.

Learning more about who is using the hub

Independent research was conducted in March 2018 to explore who is using the hub and how the hub is helping and benefiting people, understanding what it does that is different from and distinctive to mainstream provision. The research was conducted through observations and interviews carried out in the hub over three separate days.

The research observed that hub users are:
- Mostly working age, some with children or other caring responsibilities
- In receipt of a low income and/or unreliable income
- Living locally in Harlesden (and for whom travel further afield might be difficult)
- Mostly renting privately or living in social housing
- Not always confident in written English or spoken English
- Not always computer literate

The research highlighted that people accessing the pilot hub model in Harlesden were often dealing with multiple challenges in their lives (struggling with low or unreliable income, unemployment, poor or precarious housing situations, mental health challenges, or were

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[3] Based on data collected by hub customer advisors Apr – Dec 2017.

dealing with the effects of trauma). Individuals with complex or multiple needs require a more holistic approach and the hub, through giving people more time and bringing different services together, helps people to address these challenges and solve more complicated and entrenched problems, working with individuals to investigate issues.

The research identified key areas in which the hub is delivering an impact:
- Helped people secure a home or keep their homes
- Helped people find work or keep jobs
- Helped people address debt and stopped financial problems escalating
- Helped people feel more independent and connected, and less lonely
- Helped people be able to look after children, keeping them safe, well and in school

Examples of how the hub has helped individuals are illustrated in the profiles below.

Profile 1

About Maryaam:
Maryaam is recently bereaved and grieving the loss of her husband who died six months ago. She has four grown up children but three of them are not regularly in her life.

The Hub offers Maryaam an important form of support at a time when she feels lost and alone, and is needing to learn how to do a whole new set of things for herself.

The Hub Advisors help Maryaam with things that her husband used to help with, such as filling in forms. She speaks excellent English but is not confident in written English.

Maryaam, aged 68

"I was crying about filling in a form. After my husband died, friends said, 'Go to the Library and find help'. I was crying like a baby. I couldn't go to friends. I have my pride."

Presenting issue	Support provided	Outcome	Potential financial benefits	
Unable to complete written forms independently	Assistance completing forms for passport, driving licence and hospital appointments	Increased confidence and independence. Client offer to become a Hub volunteer	**What might have happened if the Hub wasn't there?**	**Cost** (per incident unless stated)
			Increased risk of social isolation	£6K over ten years
			Missed hospital appointments	£114
			Loss of potential volunteer to community	£2K p.a.

Sources: London School of Economics *'Making the case for tackling loneliness in later life'*; New Economy - Cost benefit analysis *'Unit Cost Database'*; Brent Social Value calculator – using median Brent hourly wage (£12.46 p/h)

Profile 2

About Rita:

Rita suffers from severe depression and anxiety, brought about by serious traumas in her life, including domestic abuse. She has panic attacks and struggles to venture out of the house alone.

She was granted refugee status in 2015 and was able to bring her two sons to live with her in the UK. The three of them live together in Brent. Her sons (18 and 22) are studying but both have serious health challenges. Rita is currently going to college to learn English and does everything in her power to look after herself and her boys.

Hub advisors connected Rita with a Thamesreach support worker and helped Rita and her sons move out of a privately rented bedsit with abysmal conditions and into a more secure home.

Rita, aged 42

"I had trouble with my landlord and the conditions at my old flat. I came to the Hub and an advisor sent people to check the flat. The advisor helped me to get a new home and give the old landlord notice. Afterwards the hub helped me set up bills for my new home."

Presenting issue	Support provided	Outcome
Unscrupulous landlord, unacceptable accommodation and not understanding housing rights	Help in understanding housing rights, support in finding and moving to a new home, connected to new services	Moved to new home with improved living conditions. Reduction in stress and anxiety for vulnerable family

Potential financial benefits

What might have happened if the Hub wasn't there?	Cost (per incident unless stated)
Support for anxiety related issues	£2,931 p.a.*
Significant risk of homelessness	£2,724

Sources: New Economy - Cost benefit analysis 'Unit Cost Database'
* support for anxiety related issues £977 per household member x 3

The insights from the community research, as well as ongoing learning from current approaches in Harlesden, highlight that there is a section of the community that needs access to a range of support and services but find it difficult to access these through mainstream channels. The hub approach provides a solution to address this gap. Without a more locally delivered solution, the barriers some individuals face in accessing mainstream services could stop them from accessing help or waiting until the situation has reached crisis point before seeking support.

The Harlesden Hub has become popular with highest levels of demand when hub opens at 10am and through the morning. Measures, including an enhanced triage function and recruitment of additional volunteers, have been put in place to manage demand. This increased level of demand highlights a need to continue to deliver support in this way and increase capacity.

Specialist hub models

There are examples of other hub models in Brent, offering a specialist locality approach. The Living Room has been operating a place-based approach, delivering employment and other holistic support to local residents on the St Raphael's Estate for over two years. The employment centred approach brought key partners together to respond to the needs of residents and connect them with the right services at the right time. Led by the Employment, Skills and Enterprise Team, The Living Room delivers support through a multi-agency team from a hub location on the estate itself. The approach of The Living Room replicates the values of the hub model and the team working in Harlesden have developed good links with The Living Room in learning from their approach and identifying opportunities to join up. Since May 2018, The Living Room has been delivering outreach services in the Harlesden Hub one day a week. The intention is to bring The Living Room into the hub model.

Work has also been undertaken to prototype alternative hub models focusing on specialist areas as set out below.

Table 2: Specialist hub models

Hub	Focus	Key elements
Domestic Abuse Hub A welcoming, safe environment offering access to a range of domestic abuse support and services in one place, probably operating once a week as a drop in.	Domestic abuse survivors / perpetrators Families	• Developing a holistic and joined-up approach to working with families • Easier access to services resulting in earlier reporting and intervention • More joined up approach resulting in issues being resolved more quickly reducing long term impact on families
Family Hub Local family hub bringing together professionals, community organisations and parents to provide support to young people on the edge of care and their families. This could build on work being carried out by children's centres.	Young people on the edge of care and their families	• Building connections and resilience for families • Preventing relationship breakdown between young people and their families and the community • Improving multi-agency working
Central Middlesex Hospital Community Hub Hub within a health setting offering a range of activities, support and advice for patients and their family and friends, visitors to the hospital, staff and local people.	Hospital users and the wider community	• Supporting people to live healthier lives • Offering access to a range of support and information (e.g. housing, employment, money) • Facilitating new connections and relationships • Celebrating art and culture

Two of the alternative hub models (the domestic abuse hub and the family hub) have been developed through OBRs carried out in 2017 focusing on domestic abuse, gangs and young people on the edge of care. The specialist models are being taking forward as transformation projects in 2018, informed by small-scale prototypes carried out in early 2018. Learning from this work will continue to feed into the community hub extension.

3. STRATEGY

Case for change

The idea of a community hub came from research which focused on developing a better understanding of the issues and challenges residents face and the things that would support and enable them to live well. This research highlighted that whilst there is a range of provision available for people who are struggling with housing, money, work or their wellbeing, the system is hard to navigate and a number of barriers exist which impact on people's ability to interact with these services. Without addressing these challenges and developing an alternative model to facilitate access to support and advice, addressing problems early on continues to be difficult.

Addressing problems early and avoiding the need for more costly and intensive interventions is a key focus of this model, with wider research and evidence around the benefits of early interventions approaches informing this work. There is a wide body of evidence of the effectiveness of early intervention approaches and the economic and social benefits of investment in early intervention. Analysis carried out by the Early Intervention Foundation (EIF) has shown that nearly £17 billion is spent each year by local and national agencies on acute and statutory services for children, young people and families in England and Wales. This equates to £287 per person. For Brent, the estimated total cost of late intervention is £80 million for children and families.[4] Earlier intervention will both reduce the need for more costly services at a later stage and deliver greater benefits for individuals in ensuring they get the support they need at the right time.

Responding to local needs and managing demand

The anticipated local population growth (including a 10% increase of those aged 65 and over and a 6.6% increase in those aged under 18) and significant changes to benefits and welfare arrangements with the roll out of Universal Credit in late 2018, requires an approach to better manage a potential increase in the demand for key services. This places an increased emphasis on building resilience and ensuring people have access to the right information and tools to help themselves and others.

The roll out of Universal Credit is currently anticipated to affect between 40,000 and 55,000 residents in Brent. The needs of people in receipt of Universal Credit will vary greatly and those with the most significant financial dependencies are likely to be those who also have a rental liability and are in receipt of Housing Benefit. There are a number of potential impacts of people moving across from legacy benefits to Universal Credit, and the gravity of those impacts is most likely to be indicative of the level of financial dependency they have on their Universal Credit income.

The area that is likely to have the greatest level of impact will be for the 25,000 to 28,000 individuals who are expected to continue to have housing costs that will be met by Universal Credit. The real impacts, both for individual recipients and their families and the Local Authority, will be where people have been unable to manage their finances effectively with the level of support they receive and fall into arrears with rent. In all cases where rental arrears begin to build, irrespective of the type of tenancy that individual or family is in, there exists the potential risk of eviction and subsequent homelessness.

There will also be some issues that may be common across the different levels of need, for example:

- *Digital enablement:* The Universal Credit claim process will be fully online and though a number of legacy benefits already utilise an online claiming model, not all do and for those individuals who are less digitally enabled the online claiming process could represent a barrier to submitting timely and effective applications.
- *Financial inclusion*: Due to the fact that recipients will move toward receiving a single monthly payment representing any financial support that would presently be met by

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[4] Spending on Late Intervention, How we Can Do Better for Less, Early Intervention Foundation, 2015

various combinations of legacy benefits, the ability to manage their finances effectively will be more necessary than ever.

- *Employment skills*: Many Universal Credit recipients will be out of work or for those who are not, will not be earning sufficiently high enough to be financially self-sufficient. Though needs will vary, a lack of suitable employment skills will prolong dependency on Universal Credit.

During the pilot hub in Harlesden, benefits and money concerns have been two key areas of need presenting in the hub. It is anticipated that this will increase with the roll out of Universal Credit. The hub provides an opportunity to facilitate a coordinated approach across local partners and an opportunity to target support in addressing these needs including budgeting skills and supporting people to get online.

In Brent 20% of households do not have English as their main language and 8% of people are unable to speak English well or at all. This presents additional challenges for ensuring individuals can access the support and guidance they require.

Contributing to strategic priorities

The hub model is aligned to Brent's strategic priorities and provides a mechanism to deliver these priorities at a local level. The hub approach will support the priorities of the Brent 2020 vision and the commitments set out in the Brent Labour Manifesto 2018. It also supports place-based working and the delivery of the Council's commissioning principle of empowering local organisations and supporting the voluntary and community sector to provide a more localised approach, as well as contributing to the aims of the Digital Strategy.   Further details are outlined in the diagram below.

Figure 1: Strategic priorities

Strategy / framework	Aligned priorities	
Brent 2020	Employment and skills	Regen – physical, social & environmental
	Demand management	
Place-based working	Delivering a more integrated approach	Responsive and timely interventions
	Tailored to local needs	
Commissioning Framework	Supporting local organisation and delivering solutions locally where possible	
Digital Strategy	Ensure all residents have access to the resources and support they need to confidently access information online	
	Enable digital communities that connect people with each other and local organisations	
NW London Sustainability and Transformation Plan	Reduce social isolation	
Financial Inclusion Strategy	Helping residents to move from benefits to sustainable employment and maximising income	
	Helping residents overcome high levels of debt and promoting responsible borrowing	Maximising opportunities for delivering financial inclusion through partnerships
Employment and Skills Strategy	Reduce poverty through employment and progression in work	
	Have a strong focus on addressing inequality by reducing economic and social polarisation within our most deprived neighbourhoods and amongst those residents who are furthest away from work	

The hub network will also support and provide space for the delivery of a range of initiatives and projects in response to national and local agendas (e.g. the roll out of Universal Credit) and community needs. For example, the growth of the digital skills offer which will be delivered by Brent Start from September 2018.

Defining the target audience

The aim of the hub model is to work with the most vulnerable who can find it difficult to access the support they need through mainstream services. The hub model is focused on supporting people to help themselves and each other, through spending more time with people than is possible with traditional services, working with people to solve their problems and build knowledge, understanding and resilience.

Hubs aim to support people who are living with a range of issues and challenges, including but not limited to, risk of homelessness, debt and money worries, unemployment, social isolation and a lack of confidence or impact of trauma affecting day-to-day life.

The hub network will be open to all, but it is anticipated that the audience will vary across locations according to demographics (as detailed in section 5). The hub offer needs to complement existing arrangements but provide a safe space for people to seek the additional support they need. The approach and offer should reflect individual needs and be tailored to support a range of individuals, including:

- Single people
- Parents and families
- Older people
- Adults with complex needs
- People experiencing a crisis
- People who are new to the area

4.   DEVELOPING A MODEL FOR ALL OF BRENT

Building on our learning from the pilot model in Harlesden and on the basis of the positive findings from the hub research, it is proposed to expand the hub across the borough, developing more coordinated and tailored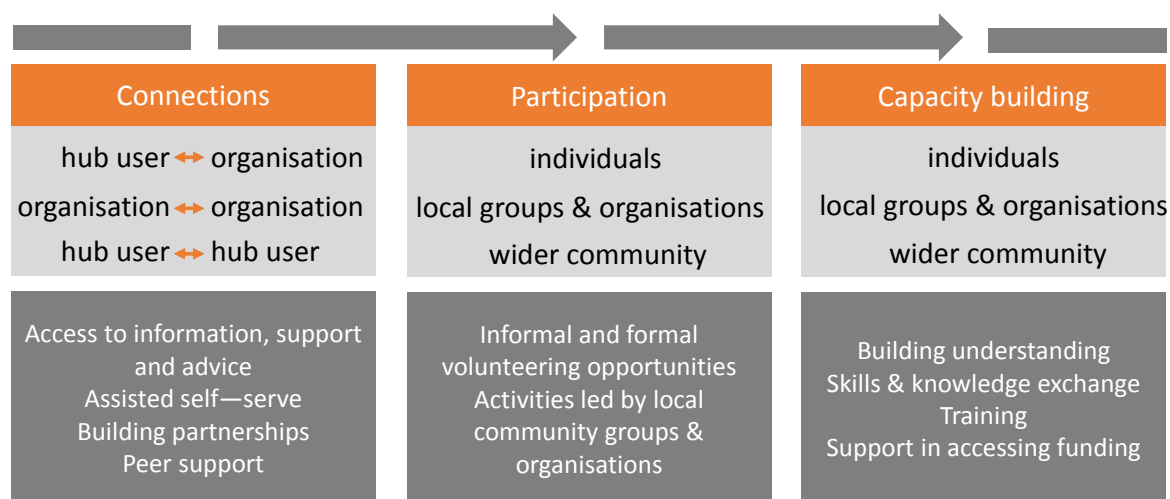 access to support and advice for Brent's residents. This section outlines the core components and features of the model in building a network of community hubs.

Developing the long-term vision for hubs

The vision is to develop hubs across Brent, developing a local network offering residents a new way to connect with community groups and local organisations and access the information, advice and support they need early to address the issues and challenges they face and to stop these issues from escalating. The ambition is for the hub network to create an environment which supports vulnerable residents to help themselves through facilitating resilience and providing the support needed to reduce long-term dependency on services.

The vision will be delivered through a network of hubs which is independent from the Council, supported by true collaboration with the voluntary and community sector, public sector partners and residents. Working closely with the Brent Advice Partnership, Brent Community Advice Network and supported by the Brent Advice Fund, the hub will provide opportunities to develop strong partnerships on a locality basis and support a neighbourhood working approach. Hubs will provide both a base for engagement with residents and a place for professionals from the council and other local organisations to work together around issues and cases, approaching them in a more holistic way.

Figure 2: A growth model

Connections	Participation	Capacity building
hub user ↔ organisation organisation ↔ organisation hub user ↔ hub user	individuals local groups & organisations wider community	individuals local groups & organisations wider community
Access to information, support and advice Assisted self—serve Building partnerships Peer support	Informal and formal volunteering opportunities Activities led by local community groups & organisations	Building understanding Skills & knowledge exchange Training Support in accessing funding

As the model develops, the aim is to see the focus of the hubs expand to encompass a new way to run and grow volunteering in Brent and provide opportunities for people to participate and contribute to their community. This would be complemented by opportunities to engage in a richer cultural experience, providing centres to hold cultural activities as part of the London Borough of Culture 2020. The hubs will also coordinate and support capacity building in the voluntary and community sector through providing opportunities for organisations to work alongside each other and share knowledge, operating beyond the physical space to provide a way for organisations to engage with the community in a more joined up way.

Through this approach the hub network will support community groups to develop the skills and expertise required to respond to and address changing needs, extend their reach and deliver greater impact within their local community. This will centre on prevention and supporting the most vulnerable, identifying opportunities to make an impact through intervening earlier and tackling issues more quickly to prevent escalation, reducing the demand for more costly services in the future.

Core components of the model

It is recognised that the type and level of need will vary across the borough and local arrangements will reflect this with support and services required to respond to local needs explored as part of the implementation phase. These local arrangements will build on a set of core components present in all hubs. The core components include:
- A clear governance structure with community leadership
- A core offer of advice
- Access to a range of information, support and guidance
- A community space and a programme of community activities

Component 1: A clear governance structure with community leadership
The starting point for establishing a hub in a new location will be to build connections with the local community and identify and engage key partners within the voluntary and community

sector to be involved in the development of the hub. In the initial phase the hub will be led by a reference group of partners, including Brent Council, the Brent Advice Partnership and a local community forum. The reference group will have responsibility for overseeing the development of the hub and ensuring it reflects the needs and interests of local people. As the network of hubs develop, longer-term governance arrangements will be explored including the option of developing a Community Interest Company. Further details are outlined in section 6 of this report.

Component 2: A core offer of advice

The core offer of advice will be delivered through a dedicated team of hub advisors, Brent Council services and hub partners. This includes general advice and guidance, housing, housing benefits and council tax support, employment and skills, financial inclusion, digital support and social care support services (e.g. social isolation).

Component 3: Access to a range of information, support and guidance

The core offer will be enhanced by a range of information, support and guidance tailored to local need and delivered by voluntary and community sector organisations and community groups, as well as local residents volunteering their time. As a growth model, this is expected to change and grow with time and create a location for enabling individuals to build new skills through self-serve, assisted self-serve (supported by community volunteers) and confidence building.

Component 4: A community space and programme of community activities.

The hub will also offer space to deliver activities and events for the community, reflecting the specific interests of local people and linking to the London Borough of Culture 2020.

The components of the model are underpinned by a set of features:

Responsive – seeks to understand and respond to demand, able to bring in expertise as required	*Community led* – driven by the local community
Flexible – a programme of support which adapts to changing levels of needs and interest from the local community	*Well connected* – established links with the community and facilitates joint working across organisations, grows as the partnership widens
Focused on learning – develops based on lessons learnt	

Through its delivery the hub will facilitate and support:

- *Building a local presence* – developing a hub brand and offering location-based delivery
- *Quality assurance* – ensuring local people have access to quality services
- *Partnerships, connections and referrals* – bringing together a range of organisations to work under one roof and connect with local people and developing a pathway of support, working with Town Centre Managers and Neighbourhood Managers to link up with local communities and businesses and strengthen connections
- *Digital offer* – building digital skills and confidence and supporting self-serve
- *Volunteering* – promoting volunteering in Brent
- *Outreach* – extending the offer beyond the physical space and working with the local community

- *Capacity building* – connecting local community organisations with the support they need to grow

The network of hubs will work to an agreed set of policies and procedures, including work environment and conduct, safeguarding and personal safety. The hub team will receive appropriate training to deliver services and respond to the range of needs and circumstances.

Figure 3: Hub blueprint

COMMUNITY HUB MODEL

- BAP / BCAN
- Town Centre Manager
- Brent Libraries
- Formal community forum
- Brent Council

Hub Partners Reference Group

Looks and feels different

Designed and developed with local residents and partners and tailored to local needs

Promotes independence not dependence

Person centred

Helping people to help themselves and others

Centred on the user not the service

Relational working not signposting

Radical

Wider library service

Town Centre Managers

Brent Start & local training offer

Local stakeholders & community initiatives

Digital programme

Engagement & consultation

Partnership

Partnership

| CORE OFFER | General advice | Housing advice | Benefit / CTS | Finan-cial inclu-sion | Employ-ment advice | Social care support services | Digital support | Safety net for most vuln-erable | local presence | quality assurance |

SUPPORT & GUIDANCE

Local offer from a range of organisations and community groups

partnerships

connections & referrals

volunteering

COMMUNITY SPACE & ACTIVITIES

Space for a programme of community, cultural and themed activities

outreach

capacity building

Pathways of support

The hub model is based on a user-centred pathway of support offered free of charge and accessible to all. Hub users should be able to seek and access the support they need within the hub, through a range of partners and volunteers who respond to the different needs presenting in the hub.   Support is delivered at different levels depending on the nature of the enquiry, from support and information to specialist advice. Where the advice is not available within the hub as it requires expert input, the hub will facilitate a connection.

Table 3: Support offer

Offer	What does this include?	How is this delivered in the hub?
Support and information	- Initial conversations - Support and assistance - Access to information - Connections and signposting - Supported self-serve	Offered by a range of hub partners and community volunteers
Information, advice and guidance	- General advice and guidance on a range of issues	Delivered through hub advisors and accredited local organisations
Specialist service	- High-level specialist advice - Casework	Delivered through specialist service or advice organisations working in the hub or local area

Procedures have been developed with Citizens Advice Brent to identify the breadth and level of support which can be delivered in the hubs, including accreditation checks for advice giving agencies which have been developed and tested as part of the pilot in Harlesden.

Figure 4: Pathway of support
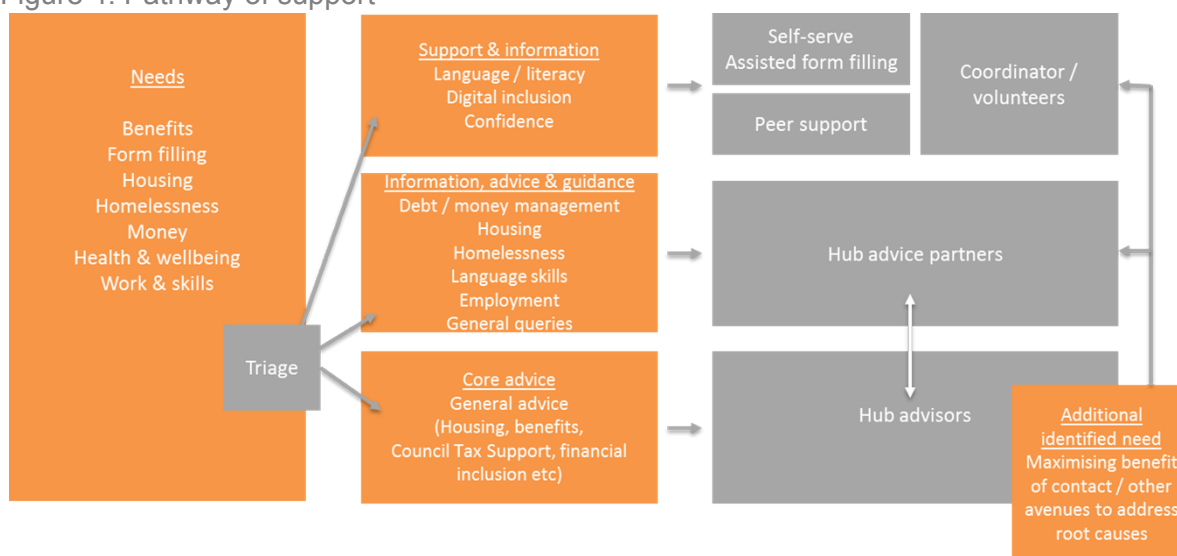
Being able to facilitate connections between organisations and maximising the benefits of contact with the hub service through identifying and addressing underlying issues, is a key consideration of the approach. For example, an individual may come into the hub to deal with a housing benefit query and through a conversation with a hub advisor may discuss other areas of concern which can be supported by the advisor directly or through another organisation working in the hub. The hub also provides an opportunity for partners to jointly

support people with complex issues. Procedures and training will be in place to effectively respond to concerns (e.g. toxic trio, safeguarding concerns).

The design principles mentioned at the beginning of this report (page 5) are reflected in the pathway of support outlined in Figure 2. The pathway is centred on the user, not the service. On entering the hub there is an initial conversation to understand the nature of their enquiry and need. Where possible, queries are dealt with through assisted self-serve to help promote independence. Peer support is also offered, engaging members of the community to help others.

5.   DELIVERY PLAN

The Harlesden hub pilot has provided an opportunity to see how the model could work in practice, test the appetite within the local community and better understand the level of need. In developing the hub model and building a network of community hubs, the next step is to build a presence and establish hubs in other areas of Brent. The previous section outlined how the model will work, this section sets out the process for extending the model in different locations.

The model will be extended to operate in different locations across the borough from September 2018. The locations will be based on the Council's preferred locality model (areas used for Brent Connects and adopted by Environment). Locations include Harlesden, Kilburn, Kingsbury & Kenton, Wembley, and Willesden. As with the Harlesden model, it is proposed that the majority of locations are centred on libraries or other suitable locations. This enables the hub to be developed around an established location, offering an opportunity to engage with an existing user group and maximise on existing footfall.

As outlined in section 2, an employment focused model is currently operating in St Raphael's Estate (The Living Room). This is also an opportunity to align an earlier model being delivered in St Raphael's Estate with the wider hub model. Employment is a core component of the wider hub model and bringing the two approaches together will provide the opportunity to expand the breadth of support currently delivered on St Raphael's Estate (connecting with a wider set of partners) and to extend the employment specialist resources to other locations of the borough. It is also provides an opportunity to feed in the learning from The Living Room to the wider hub model.

The extension of the model will focus on five locations as outlined below.

Location plan

Demographic data at a locality level has been drawn on to inform priorities and predict the groups and individuals most likely to access the hubs at the five proposed locations. This approach is based on intelligence showing that the active users of five Brent libraries - including locations where future hubs may be located and where the Harlesden Hub pilot is currently running. In addition to this, an estimate for the number of hub users has been calculated based on data from the Harlesden pilot.

Table 4: Estimated number of hub users by location

	Number of users supported by advisors Apr 17 – Mar 18	Population 18+	% of population	Estimated users in first year of operation
Harlesden	733	37,803	1.94%	-
Kilburn & Kensal Rise	-	52,098	1.94%	1,010
Willesden	-	47,090	1.94%	913
Wembley	-	73,990	1.94%	1,435
Kingsbury	-	46,978	1.94%	911
TOTAL	**733**	**257,959**	**-**	**4,269**

Figure 5: Hub locations
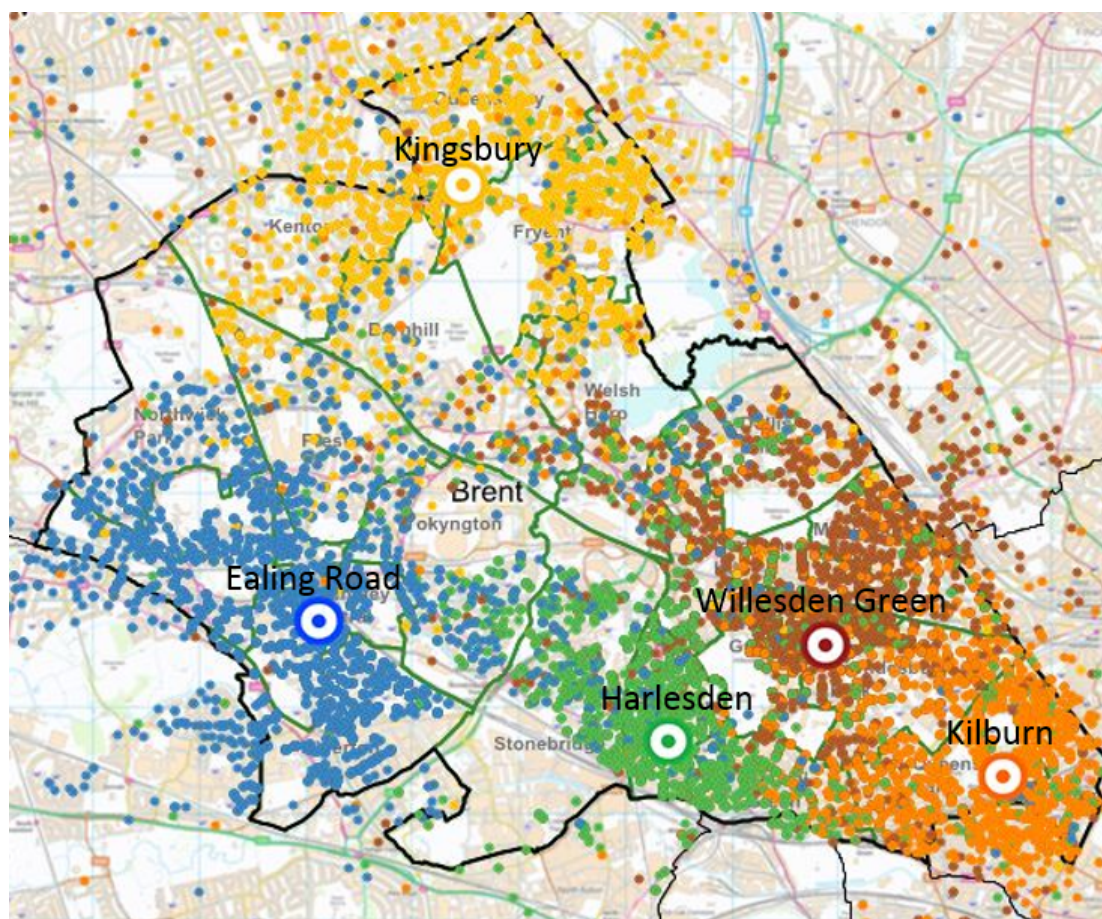
Further analysis of library data also confirms that the age and ethnicity profiles of users broadly aligns with that of the local populations. Pages 20 to 24 provide local profiles for the hub locations. The core offer will be common across each location but there will be some local variance with the range of support and activities offered in the hub tailored to respond to local need. For example, in an area with a higher proportion of older people the hub could offer support through local partners such as an enhanced handy work scheme, carers support and

social isolation support. This will be explored as part of the initial phase of the roll out in each location.
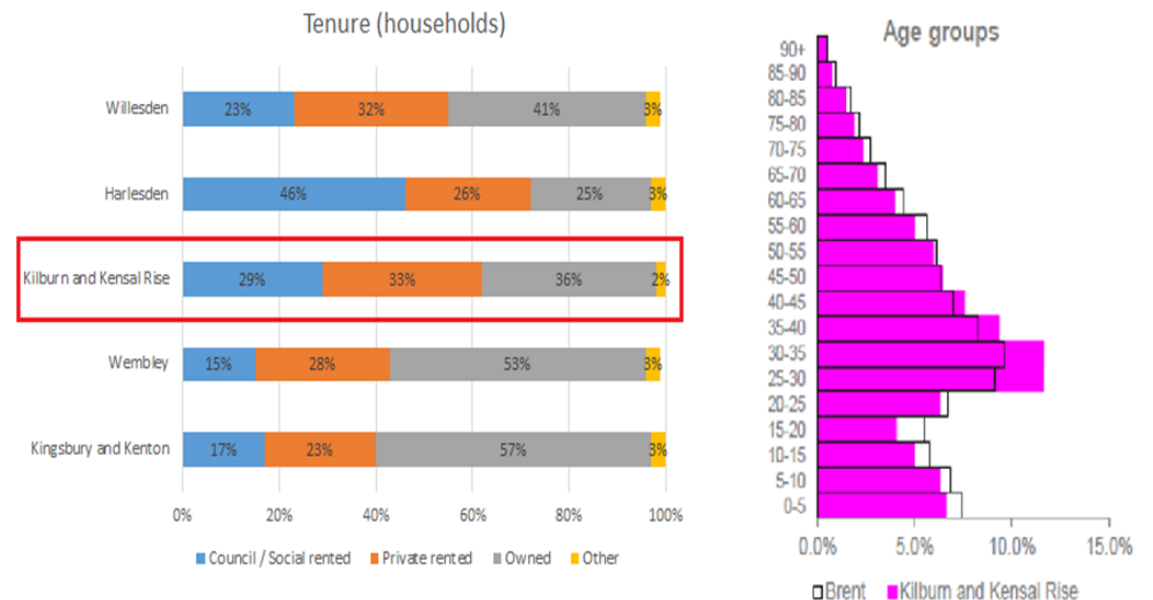
Location 1 – Kilburn Housing Office (Kilburn and Kensal Rise locality)

Real-time analysis of Brent's Housing Benefit and Council Tax Support caseload identifies Kilburn as the area with the highest proportion of claimants aged over 65 (26% of the borough total) and the second highest proportion, after Harlesden, of claimants in receipt of disability related benefits (23%). Initial evaluation of the hub pilot at Harlesden has identified clients within these cohorts as key users of its services and this trend is expected to be replicated at the Kilburn location.

In comparison to other localities the Kilburn area has the highest proportion of residents in households in the Private Rented sector (33%). This may be a symptom of the national housing crisis disproportionally impacting its 25-45 year old populations, which are significantly higher than the borough average.

Vulnerable residents within these cohorts are anticipated to be key users of new services provided at this location, complementing existing Housing and Financial Inclusion offers for local residents.

Tenure (households)

| Area	Council / Social rented	Private rented	Owned	Other
Willesden	23%	32%	41%	3%
Harlesden	46%	26%	25%	3%
Kilburn and Kensal Rise	29%	33%	36%	2%
Wembley	15%	28%	53%	3%
Kingsbury and Kenton	17%	23%	57%	3%

Age groups

Brent / Kilburn and Kensal Rise

Location 2 – Harlesden Library / St Raphael's Estate (Harlesden locality)

St Raphael's Estate residents can already access the employment-related services provided by Brent and partners at 'The Living Room' project on Besant Way. Aligning The Living Room with the wider hub model will provide additional support and new services to these residents, whilst helping to manage increasing demand at the original hub in Harlesden Library. It is proposed that the hub will be delivered from Henderson House on the St Raphael's Estate.

The Index of Multiple Deprivation identifies the Harlesden locality (which includes Stonebridge and St Raphael's Estate) as the most deprived area in Brent. The index combines multiple (weighted) measures that identify income deprivation, employment deprivation, education, skills and training deprivation, health deprivation and disability, crime, barriers to housing and services, and living environment – illustrating a clear need for holistic support for vulnerable residents in this area.

Index of multiple deprivation 2015

IMD decile
- 1 most deprived
- 2
- 3
- 4
- 5
- 6
- 7
- 8
- 9
- 10 least deprived
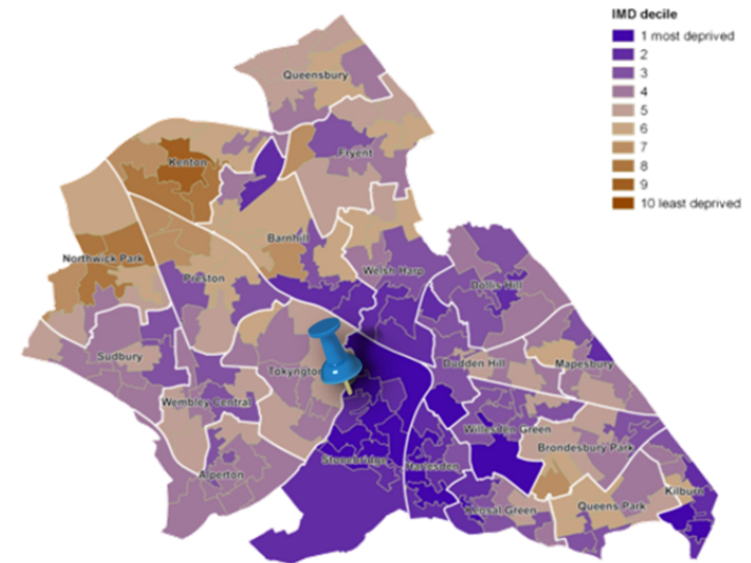
## Location 3 – The Library at Willesden Green (Willesden locality)

The Library at Willesden Green is a key Brent asset and, after the Brent Civic Centre Library, receives the highest number of annual visitors – who are primarily residents based in the Willesden locality.

This area includes multiple postcodes identified as being in the more deprived end of the Index of Multiple Deprivation scale, suggesting that a significant proportion of residents would access services similar to those provided at the Harlesden Hub, if they were available locally.

After Harlesden, the Willesden locality has the poorest connectivity with much of the area enduring broadband download speeds of under 10Mbps.

The space and facilities available at the proposed Willesden hub location would be suitable for supporting effected cohorts in accessing online services in-line with our Digital Strategy objectives, including making online the first choice for interacting with all council services and ensuring all residents have access to the resources and support they need to access online information and services.
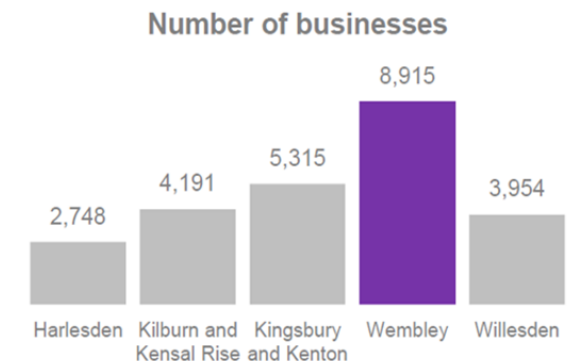

Annual active users by Gender
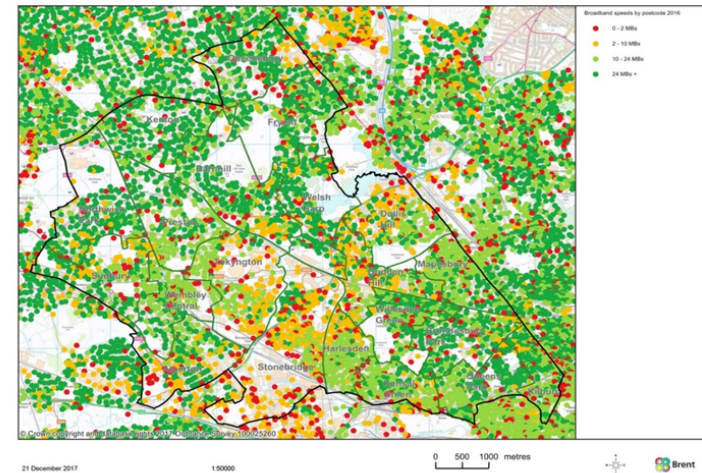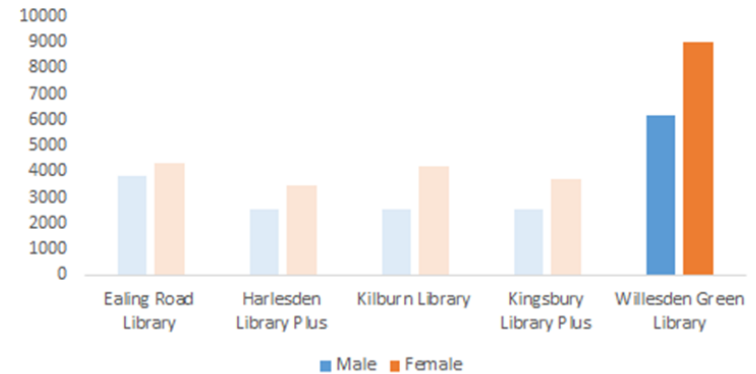
Location 4 – Ealing Road Library (Wembley locality)

The Wembley area has the highest population (94K) of the five Brent localities and by far the greatest number of businesses. The Ealing Road library is well placed between two priority high streets – Wembley High Road and Ealing Road – ensuring easy access for local SMEs and residents. It is anticipated that the hub model in this location could include small-business / entrepreneurial related services as part of its offer.

This locality also has the highest proportion (27%) and number of households where nobody speaks English as a first language, indicating that ESOL-related services would need to be a key consideration of the hub model at this location.

A July 2017 Brent Customer Services (BCS) pilot trialled a weekly, half-day, online services support offer at Ealing Road library. Take-up of this service was lower than expected but, following Cabinet agreement of a new core BCS delivery model at the Civic Centre from November 2017 – aimed at supporting customers in becoming more resilient and access services online, a similar offer in this location in future (promoted as part of a wider hub offer) may be better placed to support local people and help manage demand at the nearby Civic Centre.

Number of businesses

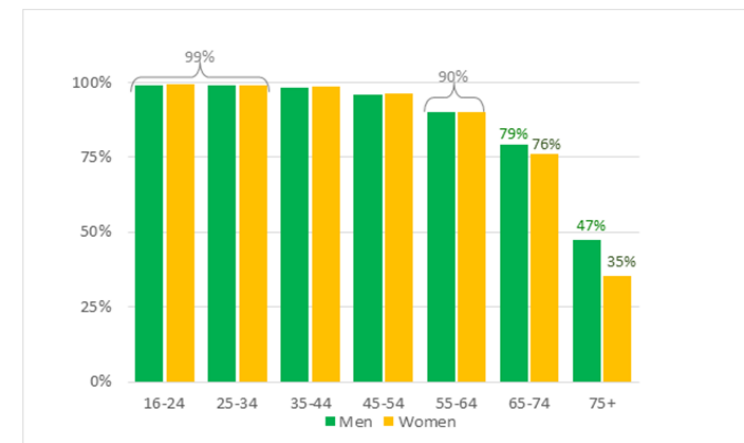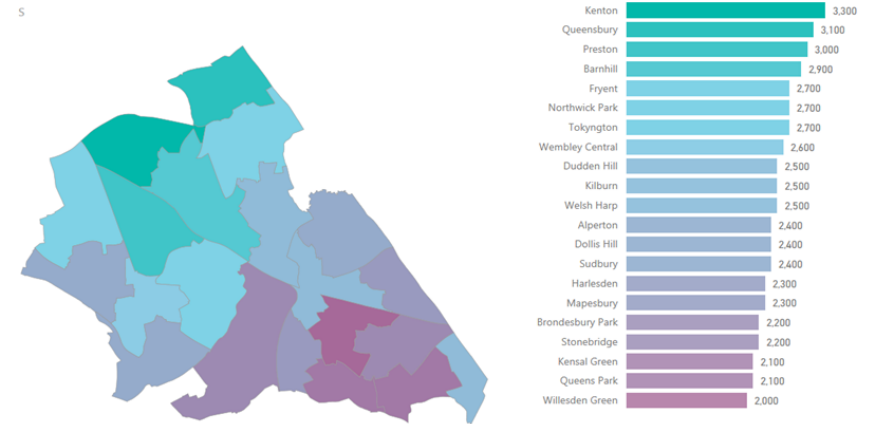| Harlesden	Kilburn and Kensal Rise	Kingsbury and Kenton	Wembley	Willesden
2,748	4,191	5,315	8,915	3,954

26

Location 5 – Kingsbury Library (Kingsbury and Kenton locality)

The key characteristic of the Kingsbury and Kenton locality is its older population.

National data shows that those in the older age brackets are less likely to be confident in accessing the internet and online services, indicating that a hub in this area should provide digital inclusion-related services as part of its core offer.

This locality also has the highest proportion of Brent residents providing unpaid care (9.5%), suggesting that carer services should form part of the wider hub offer in this area.

Area	Value
Kenton	3,300
Queensbury	3,100
Preston	3,000
Barnhill	2,900
Fryent	2,700
Northwick Park	2,700
Tokyngton	2,700
Wembley Central	2,600
Dudden Hill	2,500
Kilburn	2,500
Welsh Harp	2,500
Alperton	2,400
Dollis Hill	2,400
Sudbury	2,400
Harlesden	2,300
Mapesbury	2,300
Brondesbury Park	2,200
Stonebridge	2,200
Kensal Green	2,100
Queens Park	2,100
Willesden Green	2,000

% UK population accessing the internet in the last 3 months (age and gender)
*ONS -UK Internet Users, 2017*

The hub model, including governance and operational arrangements, will be developed in two strands as outlined below. During the development and roll out of the hubs (strand 1) the overall management of the hubs will sit within the Council's Transformation Team. Work will be carried out with partners to develop a longer term, sustainable model for the delivery of the hub network with the aim to transfer operational management of the network from April 2019 (strand 2). As activity will still be in place to extend the model to new locations during this period the activity to establish the hubs will continue to be led by the Transformation Team.

Learning from the development of the Harlesden Hub shows that the role of the Council in acting in a coordination and facilitation capacity has been vital to create the environment needed to bring disparate organisations and groups together and to ensure the right level of engagement from council services across departments. The Council's Transformation Team will work closely with partners and communities and obtain access to council resources including buildings and staff expertise (such as communications and information governance advice).

STRAND 1 – Development and roll out

It is proposed that the hub model will be rolled out in a phased approach from September 2018. The initial focus of the work is to create a physical presence in the library (or other location), engage and build relationships with agencies in the local area, secure buy-in from key partners and establish a reference group for the hub.

Figure 6: Strand 1 - building a presence
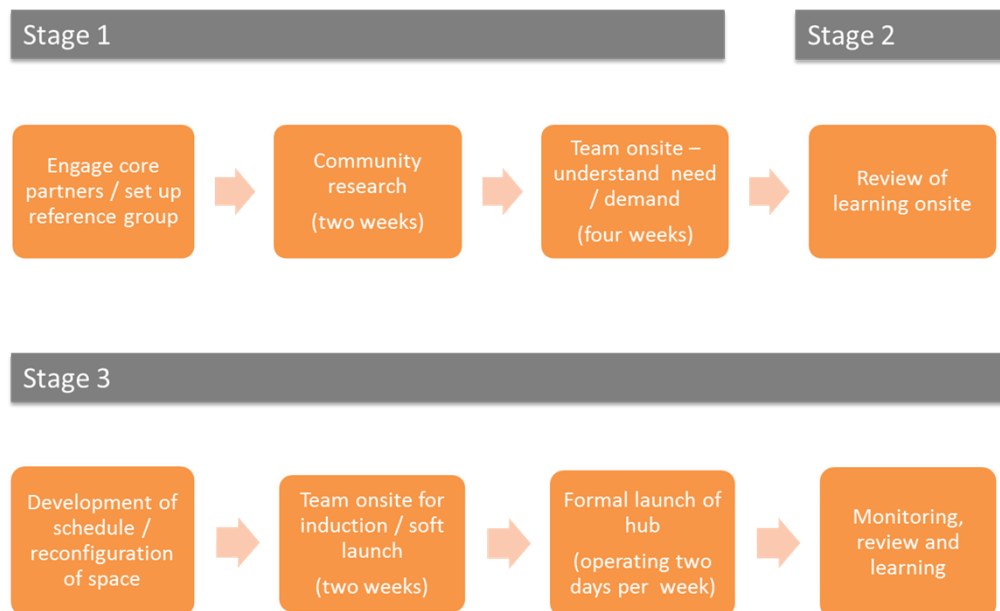
For each location, a two-week community research project will be undertaken to develop a better understanding of the community and need, followed by a four week period of bringing the team onsite to build a presence and brand within the location (as outlined in Figure 6 above). Following this and in preparation for bringing the hub onsite, work will be carried out to reconfigure the space as required. At this stage, this may include small works within the

library (or other location) to create the initial hub space, with spatial planning to identify larger works for longer-term arrangements.

The hub will be established through a soft launch, testing and adapting arrangements over a two-week period prior to a formal launch, bringing together local residents, community groups, elected members and delivery partners. Systems to capture learning during the initial stages of development will be established, monitored and reviewed by the reference group to inform the development of longer-term arrangements.

All hubs will be developed to a standard specification, focused on building:

- A welcoming, relaxed environment that looks and feels different
- A place which facilitates partnership working
- A space which is flexible to adapt to a growth model and changing programme

Minimum requirements will include:

Physical space	• Desk space for advisors and partners • Soft seating area with tea / coffee facilities • Noticeboard • Confidential meeting space including private space to hold interviews / have conversations • Joint space for partnership working • Space for training • Storage space
IT	• Superfast connectivity / Wi-Fi • Flexible hardware (which can be stored when not in use) • IT facilities for partners • Access to self-serve points for hub users • Client management system
Online presence	• Website / online schedule

The hubs will be developed to be flexible, multi-purpose spaces. Where the hub is operating within a library a distinct hub space will be created on the days of operation but will be set-up in a way which enables them to remain functional for general library use on non-hub days. Investment will be required in the remodelling of the proposed hub space in South Kilburn. Current property challenges in St Raphael's will also need to be considered as part of this work, which will require some investment to create the hub environment as outlined above.

Key considerations, including privacy, data sharing and safeguarding, will be addressed through planning arrangements. Risk assessments and procedures for mitigating and managing risk will be aligned with the policy and procedures of the service in which the hub is operating (e.g. library policies and procedures). This will include assessing and managing any increase risk of incidents or anti-social behaviour and managing high risk or very vulnerable individuals. Policies and procedures have been developed as part of the pilot model in Harlesden and will be reviewed and extended to other hubs. A privacy impact assessment is also being undertaken.

The client management system will be built in Dynamics 365 as a project within Brent's Digital Transformation Programme. This will provide a secure and confidential case filing and referral system for the hub. Users will include both Brent and partner organisation officers/staff, with different levels of accessibility as appropriate. The system will capture hub client journeys across the full range of hub services (and locations), supporting holistic service delivery and seamless client referrals. It will be a key tool in reducing administration, increasing data analysis and monitoring and evaluating the hub model.

The hubs will be rolled out in locations between September 2018 and August 2020 as illustrated in the work plan on page 28.

STRAND 2 – Delivery approach

The second strand of work will focus on establishing longer term arrangements for the hubs, including the development of future governance arrangements.

The hub will deliver advice, information and support, capacity building for local organisations and will facilitate volunteering opportunities. The activity in strand 2 will also focus on bringing in other areas of support which fit with and have potential for being embedded within the hub model. This includes the current financial inclusion resource to operate from the network of hubs. There is also the opportunity to align the hub model with the review of future commissioning arrangements for community and voluntary sector infrastructure support and volunteering, exploring options for the hub acting as a vehicle to deliver these key areas. This work will be completed by April 2019.

Figure 7: Extending the model - work plan

		Sep 18	Oct 18	Nov 18	Dec 18	Jan 19	Feb 19	Mar 19	Apr 19	May 19	Jun 19	Jul 19	Aug 19	Sep 19	Oct 19	Nov 19	Dec 19	Jan 20	Feb 20	Mar 20	Apr 20	May 20	Jun 20	Jul 20	Aug 20
STRAND 1	Location 1 Kilburn	■	■	■	■	■	■	░	░	░	░	░	░	░	░	░	░	░	░	░	░	░	░	░	░
	Location 2 Harlesden / St Raphs	■	■	■	■	■	■	░	░	░	░	░	░	░	░	░	░	░	░	░	░	░	░	░	░
	Location 3 Willesden Green							■	■	■	■	■	■	░	░	░	░	░	░	░	░	░	░	░	░
	Location 4 Ealing Road													■	■	■	■	■	■	░	░	░	░	░	░
	Location 5 Kingsbury																			■	■	■	■	■	■
STRAND 2	Review , align and embed connected support / services		▨	▨	▨	▨	▨																		
	Develop longer-term management and governance arrangements		▨	▨	▨	▨	▨	▣																	

STAGE	STRAND 1 - ACTIVITY	LENGTH (weeks)
0	Project planning	2
1	Engagement with core partners / set up reference group	2
2	Two week community research project to inform prototype	2
3	Prototype (four week test in location)	4
4	Review of prototype, reconfiguration of space (as required) and development of schedule	4
5	Team onsite for induction / soft launch	2
6	Formal launch of hub (operating two days per week)	4
7	Monthly monitoring & review / feedback to reference group. Operations increased to four days per week.	2
8	Preparation for next location	1
	TOTAL	23

Legend:
- ■ Development of hub
- ░ Ongoing delivery
- ▨ Activity
- ▣ Preferred governance model live
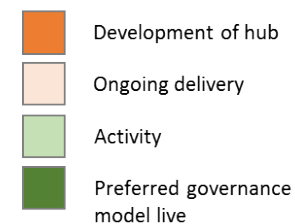
6.   MANAGEMENT AND GOVERNANCE ARRANGEMENTS

Operating model

The hub network will be supported by a multi-agency team. The team would be introduced on a phased basis as additional hubs are established:

- *Management* – lead on the roll out of the hub, hub brand development, relationship management, community infrastructure support and fundraising. Provide the overall management, monitoring and quality assurance role. This function could sit within the Council, a partner organisation or a new structure set up to run the hub network.
- *Hub coordinator* – responsible for day-to-day operations, including line management of hub advisors, supporting a multi-disciplinary team to deliver a range of support, information and advice services and activities in the hub, preparing the hub programme, coordinating monitoring and evaluation processes, managing volunteers and main point of contact for hub partners. Two full-time coordinator posts would be required with two/three locations each.
- *Hub advisors* – main point of contact onsite, delivering core advice to local residents, monitoring and reporting activity. Ten FTE would be required to operate a service across five hubs. This would be a generalist advice role, able to deal directly with a range of issues and support individuals to access more specialist support from other organisations.
- *Partner organisations* – professionals from partner organisations offering a fuller range of services to build on the core advice and support offered by hub advisors.
- *Volunteers* – general support including meet and greet, triage processes and assisted self-serve.

These arrangements are outlined in figure 8.

The operating model has been developed to provide sufficient capacity to respond to anticipated levels of demand, with an overall case capacity of 5,184 once all locations are fully operating. Estimates of demand are based on activity in Harlesden between April 2017 and March 2018 detailed on page 19.

The overall management of the model will sit with the Transformation Team in the initial phase of development. Coordinators will be hosted by a core hub partner and the hub advisors employed by Brent Council and managed by a relevant service area. From April 2019, the management of the network of hubs will be transferred to the preferred governance and management model.

Figure 8: Operating model

Appropriate DBS checks will be carried out as part of the recruitment of staff and volunteers. An induction and training programme will be developed for staff and volunteers. A volunteer framework will be implemented across the network of hubs to ensure good practice in the management and development of volunteers.

Options for managing a network of community hubs

A number of options have been considered for the management and delivery of the hub model as it is developed into a network of community hubs. These options have included the Council continuing to deliver the hub network with steering groups made up of voluntary sector and community groups and individuals or the Council commissioning an external provider or providers to manage and deliver the Hub service. Feedback from partners involved in the Harlesden Hub shows that the role of the Council in leading the network is key but that the active involvement of partners with a range of expertise, as well as community groups and individuals with their local knowledge and connections, is equally important in developing a sustainable network of community hubs offering a high standard of advice and support and meeting the wide range of needs of Brent's diverse communities. Based on this, the preferred option is to set up a Community Interest Company to manage the hub network.

Setting up a Community Interest Company

A number of types of organisational structure could be set up to manage the hub network, including a trading company or a charitable organisation. An options appraisal has been carried out to assess all options including an extension of the current model of SLA arrangements with a voluntary sector provider; an independent entity such as a Community

Interest Company (CIC); a local authority trading company; and an outsourcing arrangement. These options were assessed against a range of criteria:

- Level of social mission / focus and ability to make investment into the community
- Strength of political and senior management support
- Ability to ensure the current service is sustainable
- Level of flexibility / scope for collaboration
- Ability to enable council control but be community-led
- Ability to access funding (grants, sponsorship…)
- Ability to enable culture change
- Ability to enable service improvements
- Ability of current resources (capability / capacity) to make it happen
- Strength of wider stakeholder support
- Ability to align with wider VCS structure in Brent

The establishment of an independent entity such as a CIC came out as the strongest option. This option would enable the Council to continue to actively drive and support the hub network with key partners playing an active role. All assets would need to be used to benefit the community and the CIC would be able to bid for external sources of funding which are not available to the Council.

CICs are limited companies which operate to provide a benefit to the community they serve. They are overseen by the CIC Regulator which is responsible for ensuring that the work undertaken by CICs is of benefit to the community. CICs are subject to an 'asset lock' which ensures that assets are retained within the company to support its activities or otherwise used to benefit the community.

The first phase of the hub model roll out would be used to develop and establish a CIC which would then take over the management and delivery of the hub network. This period would allow for further work to develop the company model and to involve partners. Experience from the Council's work in establishing other forms of company would be utilised to inform this work.

It is proposed that the CIC be set up as a company limited by shares with the Council as sole or majority shareholder. Membership of the Board of the CIC would include senior Council officers, elected members, representatives of key voluntary sector and community organisations. A network of reference groups would also be established supporting individual hubs to ensure they are connected with local communities.

The CIC's Articles of Association and Shareholder Agreement would set a clear governance framework for the CIC. The CIC would be required to produce an annual business plan to be agreed by its shareholders and to report annually to shareholders and the CIC Regulator.

The proposed name for the company is Brent Hubs CIC. The hub network and each individual hub would be branded as part of the CIC, not as a Council service. Each hub within the network would be named after its location, e.g. Harlesden Hub; South Kilburn Hub.

The Council would initially provide core funding to the CIC to develop and deliver the hub network. This arrangement would last no more than three years after which time the CIC would need to compete for Council funding or grants. The CIC would also be able to generate funding through applying for grants and awards from other sources.

As a limited Company, the CIC, would be able to employ its own staff to manage the hub network and provide the core advice function. In practice it may be more practical for the CIC to second staff from the Council and partner organisations, or to establish a Service Level Agreement with the Council or other organisations for the provision of core services.

As outlined above, it is proposed that the Council continues to lead and manage the hub network, working closely with partners, during the first phase of the roll out. The first phase of the implementation period would be used to engage with partner organisations and obtain additional legal and financial advice to inform the establishment of the CIC. A proposal for the remit and operating model for the CIC would be brought to Cabinet for agreement prior to the Company being established.

7.   FINANCIAL AND ECONOMIC CASE

Financial modelling and analysis has been undertaken to quantify the cost of delivery and potential benefits from investing in the extension of the hub model. At this stage, the benefits are based on the pilot hub in Harlesden. Benefits will be monitored to evidence the financial success of extending the hub model.

Investment

The table below shows the full cost for rolling out and delivering a network of hubs. It is assumed that all running costs are covered by the Council (e.g. rents and utilities), with the exception of The Living Room with costs already accounted for within the budget (as outlined in the table below).

Table 5: Annual operating costs

	FTE	Revenue (£000)
HUBS (LOCATIONS 1 – 5)		
Hub development, management and coordination	3	£171
Hub Advisor	10	£393
Operational running costs		£5
Volunteer programme		£3
Training and development		£3
Supplies / services and one-off costs (e.g. testing & research)		£50
Total cost per annum	**13**	**£625**
HUB EMPLOYMENT TEAM (THE LIVING ROOM)		
Management	1	£63
Officer	3	£122
Overheads - property		£8
Marketing materials and events		£2
Other expenses		£16
Total cost per annum	**4**	**£211**
TOTAL	**17**	**£836**

Operational costs are phased in line with the schedule for rolling out the hubs. Full operating costs of £836k will come into effect during 2020/21.

The development of the hub model provides an opportunity to align resources for core areas of support which fit with and have the potential for being embedded within the hub model of delivery (e.g. hub employment support and financial inclusion). This has already been agreed for The Living Room. A report to the Housing Operations Transformation Board in April 2018 outlined the range of financial inclusion services either delivered or funded by the Council and it is proposed that these are moved into the hub where possible. Further work will be carried out to consider the practicalities of transferring these services into the hub model.

As part of the wider remit of the hub, it is also proposed that infrastructure support and capacity building in the voluntary sector is moved into the hub model. A separate review of advice contracts and community and voluntary sector support is being carried out. Volunteering could also be factored in although there is no budget available.

Table 6: Proposed funding streams

Income	Revenue (£000)
Funding for The Living Room	£211
Performance, Policy & Partnerships	£200
Housing Financial Inclusion Team budget	£184
Housing Needs (Financial Inclusion element)	£79
Customer Services & Benefits (Financial Inclusion element) *	£162
TOTAL	**£836**

This budget includes delivery of LWA and DHP and is subject to agreement of funding arrangements post August 2019 to fund this service.

Funding will be required for the first three years of operation at which time it is expected that the CIC will be generating income to cover operating costs. Any potential shortfall during the initial three years of operation would be covered by reserves within Performance, Policy and Partnerships.

Capital would be required to cover any refurbishment works in the setting up the hubs as outlined below.

Table 7: Capital costs

	Capital (£000)
Building and refurbishment	£145
IT equipment	£35
TOTAL	**£180**

Financial benefit

The hub model is built on an early intervention approach, with the aim of intervening as soon as possible and effectively at a community level to reduce demand for more costly services in the future. Research carried out in Harlesden in March 2018 observed that the hub was helping people to solve simple but pressing problems on the spot, solve more complicated and entrenched problems, address other issues beyond that which people first present with (and that they may not have thought to address) and connect with other people and participate in community life. The research also highlighted that some of the people accessing the hub find it difficult to access mainstream services and therefore may not seek support elsewhere.

Data from the Harlesden hub shows that the key areas of support are benefits, money, housing and homelessness, employment and general support / form filling. Where there is an opportunity to address problems early and avoid escalation of issues there is a potential financial benefit (as outlined in the table below).

Table 8: Potential costs benefits (incident costs taken from the Greater Manchester New Economy Model unless otherwise stated)

Presenting need	**Volume*** (no. incidents in Harlesden Apr 17 – Mar 18)	**Potential cost benefit** *Source: Greater Manchester New Economy Model unless stated otherwise**
Benefits Housing Benefits and Council Tax	403	Not dealing with these issues early can lead to escalation of issues and potential risk of

Support – support with managing accounts, change in circumstances, including financial inclusion advice		rent arrears or eviction. Incident costs are outlined under housing and homelessness below.	
Money Money and debt advice, rent arrears	120	Unit costs not available. **Current spend on financial inclusion in Brent is £980k.	
Housing & homelessness Housing needs, repairs, issues with landlords, risk of eviction and homelessness	102	Average fiscal cost of a complex eviction	£7,276 *per incident*
		Homelessness advice and support – cost of homelessness prevention / housing options scheme	£699 *per scheme*
		Homelessness application – average one-off and ongoing costs associated with statutory homelessness	£2,724 *per application*
		**Temporary accommodation – B&B cost in Brent	£130 *per week*
Employment Support with setting up an email account, job search, CV writing, support into work	35	Fiscal and economic benefits from a workless claimant entering work - JSA	£10,321 *per claimant per year*
		Fiscal and economic benefits from a workless claimant entering work - ESA	£9,091 *per claimant per year*
		Fiscal and economic benefits from a workless claimant entering work – Income Support	£7,972 *per claimant per year*
General support / form filling Support with reading letters and completing forms	49	This could cover a range of areas e.g. missed medical appointments (£114 per appointment).	

*Volumes are based on monitoring data from hub advisors and don't include support delivered by hub partners.

There are potential further indirect social and economic benefits in dealing with these issues early. Taking a holistic approach to tackling factors such as housing / homelessness and unemployment which can contribute to poor health, an increase in social problems such as crime and antisocial behaviour or impact on outcomes for children and families (including education attainment) could deliver additional benefits. An indication of these wider potential benefits from cost avoidance of incidents related to health, education and crime are outlined in tables 9 and 10 below.

Table 9: Wider potential benefits (incident costs taken from the Greater Manchester New Economy Model)

Incident	Unit cost
Health	
Average cost of service provision for adults suffering from depression and/or anxiety disorders (per person per year)	£977
Mental health outpatients community provision – average cost per contact	£167
Counselling services in primary medical care, cost per hour	£52
GP – cost per hour	£125
Hospital outpatients – average cost per outpatient attendance	£114
Crime	
Anti-social behaviour further action necessary (cost of dealing with incident)	£673

Domestic abuse – average cost per incident	£2,836
Crime – average cost per incident of crime	£663

Table 10: The cost of late intervention (EIF analysis 2016)

Incident	Unit cost
School absence and exclusion	
Persistent absentees	£1,886
Permanent school exclusion	£2,545
Child injuries and mental health	
Child admitted to hospital due to injuries	£1,319
Child admitted to A&E due to injuries	£80
Child admitted to hospital due to mental health	£42,236
Child admitted to hospital due to self-harm	£2,241
Youth substance misuse	
Young people admitted to hospital due to substance misuse	£404
Child using specialist substance misuse treatment services	£17,007
Child admitted to hospital due to alcohol	£1,770
Youth economic inactivity	
16-17 year olds who are NEET	£630
18-24 year olds who are NEET	£3,507
Crime and anti-social behaviour	
Reported anti-social behaviour incidents	£364
Young people in the Youth Justice System	£9,031

8.   ASSESSING THE IMPACT / MEASURING THE BENEFITS

As a growth model, focused on learning and responding to changing needs, monitoring and review will be embedded into the approach. Initial work has been undertaken in Harlesden to capture learning and a full evaluation framework will be developed alongside the extension of the model.

Assessing impact

The hub model sets out to ensure that people with complex and multiple problems can access the support they need early and, through earlier intervention, stop issues from escalating. This model aims to deliver both improved outcomes for individuals and to reduce the need for more costly intervention at a later stage.

This development of an evaluation framework will ensure that the impact of the approach can be assessed, including:
- Being able to support individuals with the most complex needs
- Being able to address needs / issues which prevent individuals from moving forward with other aspects of life (e.g. getting a job)
- Building confidence and capability to self-serve, reducing repeat contacts
- Reducing reliance on public services
- Early intervention in cases where individuals may not have the knowledge or access to be able to disclose to professionals in another setting and ability to give them ongoing support while referring them to a specialist

Benefits

Benefits for individuals

The model sets out to deliver the following benefits:
- People feel better connected, develop new relationships and feel less lonely
- People are able to keep their home and find work
- People address their debts and money worries
- People feel more independent and develop new skills through learning and development opportunities and skills and knowledge exchange
- People live healthy and happy lives

Community benefits

The model sets out to deliver the following community benefits:
- Local community-based organisations are empowered to support local people
- Residents are able to access the support they need within their community
- Organisations are connected and work together to build relationships with the local community
- Local organisations share and make the best use of resources and provide a joined-up response to needs

Benefits for the Council and wider public services

The model sets out to deliver the following benefits:
- Reduced demand for council and wider public services
- Increase in multi-agency working, reducing duplication

Outcomes framework

A draft Outcomes Framework has been developed which provides a baseline for measurement of outcomes which the hub network is expected to deliver. This will be further developed as part of the hub network implementation and will be used as part of arrangements for monitoring the impact of the hubs. Further details are outlined in draft the Hub Network Outcomes Framework.