

	Cabinet 12 September 2018
	Report from the Director of Performance, Policy and Partnerships
Community Hubs – Extending the Model across Brent	

Wards Affected:	All
Key or Non-Key Decision:	Key
Open or Part/Fully Exempt: <small>(If exempt, please highlight relevant paragraph of Part 1, Schedule 12A of 1972 Local Government Act)</small>	Open
No. of Appendices:	Three: <ul style="list-style-type: none"> Community Hubs – a model for Brent (Sept 2018) Draft Outcomes Framework Equality Analysis
Background Papers:	N/A
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1.0 Purpose of the Report

- 1.1 This report sets out proposals to extend the community hub model across Brent. It outlines how the model has been developed in Harlesden and how the pilot has informed proposals to extend to other areas across the borough, as well as outlining the key considerations in rolling out the model.

2.0 Recommendation(s)

That Cabinet:

- 2.1 Approves and supports proposals, set out in Community Hubs: A model for Brent at Appendix 1, for extending the community hub model currently operating in Harlesden to additional areas of the borough including Kilburn, Willesden, Wembley and Kingsbury and Kenton.

- 2.2 Notes the intention to revert to Cabinet for a decision to set up a Community Interest Company, or other delivery vehicle, once exploratory work has concluded.

3.0 Detail

- 3.1. Full details of proposals to extend the hub model across the borough are outlined in the attached hub model report. The proposals have been informed by learning from the delivery of a pilot in Harlesden and through conversations with key partners and service areas (including Customer Services, Housing, Employment, Skills & Enterprise, Strategy & Partnership and Libraries).

Background

- 3.2. The development of a community hub model was an idea generated from the 2016 Outcome Based Reviews (OBRs) focused on Employment Support and Welfare Reform, Housing for Vulnerable People and Regeneration. The model was developed based on insights from community research which highlighted the difficulty some individuals and professionals face in navigating the system, people's experience of having to tell their story several times to different people and organisations, and the need for greater collaboration across agencies to provide a more holistic approach to services.
- 3.3. The hub model sets out to connect people with complex or multiple problems, who may find access to mainstream services more difficult, with the support they need early, to stop issues from escalating. It brings together local organisations to work together under one roof and provides a space to facilitate connections with the wider community.

Learning from the pilot model

- 3.4. A pilot hub was launched in Harlesden in March 2017 following a two-week prototype to build and test the model in November 2016. The Harlesden Hub operates two days per week from Harlesden Library and brings together local organisations to offer a range of support and guidance to residents. This includes benefits, housing, money / debt and employment support and advice.
- 3.5. The Harlesden hub is supported by a range of partners including the Brent Advice Partnership, Brent Community Advice Network (BCAN), Crisis Brent, Advice4Renters, Bosnia & Hercegovina Community Advice Centre, Brent Carers and The Sherriff Centre, which provides debt advice. 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. A range of information and advice is available to local residents including benefits, housing and homelessness, money / financial inclusion, employment support and general support (e.g. digital access and form filling).
- 3.6. Independent research was carried out in March 2018 to explore who is using the hub and how the hub is helping and benefiting people. The research identified key areas of impact for the hub:
- helping people secure a home or keep their homes
 - helping people find work or keep jobs
 - helping people address debt and stop financial problems escalating

- helping people feel more independent and connected, and less lonely
 - helping people be able to look after children, keeping them safe, well and in school
- 3.7. The research also 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 dealing with the effects of trauma). It is recognised that 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 problems.
- 3.8. Between April 2017 and March 2018 core hub advisors delivered support through over 700 customer interactions. In addition, partners delivered a range of support and advice and a programme of cultural activities has engaged a wider audience. Demand for hub services has increased overall during the period the hub has been operational and measures, including an enhanced triage function and recruitment of additional volunteers, have been put in place to manage demand.

Developing a longer-term vision

- 3.9. The vision is to develop a local network of hubs across Brent offering residents a new way to connect with community groups and local organisations and access the information, advice and support they need early. The ambition is for hubs 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.
- 3.10. Working closely with the Brent Advice Partnership, Brent Community Advice Network and supported by the Brent Advice Fund, the hub network will provide opportunities to develop strong partnerships on a locality basis and support a neighbourhood working approach. The 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.
- 3.11. Appendix 2 provides a draft outcomes framework which has been developed to provide 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.
- 3.12. On a longer term basis, volunteering and community and voluntary sector infrastructure support could be delivered through the hub model. A review of advice contracts and community and voluntary sector support is currently being carried out by the Strategy & Partnerships Team. Findings will inform the proposed next phase of the hub model development. Work is also ongoing to look at how the future face-to-face customer service offer may change in response to key factors such as the introduction of Universal Credit and the Digital Strategy, as well as understanding how this will fit with hubs.

Process for extending the model across Brent

3.13. It is proposed that the extension of the hub model is delivered in two strands:

Strand 1	Building the hub network: <ul style="list-style-type: none"> • Location 1 – Kilburn • Location 2 – Harlesden / St Raphael's • Location 3 – Willesden • Location 4 – Ealing Road • Location 5 – Kingsbury & Kenton 	From Sept-18
Strand 2	Development of longer-term management and governance arrangements	Oct-18 - Apr-19

3.14. 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. 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 transferred to the hub network where possible. There is further work required to understand how bringing this budget and function into the hub model would work in practice.

4.0 Financial Implications

4.1. The table below shows the estimated full year revenue cost for rolling out and delivering the network of hubs proposed, assuming they operate at full capacity.

	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

4.2. These costs will be phased over the next two years and the full operating costs will come into effect from April 2020.

- 4.3. The table below shows how the costs above are proposed to be funded.

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 represents delivery of LWA and DHP and is subject to agreement operational decisions regarding the preferred location of these functions and, in the case of LWA, of funding arrangements post August 2019 to fund this service.*

- 4.4. Funding for The Living Room is currently in place until 2020, funded through a combination of Housing Revenue Grant (HRA) and DWP community budget. The other funding streams are existing budgets within the Council and are based on estimated activity levels expected in the hubs, and agreement of the optimum service delivery channels for existing functions. The Policy, Performance and Partnerships (PPP) budget will be funded from PPP reserves and can continue for its first full three years of operation to 2022/23. As outlined in paragraph 3.13, further work will be required to ensure that the other funding streams are secure in order for expenditure to be contained within total income, this includes ongoing consideration of how best to align proposed resource.
- 4.5. Refurbishment works will be required in setting up the hubs. It is anticipated that the total cost of capital expenditure will be £180k, as set out in the table below.

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

- 4.6. The capital works can be funded from the capital transformation reserve.

5.0 Legal Implications

- 5.1. The existing hub structure and proposed hub model would assist the council to comply with its requirement to provide advice and guidance under a number of statutory provisions, for example under the Care Act 2014 whereby it is required to provide comprehensive information and advice about care and support services in their local area.
- 5.2. As outlined in the hub model report, during the implementation phase the intention is for the hub network to work towards establishing longer term arrangements for the management and delivery of services. In doing so, careful consideration will need to be given to the structure and establishment of a separate organisation to lead on management and delivery. Officers currently favour the establishment of a Community Interest Company but other possible legal forms should be fully considered.

- 5.3. There are various legal and commercial issues to consider when establishing a new independent organisation to undertake the delivery of certain public services to include:
- State Aid - The state aid rules for example prohibit subsidies (this may be in the form of grant aid, use of premises at less than market price, capital investment other than on market terms, etc.) by government to organisations when the subsidy confers an unfair advantage to one organisation. There are some exemptions that can apply to public benefit projects and grants made to organisations with a purely local impact may not fall within the definition of state aid if they do not affect trade between member states.
 - Procurement - As a contracting authority, the Council is subject to the Public Contracts Regulations 2015 (PCR 2015) in respect of any contracts it wishes to award for services carried out by an external organisation. As it is proposed that a range of third parties that may or may not be “contracting authorities” under the PCR 2015 will be involved in any organisation created to manage and operate the community hubs, the Council would not be able to rely on the exemption contained in Regulation 12 of the PCR 2015 (the Teckal exemption) and any contracts which exceed the relevant threshold must be advertised in OJEU and awarded following one of the procedures mandated in the PCR 2015. Regulation 77 of the PCR 2015 permits contracting authorities to reserve participation in procurement processes for certain types of contract to social enterprise or employee-owned organisations. There are detailed rules regarding this exemption and it is generally only available to an organisation for a period of 3 years.

6.0 Equality Implications

- 6.1. The public sector equality duty, as set out in section 149 of the Equality Act 2010, requires the Council, when exercising its functions, to have “due regard” to the need to eliminate discrimination, harassment and victimisation and other conduct prohibited under the Act, to advance equality of opportunity and foster good relations between those who have a “protected characteristic” and those who do not share that protected characteristic. The protected characteristics are: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex, and sexual orientation.
- 6.2 Having due regard involves the need to enquire into whether and how a proposed decision disproportionately affects people with a protected characteristic and the need to consider taking steps to meet the needs of persons who share a protected characteristic that are different from the needs of persons who do not share it. This includes removing or minimising disadvantages suffered by persons who share a protected characteristic that are connected to that characteristic.
- 6.3 There is no prescribed manner in which the council must exercise its public sector equality duty but having an adequate evidence base for its decision is necessary. Cabinet is referred to the contents of this report for information, in particular the Equality Analysis at Appendix 3 and paragraph 6.4 of the report.
- 6.4 The hub model report sets out how the proposed locations for the hub model and core offer will respond to local need. The core purpose of the hub is to

support vulnerable residents with complex needs and it is expected to deliver positive impacts for this population.

7.0 Consultation with Ward Members and Stakeholders

- 7.1. The development of the hub model and proposals for a network of hubs have been informed by extensive research and engagement carried out as part of the OBR, involving Members, residents, the voluntary and community sector and statutory partners.

8.0 Human Resources/Property Implications (if appropriate)

- 8.1. Resources, including staff resources, which are required to take forward projects are set out in the hub model report. It is proposed to use existing Council locations for the network of hubs, mainly libraries, and support from the relevant service areas has been secured.
- 8.2. The report sets out the core staff required to deliver the hub network. It also highlights how capacity from council services, partners (particularly community organisations) and volunteers, will be drawn together to contribute to the delivery of the hub model.
- 8.3. Depending on the nature of the longer term management and governance arrangement proposed, there may be both staff and property implications to include the need for any independent body created (such as a Community Interest Company) to be granted a lease/licence to occupy libraries or other Council owned locations from which the hubs are operating.

Report sign off:

Peter Gadsdon

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