



City of Westminster

# Committee Agenda

Title:

**Vulnerable Adults, Health and Communities Policy and Scrutiny Committee**

Meeting Date:

**Thursday 7th March, 2024**

Time:

**6.30 pm**

Venue:

**Rooms 18.02-0.3, 18th Floor, Westminster City Hall, 64 Victoria Street, SW1E 6QP**

Members:

**Councillors:**

Concia Albert (Chair)  
Gillian Arrindell  
Robert Eagleton  
Lorraine Dean

Amanda Langford  
Selina Short  
Hamza Taouzzale



**Members of the public are welcome to attend the meeting and listen to the discussion Part 1 of the Agenda**

**Admission to the public gallery is by ticket, issued from the ground floor reception. If you have a disability and require any special assistance, please contact the Committee Officer (details listed below) in advance of the meeting.**

**If you require any further information, please contact the Committee Officer, Linda Hunting, Policy and Scrutiny Advisor.**

**Email: [lhunting@westminster.gov.uk](mailto:lhunting@westminster.gov.uk)  
Corporate Website: [www.westminster.gov.uk](http://www.westminster.gov.uk)**

**Note for Members:** Members are reminded that Officer contacts are shown at the end of each report and Members are welcome to raise questions in advance of the meeting. With regard to item 2, guidance on declarations of interests is included in the Code of Governance; if Members and Officers have any particular questions, they should contact the Head of Committee and Governance Services in advance of the meeting please.

## **AGENDA**

### **PART 1 (IN PUBLIC)**

**1. MEMBERSHIP**

To note any changes to the membership.

**2. DECLARATIONS OF INTEREST**

To receive declarations by Members and Officers of the existence and nature of any pecuniary interests or any other significant interest in matters on this agenda.

**3. MINUTES**

To approve the minutes of the last Vulnerable Adults, Health and Communities Policy and Scrutiny Committee meeting, 18 January 2024.

**(Pages 5 - 10)**

**4. WORK PROGRAMME**

To discuss and shape the Committee's work programme for the municipal year 2024- 2025.

**(Pages 11 - 18)**

**5. INNER WEST LONDON MENTAL HEALTH SERVICES RECONFIGURATION JOINT HEALTH OVERVIEW AND SCRUTINY COMMITTEE UPDATE**

To receive a verbal update on the IWL JHOSC and the proposed substantial variation in development and services in relation to the Gordon Hospital and provision of mental health services in Westminster.

**6. WESTMINSTER COMMUNITY HUBS PROGRAMME**

To carry out pre-decision scrutiny on the Council's proposed Community Hubs Programme, with particular emphasis on the links to #2035, improving community health and wellbeing, access to support for residents, and make recommendations.

**(Pages 19 - 58)**

**Stuart Love**  
**Chief Executive**  
**27 February 2024**

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CITY OF WESTMINSTER

## MINUTES

### Vulnerable Adults, Health and Communities Policy and Scrutiny Committee

#### MINUTES OF PROCEEDINGS

Minutes of a meeting of the **Vulnerable Adults, Health and Communities Policy and Scrutiny Committee** held on **Thursday 18th January, 2024**, 18th Floor Meeting Rooms. Westminster City Hall, 64 Victoria Street, SW1E 6QP.

**Members Present:** Councillors Concia Albert (Chair), Gillian Arrindell, Lorraine Dean, Mark Shearer, Selina Short and Hamza Taouzzale

**Also Present:** Councillor Nafsika Butler-Thalassis (Cabinet Member for Adult Social Care, Public Health and Voluntary Sector), Councillor Aicha Less (Cabinet Member for Communities, Children and Public Protection), Bernie Flaherty (Deputy Chief Executive, Bi-Borough Executive Director of Adult Social Care and Health) (online), Anna Raleigh (Bi-Borough Director of Public Health), David Bello (Bi-Borough Director Health Partnerships), Gareth Wall (Bi-Borough Director of Integrated Commissioning), Visva Sathasivam (Bi-Borough Director of Social Care), Louise Butler (Bi-Borough Head of Safeguarding, Quality Assurance and Engagement), Serena Simon (Director of Communities)(online), Shama Sutar-Smith (Head of Culture and Strategy), Andrea Johnson (Community Equalities Manager), Linda Hunting (Policy and Scrutiny Advisor), and Maria Burton (Portfolio Advisor for Councillor Nafsika Butler-Thalassis)

**External Guests:** Aileen Buckton (Chair, Bi-Borough Safeguarding Adults Executive Board), Halima Kamri (Project Officer, The Mosaic Community Trust)(online), Sabirah Ali (Head of Cultural Learning, Westminster Adult Education Service), Amy Colle Camara and Richard Kobena Osei (ESOL (English for Speakers of Other Languages) Students, Westminster Adult Education Service (WAES))(online), Chris Barlow (Westminster LGBT Forum), and Laura Nettleford (Specialist Adult Autism Advisor, The Centre for ADHD & Autism Support)(online)

#### 1 MEMBERSHIP

1.1 The Committee noted there were no changes to Membership.

#### 2 DECLARATIONS OF INTEREST

2.1 The Committee noted Councillor Nafsika Butler-Thalassis declared that in respect of the item the Safeguarding Adults Executive Board Annual Safeguarding Report (SAEB) she is employed at the BME (Black and Minority Ethnic Communities) Health Forum.

### **3 MINUTES**

- 3.1 The Committee approved the minutes of its meeting held on 4 December 2023.
- 3.2 The Committee approved the minutes of the Climate Action, Housing and Regeneration Policy and Scrutiny meeting held on 12 September 2023.

#### **RESOLVED:**

- 3.3 That the minutes of the meeting held on 4 December be signed by the Chair as a correct record of proceedings.
- 3.4 That the minutes of the meeting held on 12 September be signed by the Chair as a correct record of proceedings.

### **4 WORK PROGRAMME**

- 4.1 The Committee noted that the Work Programme meeting held in October 2023 was to agree the items for this meeting and 7 March 2024.
- 4.2 The Committee noted that another Work Programme meeting to plan for the next municipal year work programme of the Committee will take place on 13 May 2024. This follows from the Policy and Scrutiny Cabinet Member Annual Update to be held on 22 April 2024.

#### **ACTION:**

1. An explanation to be provided to the Committee about the meaning of 'Community Safety Services' under the Terms of Reference of the Committee.

### **5 THE CARE QUALITY COMMISSION (CQC) ASSURANCE FRAMEWORK UPDATE**

- 5.1 The Committee welcomed Visva Sathasivam (Bi-Borough Director - Social Care, to introduce the report on the Care Quality Commission Assurance Framework. The Bi-Borough Director of Social Care responded to questions on the following topics:
  - Whether the Council is meeting the requirements under the Care Act 2014.
  - The expected timing of the inspection of the service and why the Council has not been inspected for a significant period of time.
  - What the new inspection regime will cover, including assessment by borough or by council, and the rating Westminster City Council is on track to receive.
  - The Disabilities Adaptation Team in housing and what is needed to join up the services across the Council.

- The preparation work that is being carried out with frontline staff, the Council's self-assessment processes, and how the priorities are being managed for each facet of the good practice guidance.
- The reasons why the CQC did not request that Westminster City Council took part in the pilot scheme.
- The focus on safeguarding in the inspection.
- How a vulnerable adult is defined in adult social care and what support would be offered if they were not assessed as vulnerable.

#### **RECOMMENDATION:**

1. That the Council be proactive in participating in future CQC pilot activities and potential learning experiences so that areas of strength, development, and others learning experiences of the service may be understood further.

#### **ACTION:**

1. That the Committee receives the information and feedback from the five councils that participated in the CQC pilot scheme in 2023.

### **6 THE 2022/23 SAFEGUARDING ADULTS EXECUTIVE BOARD (SAEB) ANNUAL REPORT**

- 6.1 The Committee welcomed Councillor Nafsika Butler-Thalassis (Cabinet Member for Adult Social Care, Public Health and Voluntary Sector) to introduce the annual report by the Executive Board of Safeguarding Adults. The Cabinet Member, Louise Butler (Bi-Borough Head of Safeguarding, Quality Assurance and Engagement) and Aileen Buckton (Chair, Bi-Borough Safeguarding Adults Executive Board) responded to questions on the following topics:
  - The figures for residences with and without nursing care in the borough.
  - Deprivation of liberty and the complications and challenges in safeguarding, in law, and with the families, for those residents that lack capacity.
  - How the outcomes of success in the report are gathered and monitored.
  - Supported housing accommodation, who is considered vulnerable, and how this is monitored.
  - The number of safeguarding referrals by the Police and how the Council works with the Police and receives information.
  - Safeguarding for the elderly around driving, ownership of a vehicle, and road safety.
  - Working with GP's and Primary Care around safeguarding concerns.
  - Safeguarding in the community and how residents can raise concerns with the appropriate services.
  - Invisible disabilities and how this is included in safeguarding assessment processes.
  - The eligibility criteria and legal duty for safeguarding for those that are unable to keep themselves safe.

## **RECOMMENDATION:**

1. The SAEB to review the current the practices for deprivation of liberty, to include, working with families where a relative lacks capacity and consider best practice.

## **ACTION:**

1. The Committee to receive an update about the work with GP and Primary Care around safeguarding concerns.

## **7 WESTMINSTER COMMUNITY EQUALITIES STRATEGY**

7.1 The Committee welcomed Councillor Aicha Less (Cabinet Member for Communities, Children and Public Protection) to introduce the report on the Council's Equality Strategy. The Cabinet Member, Serena Simon (Director of Communities), Shama Sutar-Smith (Head of Culture and Strategy) and the external guests from the Westminster Adult Education Service (WAES), the LGBT Forum, the Mosaic Community Trust and the Centre for ADHD and Autism Support responded to questions on the following topics:

- Hate Crime against the Jewish community, protecting Jewish residents in Westminster against Anti-Semitism, and how this community will be addressed in the Equalities Strategy.
- Cohesion between different communities and fostering relationships between them.
- How residents with lived experiences of the nine protected characteristics are chosen to provide input and how the Council ensures this process is transparent and representative in order to inform the strategy.
- How the Council are reaching out to communities to get involved and how those outside of the represented communities will also be able to input and help shape the strategy.
- How the Council will consider and use the input from those residents with and without the protected characteristics.
- Barriers to services and gaining a better understanding of why some communities or individuals are unable or do not want to access services and what the Council can do to improve this.
- The Council's plans for engagement with young people such as the Church Street Young People's Group, the Youth Council, and engagement groups such as for Care Leavers.
- How the Council will engage with communities that often don't engage or are known to services such as the disabled community, the Afro-Caribbean community, certain faith groups, and the difficulties in reaching them.
- Working with Voluntary Sector Organisations.
- The place-based community hub teams and how they are working with local communities to get a representative voice.
- Reasonable adjustments, communication, and accessibility for residents with ADHD and Autism and ensuring their voice is heard in the strategy.



- What benchmarks are being used to consider where services are failing the broader community, alongside those who have protected characteristics, so that specific inequalities can be identified.
- The difficulties in writing an equality strategy that fits for all services as each one will have barriers to equality.
- The Public Sector Equalities Duties and what the Council is responsible for.
- How the Council will look at the protected characteristics and review how many people should be accessing a service, whether that is happening, and then investigate why some communities are underrepresented as well as those that are overrepresented and the reasons why.
- How the Council will use the census data to inform the strategy.
- Understanding the reasons for under and overrepresentation at services such as pressures to services.
- Discrimination against particular groups in the National Health Service.
- The importance of reaching out to the organisations for young people with Learning Disabilities and for the parents of young people with Learning Disabilities.
- Outreach that has been carried out with particular communities and how they were decided.
- Who is included in Global Majority Communities.
- Increasing diversity and accessibility of membership across community organisations and to services, in particular poor health outcomes.
- The scope of the strategy to include issues that are rising that affect men, such as male suicide and mental health issues, and how barriers to services can be broken down.

### **RECOMMENDATIONS:**

1. That the known gaps which exist in organisations to support specific communities will be taken forward as part of the Equalities Strategy.
2. That the Council continues to strengthen partnerships with local organisations and community groups to broaden and improve engagement in the community.
3. That the Equalities Strategy will include plans to address the hate crime against the Jewish community and the LGBT+ community.
4. That the Council use targeted and tailored engagement strategies and outreach to ensure that different sectors of the community are reached and to increase accessibility to services.

### **INFORMATION REQUEST:**

1. That the Committee will receive information regarding the local organisations and groups who the Communities team reach out to, to develop the Strategy, and the outcome of this engagement.

The meeting ended at 8.33pm.

**CHAIR:** \_\_\_\_\_

**DATE** \_\_\_\_\_



## Vulnerable Adults, Health and Communities Policy and Scrutiny Committee

<b>Date:</b>	Thursday 7 March 2024
<b>Classification:</b>	General Release
<b>Title:</b>	<b>2024/2025 Work Programme</b>
<b>Report of:</b>	Head of Governance and Councillor Liaison
<b>Wards Involved:</b>	All
<b>Policy Context:</b>	All
<b>Report Author and Contact Details:</b>	Linda Hunting – Policy and Scrutiny Advisor <a href="mailto:lhunting@westminster.gov.uk">lhunting@westminster.gov.uk</a>

### 1. Executive Summary

- 1.1 This report asks the Vulnerable Adults, Health and Communities Policy and Scrutiny Committee (“the Committee”) to discuss topics for its work programme.
- 1.2 This report also considers the work of the Committee since its last meeting on 18 January 2024.

### 2. Formal Meeting Dates for the 2023/2024 Municipal Year

- 2.1 The Committee is advised that this is the last scheduled meeting date for the 2023/2024 year.

### 3. Background

- 3.1 The Policy and Scrutiny team have supported the Committee in creating the work programme and the Committee has considered items on those areas where the Council is currently working to develop new policy, where policies previously implemented are ready for strategic review or where scrutiny plays an overall role in assurance. The overall emphasis is to provide scrutiny with maximum opportunity to have impact and influence Council policy.
- 3.4 When drawing up the work programme, the Committee considered the vision and purpose of scrutiny at Westminster.

*Scrutiny is a vital function to promote transparency and accountability. On behalf of Westminster's communities and stakeholders, local non-Executive Councillors will endeavour to ensure services in the City not only meet people's needs but enhance lived experiences by:*

- 1. Championing the best possible outcomes for communities and stakeholders.*
- 2. Holding the Council, its partner organisations and external bodies to account for decisions taken and the impacts on our communities.*
- 3. Examining Council priorities, actively engaging in policy development and offering constructive challenge prior to decisions being taken.*
- 4. Working strategically across the city to focus our efforts on policy and service areas where scrutiny can make the biggest impact.*
- 5. Demonstrating integrity and commitment by adhering to the Nolan Principles of Public Life.*

#### **4. Work Programme for 2024/25**

- 4.1 The Committee is asked to discuss and propose topics of interest for the next municipal year's work programme in 2024/25.
- 4.2 The Committee's attention should be drawn to the Terms of Reference, set out in Appendix 1, which may assist the Committee in identifying issues to be included in the work programme.
- 4.3 The Committee is due to meet on 13 May 2024 to discuss items for its work programme after the Cabinet Member Annual Updates held between Monday 15 April to Thursday 25 April. The Committee will use the Updates to help identify possible issues for future investigation by scrutiny.
- 4.4 When considering the work programme, and agreeing an overall programme of scrutiny activity, the Committee should have regard to whether the work programme is achievable in terms of both Officer and Member time, taking into account that the Committee is scheduled to meet four times per year. Members are also reminded that it is advisable to hold some capacity in reserve for any urgent issues that might arise.

#### **5. Task Groups and Single Member Studies**

- 5.1 Each Committee has discretion to establish Task Groups and Single Member Studies to examine key issues in more detail. The Committee is asked to consider whether they would like to establish a Task Group or commission a Single Member Study. The Committee should be advised that both Members and Officers will only be able to successfully take part in and support a finite number of Task Groups at any one time.

#### **6. Monitoring recommendations and actions**

- 6.1 The recommendations and actions arising from each meeting are recorded in the Recommendation and Action Tracker attached as Appendix 2. Members are invited to review the work undertaken in response to those recommendations and actions.

## **7. Committee activity**

7.1 Since the previous meeting of the Committee on, 18 January 2024, the Committee has received the following reports:

- The Annual Director of Public Health Report - Combatting Drug and Alcohol Misuse
- The Adult Carers' Strategy 2023-2028 - Empowering carers to live a healthier and happier life
- Changing Lives - Learning Disability Plan for Adults 2023-2026

**If you have any queries about this report or wish to inspect any of the background papers, please contact Linda Hunting.**

[lhunting@westminster.gov.uk](mailto:lhunting@westminster.gov.uk)

Appendix 1: Terms of Reference

Appendix 2: Recommendation and Action Tracker

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## **VULNERABLE ADULTS, HEALTH AND COMMUNITIES POLICY AND SCRUTINY COMMITTEE**

### CONSTITUTION

7 Members of the Council (4 Majority Party Members and 3 Opposition Party Members).

### TERMS OF REFERENCE

(1) To undertake Policy and Scrutiny activity, in line with the functions set out in Section 1 of Chapter 4 of the Constitution, in respect of matters noted in this terms of reference.

(2) To lead Policy and Scrutiny Activity for all matters relating to:

- Adult's safeguarding services
- Public health improvement
- Health services in the city
- Community safety services
- Voluntary and community sector relationships and investment
- Any other matter intended to support or safeguard vulnerable adults, improve health and wellbeing and our communities and support the voluntary sector in the city

(3) Matters referred to in (2) above which are the responsibility of external agencies, and where the Committee may legitimately act to investigate, in particular to scrutinise matters relating to the provision of Health Services within Westminster, including the consideration of any reports referred by the local HealthWatch

(4) Any other matter which the Overview and Scrutiny Committee has requested that this Committee investigates.

(5) To discharge the Council's statutory responsibilities under Section 7 and 11 of the Health and Social Care Act 2001 and Section 23 of the Local Authority (Public Health, Health and Wellbeing Boards and Health Scrutiny) Regulations 2013 with regard to any planned substantial developments and variations to NHS services, except where joint arrangements are made.

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## Appendix 2: Vulnerable Adults, Health and Communities P&S Committee Tracker

This tracker enables the Committee to monitor progress against the recommendations it has made, requests for information and actions to be completed.

Meeting Date	Item	Recommendation / Information Request / Action	Detail	Policial Lead and Officer Lead	Status
18 January 2024	Item 4: Work Programme	Action	An explanation to be provided to the Committee about the meaning of 'Community Safety Services' under the Terms of Reference of the Committee.	Linda Hunting - Policy & Scrutiny Advisor	In progress
	Item 5: The Care Quality Commission Assurance Framework Update	Recommendation	That the Council be proactive in participating in potential learning experiences so that areas of strength, development, and other councils' learning experiences of the service may be understood further.	Cabinet Member for Adult Social Care, Public Health and Voluntary Sector <i>Deputy Chief Executive, Bi-Borough Executive Director of Adult Social Care and Health</i>	In progress Follow up sent 27/02
		Action	That the Committee receives the information and feedback from the five councils that participated in the CQC pilot scheme in 2023.	Cabinet Member for Adult Social Care, Public Health and Voluntary Sector <i>Deputy Chief Executive, Bi-Borough Executive Director of Adult Social Care and Health</i>	In progress
	Item 6: The 2022/2023 Safeguarding Adults Executive Board (SAEB) Annual Report	Recommendation	The SAEB to review the current practices for deprivation of liberty, to include, working with families where a relative lacks capacity and consider best practice.	Cabinet Member for Adult Social Care, Public Health and Voluntary Sector <i>Deputy Chief Executive, Bi-Borough Executive Director of Adult Social Care and Health</i>	In progress Follow up sent 27/02
		Action	The Committee to receive an update about the work with GP and Primary Care around safeguarding concerns.	Cabinet Member for Adult Social Care, Public Health and Voluntary Sector <i>Deputy Chief Executive, Bi-Borough Executive Director of Adult Social Care and Health</i>	In progress
	Item 7: Westminster Community Equalities Strategy	Recommendation	That the known gaps which exist in organisations to support specific communities will be taken forward as part of the Equalities Strategy.	Cabinet Member for Communities, Children and Public Protection <i>Executive Director of Innovation and Change</i>	In progress Follow up sent 27/02
		Recommendation	That the Council continues to strengthen partnerships with local organisations and community groups to broaden and improve engagement in the community.	Cabinet Member for Communities, Children and Public Protection <i>Executive Director of Innovation and Change</i>	In progress
		Information request	That the Committee will receive information regarding the local organisations and groups who the	Cabinet Member for Communities, Children and Public Protection	In progress

## Appendix 2: Vulnerable Adults, Health and Communities P&S Committee Tracker

			Communities team reach out to, to develop the Strategy, and the outcome of this engagement.	<i>Executive Director of Innovation and Change</i>	
	Recommendation		That the Equalities Strategy will include plans to address the hate crime against the Jewish community and the LGBT+ community.	Cabinet Member for Communities, Children and Public Protection <i>Executive Director of Innovation and Change</i>	In progress
	Recommendation		That the Council use targeted and tailored engagement strategies and outreach to ensure that different sectors of the community are reached and to increase accessibility to services.	Cabinet Member for Communities, Children and Public Protection <i>Executive Director of Innovation and Change</i>	In progress



City of Westminster

## Vulnerable Adults, Health & Communities Policy and Scrutiny Committee

<b>Date of meeting:</b>	Thursday 7 <sup>th</sup> March 2024
<b>Classification:</b>	General Release
<b>Title:</b>	WCC Community Hubs Programme
<b>Report of:</b>	Bernie Flaherty, Deputy Chief Executive, Westminster City Council and Executive Director, Adult Social Care and Health for the Royal Borough of Kensington and Chelsea and Westminster City Council Frances Martin, Executive Director of Environment, Climate & Public Protection Serena Simon, Director of Communities
<b>Cabinet Member Portfolio</b>	Cabinet Member for Communities, Children and Public Protection
<b>Wards Involved:</b>	All
<b>Policy Context:</b>	The Community Hubs Programme aims to support #2035 and the Fairer Westminster agenda by improving access to integrated council, health and VCS services, and creating spaces for residents to connect, run activities and improve their health and wellbeing.
<b>Report Author and Contact Details:</b>	Paul Perkins, Community Hubs Programme Lead <a href="mailto:pperkins@westminster.gov.uk">pperkins@westminster.gov.uk</a>

### 1. Executive Summary

- 1.1. This report outlines the Council's proposed Community Hubs Programme, which aims to improve access to integrated council, health and VCS services across the city. It discusses how the Community Hubs Programme will support the #2035 ambition and the Fairer Westminster strategy, by addressing health inequalities and enhancing community health and wellbeing.

- 1.2. In 2022, Westminster City Council launched its new Fairer Westminster agenda, establishing a range of commitments to improve life outcomes for Westminster residents under five key pillars.
- 1.3. The Fairer Westminster plan includes the delivery of a set of new 'Community Hubs' which should bring communities together to make it easy for everyone to access services and support across our neighbourhoods, by:
  - Working in a place-based way, recognising the unique assets, opportunities, priorities and needs of communities living in different neighbourhoods
  - Reducing health inequalities, including those faced by our Global Majority communities
  - Making contacting council officers and accessing support much easier, and improving how we work to provide effective and timely resolution of issues
  - Improving how we listen to our residents and incorporate their views into our work, informed by the new Charter for Community Participation
  - Furthermore, Community Hubs will support the Council's broader corporate ambitions and statutory obligations, with regards to equalities, the climate emergency and its Strategic Asset Management Plan and Medium Term Financial Plan commitments. Community Hubs are also named in the Future of Westminster Commission report.
- 1.4. The report seeks the Committee's scrutiny and recommendations on the design, delivery and evaluation of the Community Hubs Programme, with a focus on the links to health outcomes and partnerships.
- 1.5. The report does not focus on individual Community Hub sites identified, but rather on the programme approach across Westminster, and the principles and practices which will be applied to embed and deliver improved health and wellbeing outcomes across the city, through the programme.

## **2. Key Matters for the Committee's Consideration**

- 2.1. The Westminster Community Hubs Programme aims to support the Council's Fairer Westminster strategy and #2035 ambition to tackle health inequalities across the city, by improving access to integrated council, health and VCS service locations, and to create spaces for residents to connect, run activities and improve their health and wellbeing.
- 2.2. More specifically, the report aims to review the proposed Westminster Community Hubs Programme approach to address the following lines of enquiry:

1. How will the Community Hubs programme support the health and wellbeing of Westminster's communities?
  2. How will Community Hubs contribute to the uptake of health services and their outcomes?
  3. How have the areas of need been assessed and how will the Hubs meet the demand for services that are needed?
  4. What services and support will be provided across the Council's hubs that promote health and wellbeing for Westminster residents, including through new housing offices?
  5. What work will be carried out with residents, partners and the voluntary sector via the Community Hubs?
- 2.3. The Vulnerable Adults, Health and Communities Policy & Scrutiny Committee is asked to consider the proposed approach and make recommendations as to how it could be further developed and improved.

### **3. Background, including policy context**

- 3.1. The Community Hubs programme is an ambitious and innovative initiative that aims to improve the lives of Westminster residents by creating accessible, collaborative and co-designed spaces across the city. The programme has five key objectives: to increase community resilience and reduce health inequalities; to provide better access to services and support; to enhance collaboration between the council and the communities; to strengthen civil society and the voluntary sector; and to contribute to the council's equalities, climate emergency and financial commitments.
- 3.2. The programme will deliver three types of Community Hubs, depending on the needs, opportunities and preferences of each area: short-term hubs, which will provide a pop-up or meanwhile space for community meetings, events and drop-ins; Hub 'Lite' sites, which will establish community spaces within existing council-led or VCS-led buildings; and full Community Hubs, which will target priority #2035 communities and be fully co-designed and community- or VCS-led. Each Community Hub should complement existing activities and services in the area, and contribute positively and additional to its local neighbourhood.
- 3.3. The appended Community Hubs Programme Approach PID provides a comprehensive overview of the rationale, delivery approach and success metrics proposed for use through the programme. The following paragraphs summarise how this relates to tackling health inequalities and improving health outcomes more specifically in relation to the Committee's focus:
  1. The Community Hubs programme will help Westminster's communities to be healthy and well by providing spaces that are easy to reach and that work together to offer different kinds of services and support that

suit the needs and goals of each community. The programme will work on reducing health inequalities, making it easier to access services, supporting civil society and the voluntary sector, and helping the council meet its EDI, climate emergency and financial goals. The programme will also try to increase community links and social resources, improve health and quality of life results, and encourage community participation and influence.

2. Community Hubs will contribute to the uptake of health services and their outcomes by co-locating and integrating health services with other forms of support and community activity, making them more convenient, attractive and holistic for residents. Community Hubs will also seek to address the barriers and challenges that prevent some residents from accessing health services, such as lack of awareness, trust, cultural sensitivity or digital inclusion. Community Hubs will also work with health partners to promote health prevention and early intervention, and to monitor and evaluate the impact of health services and support on residents' health and wellbeing.
3. The areas of need have been assessed using a combination of data sources, including indices of multiple deprivation, health inequalities data, civic strength and community needs data, asset and service mapping, and community engagement insights. These data sources have been used to identify priority communities and neighbourhoods, key needs and challenges, and potential opportunities and solutions. The Hubs will meet the demand for services that are needed by co-designing the space and the model with communities, ensuring that they reflect the preferences and priorities of local residents and organisations. The Hubs will also provide a flexible and responsive platform for delivering services and support, enabling them to adapt to changing needs and circumstances over time.
4. The services and support that will be provided across the Community Hubs will vary depending on the specific context and needs of each hub, but they will generally include:
  - Housing support, including advice, guidance, repairs and maintenance, rent payments, and tenancy management
  - Health and social care services, including GP surgeries, clinics, pharmacies, mental health support, and adult social care
  - Employment and skills services, including job search, CV writing, training, work experience, and volunteering opportunities
  - Welfare and advice services, including benefits, debt, immigration, legal, and consumer rights
  - Community and voluntary sector services, including advocacy, mentoring, peer support, befriending, and counselling

- Community activities and events, including sports, arts, culture, leisure, education, and social groups
  - Café and catering facilities, providing affordable and healthy food and drink options, and opportunities for social interaction and enterprise
  - As part of the Fairer Westminster housing commitments, the Council has opened three new housing offices to date, with a further planned for Soho in 2024/25. These new offices aim to give our residents better face-to-face contact with our housing staff in order to improve customer experience, including timely support and resolution of issues when needed. Bayswater Children's Centre, which is one of the new housing offices, has been identified as a community hub site, which will act as a gateway to the wider range of services and support available through the community hubs.
  - Hub sites will be selected through a rigorous mapping and site identification process which identifies gaps in specific geographical areas, particularly in relation to #2035 communities, to complement existing council and voluntary sector assets, including family hubs, youth hubs, libraries, leisure centres and other council and voluntary sector sites.
5. The following work will be carried out with residents, partners and the voluntary sector via the Community Hubs:
- Co-designing the space and the model of the Community Hubs, ensuring that they are shaped by the input and feedback of local stakeholders
  - Co-delivering the services, integrated service model and support in the Community Hubs, ensuring that they are delivered by a diverse and representative range of organisations and individuals
  - Co-managing and co-governing the Community Hubs, ensuring that they are run by and accountable to the communities they serve
  - Co-evaluating and co-learning from the Community Hubs, ensuring that they measure and demonstrate their impact and value, and continuously improve and innovate
- 3.4. The following external witnesses have been invited to speak at the Vulnerable Adults, Healthy and Communities Policy & Scrutiny Committee:
- Dr Ben Holden, Public Health Consultant, Imperial College London – to speak about links between shared community spaces and improved health outcomes as part of #2035
  - Iain Cassidy, CEO, Open Age – to speak about how to enable older people to become more active in their community

- Jackie Rosenberg, CEO One Westminster– to speak about how the voluntary sector manages space and can be best supported to do so by the council
- Liz Thorpe-Tracey, Founder, Happy Lizzy Event Planning CIC – to speak about how community organisations can effectively run community spaces

#### **4. Financial Implications**

The financial implications, risks and opportunities associated with the programme are as follows:

- 4.1. The Community Hubs programme has a £10m capital allocation for the delivery of Community Hubs across Westminster from 2023/24 – 2025/26. It is also considered that there are sufficient revenue contributions within the capital programme to allow for some changes to the £10m capital spend – i.e. some can be allocated to elements of delivery which are now considered revenue within the Programme.
- 4.2. The establishment of new, additional or expanded sites for community activity and service delivery will require additional revenue funding to maintain operations, which will need to be considered in the context of the benefits to be delivered, the Council’s existing cost pressures and in relation to its broader estate and obligations. Any additional costs that may be required will be developed through the development of respective hub business cases, and later requested through the budget setting process as required, and relevant approval sought.
- 4.3. The programme may generate financial benefits through increased service efficiency, effectiveness and integration, as well as improved social value and community wellbeing. These benefits may be realised through reduced demand for services, increased income from services, improved asset utilisation and management, and enhanced social return on investment. Any benefits that are found will be included in future years budget setting processes.
- 4.4. The programme may also create financial opportunities for collaboration and partnership with other organisations, such as the voluntary and community sector, local businesses, educational institutions and health and social care providers. These opportunities may in due course result in shared resources, co-investment, co-delivery and co-commissioning of services and activities, as well as increased innovation and diversity of provision.



## **5. Legal and Governance Implications**

- 5.1. The Community Hubs programme is overseen by a Spotlight Leadership Group comprising the Lead Member, Leader of the Council, Cabinet Member for Housing and Deputy Leader and Cabinet Member for Adult Social Care, Public Health and Voluntary Sector and Lead Member SEN and Learning Disabilities Champion, in addition to senior leaders from across the organisation. Its delivery is supported through a programme delivery board, to be established.
- 5.2. The programme needs to comply with the relevant statutory and contractual obligations that apply to the council and its partners, including planning (including any potential change of use implications), procurement (including tender requirements incorporating accountability, delivery and outcome requirements), health and safety, data protection, equalities and human rights. This may require obtaining legal advice, conducting due diligence, drafting and reviewing agreements, and ensuring quality and compliance standards.
- 5.3. The programme needs to ensure that Community Hubs are accessible, inclusive and responsive to the needs and aspirations of the local residents, especially those from disadvantaged or marginalised groups. This will require conducting equality impact assessments, engaging with diverse communities and stakeholders, and embedding EDI principles and practices in the co-design and delivery of the hubs.
- 5.4. The programme needs to establish clear and transparent governance arrangements for the community hubs, including the roles and responsibilities of the Council, the operators, the service providers and the community representatives. This may require developing governance frameworks, terms of reference, performance indicators, reporting mechanisms, and accountability processes.
- 5.5. The programme needs to monitor and evaluate the impact and value of the community hubs, both individually and collectively, on the social and economic outcomes of the local area and the council's strategic objectives. This will require setting up evaluation frameworks, collecting and analysing data and information, and reporting and disseminating findings and recommendations.

## **6. Carbon Impact**

- 6.1. The Community Hubs programme aims to contribute to the Council's commitment to becoming a carbon neutral council by 2030 and a carbon neutral city by 2040. The programme will assess the carbon impact of each hub site and seek to minimise the emissions associated with the construction, operation and maintenance of the hubs. The programme will also work with Corporate Property and Climate Emergency colleagues to enhance the environmental sustainability and resilience of the hubs, such

as by using renewable energy sources, improving energy efficiency, reducing waste and water consumption, and promoting site greening. The programme will report on the carbon impact of each hub site as part of the business case and evaluation process.

6.2. The following bullet points summarise the main actions that the programme will take to reduce the carbon impact of the community hubs:

- Assess the baseline and projected emissions of each hub site, taking into account the building type, size, location, design, materials, usage and occupancy.
- Apply circular economy principles to minimise the use of materials and resources, maximise the reuse and recycling of materials, and avoid the generation of waste in the construction and operation of the hubs.
- Incorporate low-carbon and energy-efficient technologies and solutions in the design and retrofit of the hubs, e.g. smart meters, insulation and ventilation systems etc.
- Engage with hub users, operators, partners and suppliers to raise awareness and encourage behaviour change towards reducing energy consumption, waste generation and water use in the hubs, and to promote the use of sustainable modes of transport, such as walking, cycling and public transport.
- Monitor, evaluate and report on the carbon impact of the hubs on an ongoing basis, as part of regular progress, review and evaluation reports, highlighting the achievements, challenges and lessons learned, and identifying areas for improvement and further action.

## **7. Equalities Impact**

7.1. The Community Hubs programme forms part of the Fairer Westminster strategy and the Council's #2035 ambitions to tackle health inequalities. Its focus is on responding to existing inequalities through the provision of new spaces, joined up services and local activities. The impact of this work is intended to improve outcomes for people with protected characteristics.

7.2. Each Community Hub will serve a different geographical area, with different needs and populations. An equalities lens will be applied to the planning, development, engagement and delivery of each Community Hub, for which a business case including an EQIA will be produced. This will ensure that the programme evidences how it meets its equality duty in different contexts through a consistent process.

**8. Consultation and Engagement**

- 8.1. The Community Hubs programme is based in taking a collaborative approach to design and delivery with Westminster’s communities, as well as partner organisations and wider stakeholders. Section 3.3, point 5 outlines the dimensions in which this approach will be applied:
  - In the physical design of community hubs, working with design professionals to inform plans, shape spaces and agree specifications
  - In the programme development and design of each community hub, both feeding into and shaping the programme of activity and combination of services which operate from each site
  - In governance and management of community hubs, shaping the operating model through a co-design process and playing an active and ongoing role in governance, management and decision-making
  - In evaluation and monitoring, through governance and communications, providing feedback on their experiences and the effectiveness of each hub, and reviewing performance on the basis of monitoring data
- 8.2. Engagement has been undertaken with Cabinet and ward members to inform the initial scope of the programme from its inception. Ward members will be engaged in the development of each Community Hub local to them.
- 8.3. Each Community Hub is co-designed with residents, partners and internal stakeholders, with a brief developed through community engagement. Around 450 residents have been engaged to date through the Community Hubs programme, with a report to be produced for the north, south and central parts of Westminster respectively on completion.

**If you have any queries about this Report or wish to inspect any of the Background Papers, please contact Paul Perkins, [pperkins@westminster.gov.uk](mailto:pperkins@westminster.gov.uk)**

**APPENDICES:**

APPENDIX A | CH Programme Approach PID v3 (including agreed hub sites map)

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# WCC Community Hubs Programme

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## Project Initiation Document

Date: February 2024

Cabinet Lead: Cllr Aicha Less, Deputy Leader and Cabinet Member for Communities, Children and Public Protection

Programme Sponsor: Bernie Flaherty, Deputy Chief Executive, Westminster City Council and Executive Director, Adult Social Care and Health for the Royal Borough of Kensington and Chelsea and Westminster City Council

Programme Lead: Paul Perkins, Community Hubs Programme Lead

Directorate: Communities | Environment, Climate & Public Protection



## Revision History

Version	Modification	Author	Date
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2.0	Second draft	Paul Perkins	03/11/23
2.1	Third draft	Paul Perkins	03/11/23
2.2	Fourth draft	Paul Perkins	19/01/24
3.0	Final draft	Paul Perkins	01/02/24

## Approvals

This document requires the following approvals.

Name	Title	Signature	Date of Issue	Version
Cllr Aicha Less	Deputy Leader and Cabinet Member for Communities, Children and Public Protection			3.0
Bernie Flaherty	Deputy Chief Executive, Westminster City Council and Executive Director, Adult Social Care and Health for the Royal Borough of Kensington and Chelsea and Westminster City Council			3.0
Serena Simon	Director of Communities			3.0

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## Purpose of Document

This *Programme Brief* aims to consolidate and validate the activity undertaken to date on the Community Hubs programme, which reports in to Change Board. It aims to provide an overview of the aims, objectives and outcomes, an explanation of the scope and implementation model, and the associated stakeholders, benefits, risks and resources of the programme.

## Background & context

In 2022, Westminster City Council launched its new Fairer Westminster agenda, establishing a range of commitments to improve life outcomes for Westminster residents under five key pillars.

The Fairer Westminster plan includes the delivery of a set of new 'Community Hubs' which should **make it easy for everyone to access different services in one place throughout neighbourhoods**, including:

- Working in a place-based way, recognising the unique assets, opportunities, priorities and needs of communities living in different neighbourhoods
- Reducing health inequalities, including those faced by our Global Majority communities
- Making contacting council officers much easier, and improving how we work to provide effective and timely resolution of issues
- Improving how we listen to our residents and incorporate their views into our work, informed by the new Charter for Community Participation

Furthermore, Community Hubs should support the Council's broader corporate ambitions and statutory obligations, with regards to equalities, the climate emergency and its Strategic Asset Management Plan and Medium Term Financial Plan commitments. Community Hubs are named in the Future of Westminster Commission report.

## Strategic alignment

The delivery of Community Hubs aims to contribute to our Fairer Westminster, #2035 and Westminster Way ambitions, a number of which are highlighted below:

### Fairer Westminster

- Make it easy for everyone to access different services in one place by starting to create community 'hub' spaces throughout neighbourhoods
- Help families access services that tackle inequalities and strengthen the multi-agency support provided by Family Hubs and libraries
- Find new and better ways of working together with our communities to improve people's health and wellbeing, particularly for our most disadvantaged residents
- Improve how we listen to our residents and incorporate their views into our work, which will be informed by the Charter for Community Participation
- Test a place-based approach to making North Paddington's public spaces and communities healthier, wealthier and safer – then rolling the approach out across the city
- Reduce health inequalities faced by our Global Majority communities



- Reduce carbon emissions and supporting our city’s sustainability through the Sustainable City Charter

#2035 aims to tackle health inequalities and reduce the 18-year life expectancy gap between Westminster’s richest and poorest communities by:

- Listen: involve and empower communities
- Connect: work across organisations and partners
- Amplify: make visible what is being done
- Accelerate: align all efforts for progress

The Westminster Way recognises that everyone has talent, everyone is valued and everyone is a leader. This means we build coaching and mentoring, constant learning, diversity and inclusion, and empowerment into how we work.

The programme also contributes to priorities outlined by broader WCC strategies on co-design and collaboration with communities, co-location and integration of accessible services and support, and VCS development.

## Summary aim, objectives & outcomes

### Aim

The aim of this project is to improve Westminster residents’ outcomes by creating a series of community hubs which improve access to services and support and strengthen community resilience, by collaborating with communities to co-design and deliver local Community Hubs cross the City.

### *What is a Community Hub?*

The following definition is a summary based on programme documentation and discussions to date – it is intended as a starting point for further development through developing a programme theory of change, engagement and further discussion:

“A community hub is an accessible, collaborative space which provides a central access point for a diverse range of services and support, from housing and healthcare to community activities. A Hub is uniquely shaped by community input, aligning with local needs and broader council services to create equity and enhance well-being, engagement and connection.”

### Objectives

The Community Hubs programme has five key objectives [to be validated/developed through theory of change] which align with the Communities department and wider Council:

1. More resilient communities, focusing on tackling health inequalities

Research shows that areas with higher levels of social infrastructure – physical spaces which enable people from diverse communities to meet, build relationships and participate in

activities with each other – have better health outcomes. Such spaces strengthen social trust and relational capital, which in turn act as both protective and responsive factors in tackling health inequalities: a priority for our vulnerable communities. Community Hubs should increase connections and strengthen relationships across neighbourhoods, providing opportunities for meeting new people, participating in collective action and shaping their neighbourhoods.

2. Better access to services and support

Communities know best the type of support they need, but most decisions about which services are delivered from which sites or in which areas are centralised. Residents will often face other barriers to accessing the support they need: from barriers to accessing support online, to different services being offered from different sites or via different mediums, to negative experiences of council contact, to the need for support best provided by community, voluntary sector or other statutory agencies. Community Hubs should provide integrated services and support which communities themselves identify, within 15 minutes of where people live.

3. Effective, consistent collaboration between WCC and our communities

The premise of ‘nothing about us, without us’ recognises the gap between communities and service design, policy development and decision-making activities in the Council, which have in the past been undertaken without engaging those impacted by a new idea or change – or simply consulting on proposals which have already been developed. This overlooks the wealth of communities’ knowledge and insight, often blunting efforts and sometimes doing harm. Community Hubs should be fully co-designed with communities, and provide place-based spaces for ongoing collaboration between the Council and residents.

4. Strengthening civil society and the voluntary sector

In order to tackle inequalities and improve residents’ lives, the Council needs to invest in creating the conditions for a thriving civil society and voluntary sector – the groups and charities working in our communities often have the best understanding of how to most effectively respond to challenges and opportunities, and are frequently staffed by local people. Community Hubs should strengthen existing organisations, amplify the work of local groups and work with funders, partners and residents to support new initiatives to grow.

5. Actively contributing to our EDI, climate emergency and financial commitments

The Council recognises that the EDI, climate emergency and financial dimensions of its activities have ethical, equalities and economic implications. This requires us to consider how the programme is designed, the environmental and carbon impacts of opening new sites, as well as how to allocate our Council’s limited financial resources to best serve our communities and their futures. The Community Hubs programme should work with Communities colleagues, service leads, Corporate Property and Finance to embed an equalities-led approach, and consider and identify opportunities for property rationalisation, carbon/emission reductions and service integration opportunities.

It is expected that each hub will contribute to all five objectives, although to varying degrees depending on site, context, capacity and approach.

There are **four domains of delivery** through which we will seek to achieve our objectives:

- i. Programme approach: how to deliver the programme
- ii. Spatial design: how each Hub site/space is physically designed
- iii. Model design: how the management and operational model of each Hub is designed
- iv. Delivery & programming: how each Hub is managed and the activities it delivers

Each domain of delivery should consider how to best achieve our objectives, which is outlined below in our approach to programme delivery.

### **Outcomes (benefits)**

The following headline outcomes are further developed in the following sections, and align with the Council's #2035 ambitions.

- More resilient communities, focusing on tackling health inequalities:
  - Increase in community connections and social capital
  - Improvement in health and quality of life outcomes
  - Increase in community activity participants and hours
  - Uptake of employment skills, work experience and volunteering opportunities
- Better access to services and support:
  - Increase in footfall
  - Increase in service engagements
  - Level/type of signpostings
  - Improvement in customer satisfaction and feedback
- Effective, consistent collaboration between WCC and our communities:
  - Increase in trust within/between communities and WCC
  - Increase of community representation and involvement in decision-making and management
  - Increase in partnerships, collaborations and joint projects
- Strengthening civil society and the voluntary sector:
  - Increase in usage of affordable space for community groups and VCS organisations
  - Increase in numbers and types of organisations using spaces
  - Increase in community activities, events, projects and initiatives
  - Increase in support of local groups and organisations
- Actively contributing to our EDI, climate emergency and financial commitments:
  - Increase of diversity and representation in participation and delivery of programmes
  - Increase of environmental sustainability and carbon reduction of spaces and operations

## Scope, proposed change & implementation model

### Scope & headline implications

The Community Hubs programme is tasked with developing and delivering new Community Hubs across Westminster.

(Please note this section primarily focuses on the scope of the programme and the headline implications, interfaces and dependencies with other areas of work, which are also commented on in the 'strategic alignment' and 'dependencies' sections. The specific work involved in each stage is described in the following 'implementation approach/model' section.)

#### 1. Identifying Hub sites

The Community Hubs team is expected to work with Corporate Property to identify proposed Community Hub sites, drawing also on input from Strategy & Insight, service leads, Finance and external stakeholders, including through community engagement insight. This process should use data about community priorities and needs, current and prospective assets, service availability and economic and environmental requirements, to inform a proposed list of sites which is put forward for consideration.

The site identification approach will include, but not be limited to, existing council assets. It will also look to identify partner and other prospective sites which are well positioned and/or meet the spatial requirements needed for a potential Community Hub, should they prove feasible and preferable sites.

#### 2. Delivering Community Hubs

The Community Hubs team is expected to work with communities, including existing service users, service areas across the Council (including Corporate Property and in particular service areas identified as a local priority or need through engagement) and wider partners and stakeholders, in order to deliver the programme.

It is expected that the programme's commitment to collaboration and co-design with communities will require the team and wider organisation to work differently, investing in preparation and planning, operating transparently, making decisions collaboratively and communicating proactively. It is anticipated too that this approach will require the Council to 'give up power', including an openness to compromise on approaches or plans it would otherwise have developed independently and potentially differently.

Whilst this approach does not commit the Council to provide whatever communities identify as their priorities through engagement (or to accommodate whatever is asked in a new hub), it is expected that the programme will rely on internal stakeholders to engage, collaborate and even alter their approach on the basis of engagement and co-design activities. Equally, it is incumbent on the programme team to ensure that colleagues are well briefed, supported and their expectations or parameters understood, to enable them to contribute to the programme as effectively as possible.

### 3. Operating Community Hubs

The Community Hubs team is expected to consider both the individual operating model of each Community Hub and the wider management model through which the Council oversees, manages, supports and reviews all Community Hubs and their activities.

This work should complement and align with strategies in Corporate Property and VCS investment and support, and with approaches to asset management in specific service areas affected (for example Housing).

#### Implications for the Council's estate and service delivery model/s

Whilst not formally within the scope of the Community Hubs programme, it should be noted that work undertaken through the programme intersects with the following agendas:

- The Strategic Asset Management Plan identifies the Council's approach to managing its estate, including being customer-focused (i.e. ensuring that assets best serve residents through accessibility, convenience and delivery), aligning property portfolios with the Council's corporate goals and objectives, creating efficiencies through a joined-up strategic approach and being carbon net zero for the operational estate by 2030 and meeting MTFP targets. There are also a number of related initiatives which have synergies with 'hubs': opening of new housing offices/service centres, provision of advice services, refresh of library buildings strategy as well as existing (Family & Youth) and new (night-time economy and community safety-focused) hubs'. It is expected that the Hubs programme should contribute to cohesive development of considerations and proposals which support Corporate Property's objectives with regards to this broader landscape.

On this basis it is recommended that these objectives are built into the assessment criteria and process for identifying Hub sites, and that the team works closely with Corporate Property colleagues including to identify opportunities for efficiencies and savings through co-location, consolidation and potential asset rationalisation.

- A central ambition for the Community Hubs programme expressed by members and key stakeholders is that the Hubs should operate as sites which provide a range of services and support identified by communities, but equally that these services should operate in an 'integrated' way, moving 'beyond co-location' to address and resolve issues raised by residents, and/or their broader their needs. This is a significant undertaking which cannot be achieved through the physical delivery of Community Hubs and has implications for existing service and operational models, resources and budgets. However, there is no clear current mandate for broader service integration and/or transformation across the organisation or based on the needs or service areas felt to be a priority for the Community Hubs programme.

On this basis it is recommended that:

- The Community Hubs team joins and supports service transformation activities and efforts across the organisation where they exist and pertain to the needs or service areas identified by communities through programme engagement.
- The programme is seen as an opportunity to pilot new, co-located and/or integrated approaches to service delivery and support, including with external partners, with Community Hub sites encouraged to work in different ways, capture learning, report back and make recommendations which inform the organisation's approach to service integration and transformation. This should be led by a 'Hub Lead' across hub sites, able to convene, coordinate, identify improvements and support learning and evaluation.

More broadly, it is expected that the Community Hubs programme will work collaboratively across the Council, embodying the ambitions of the Westminster Way, and seeking to further the organisation's aims and ambitions including, but not limited to, its equalities, diversity and inclusion, anti-racist and climate emergency initiatives.

### **Implementation approach/model**

The following section explains the different types of Community Hub space we aim to deliver, the rationale for each and the programme approach to identifying sites, delivering and operating hubs.

Three levels of Community Hub have been identified which aim to respectively respond to the need for early delivery, enhance existing service delivery sites and maximise impact through collaboration with communities, as follows:

- i. Interim/short-term sites will provide a pop-up or meanwhile community space within the next 6 months to ensure that the north, central and south parts of Westminster each have a hub space. This can be used for community meetings and events, service delivery drop-ins and to support wider co-design and engagement activity. An example of this would be the space available at Queen Mother Sports Centre in the south of the City.

(It may be that in due course it is felt that smaller, simpler hub sites are a welcome complement to Hub Lite and full Community Hub sites, similar to Waltham Forest's ['Community Living Rooms'](#).)

- ii. Hub Lite sites will establish community space/s within an existing *council-led* or *VCS-led* building. This provides opportunities for co-locating and integrating support for residents, whilst creating or strengthening an onsite offer for community activity and connection. Overall management and oversight of these sites would remain with the existing operator. An example of this would be repurposing spaces for wider community use on an existing NHS site.
- iii. Full Community Hub sites will target priority #2035 communities, recognising that residents with worse health and social outcomes are often the most apprehensive about accessing services and support. These sites will be fully co-designed, delivering services and support identified with communities through engagement and analysis, and community- or VCS-led on the basis of a new commission.

	Description	Site context	Co-design approach	Management arrangements	Rationale
i. Interim or Short-Term	Single community room or space which can be used for meetings, events or drop-ins	Well-located but very limited scope for additional or transformation of space	Consultation with residents to identify décor, fit-out and furniture requirements	Bookable for activity via current building management operator	Need for swift delivery of community spaces in north, central and south of City
ii. Hub Lite	Service-led site (most likely council, health or VCS-led) including meaningful or multiple spaces for community-led activity and connection	Existing council, VCS or other facility but limited scope, feasibility or benefit in significant changes to space	Co-design of community spaces, fit-out, furniture and programme; and where feasible wider site/scheme	Operator retains oversight but arrangements established to ensure community benefits from space	Enables Westminster-wide coverage by building on existing ‘hubs’ (e.g. libraries or community centres)
iii. Full Community Hub	Community-led Hub including community, VCS and council services and activities	Well-located site with meaningful quantum of space and scope for change	Co-design of whole site alongside services and partners, including spaces, fit-out and model	Community- or VCS-led dependent on model, accommodating service delivery activity	Fully co-designed hubs are most likely to result in accessible spaces which better serve priority communities

It will be necessary to work with colleagues across the Council, in particular in communications and those operating ‘hubs’ or resident-facing assets – and with external partners – to develop clear branding and messaging which simplifies and communicates the Council’s ‘hub’ offer, so as to avoid confusion and optimise access.

This approach should build on the Strategic Asset Management Plan and environmental commitments which look at how to best utilise current council assets, adopt a strategic approach to the Council’s estate and reduce our carbon footprint. It should also align with broader transformation activities, for example supporting library transformation and better utilisation of leisure spaces.

The following approach outlines how we will identify sites, design and deliver Community Hubs across Westminster, and put in place an operator, management and reporting requirements, pending the delivery of a detailed programme plan.

1. Identifying Hub sites

Identifying the correct Community Hub sites is critical: ensuring that their location, size and flexibility result in improved access, more effective support and better outcomes for communities. The following data points seek to ensure that the site identification process leads to selecting optimal locations, avoiding a ‘tail wagging the dog’ scenario where immediately available or ‘obvious’ assets trump

strategic considerations and ensuring that sites meet the spatial requirements for responding to communities' priorities and enabling meaningful co-design.

*Stage 1: information-gathering*

a. Identification of priority communities/neighbourhoods

Our #2035 ambitions focus on tackling healthy and social inequalities, recognising the significant differences in life outcomes between our wealthiest and poorest communities. The Community Hubs programme seeks to be part of the solution to this problem by providing accessible, local spaces within a 15-minute walk of where residents live, in which they can connect with others, take action in their community and access integrated services and support.

Communities and neighbourhoods across Westminster will be assessed on the basis of indices of multiple deprivation, health inequalities data and data on civic strength/community needs. Given the correlation across these datasets, it is expected that 'priority communities/neighbourhoods' will be identified as those with Lower Super Output Areas (LSOAs) in the most 20% deprived nationally, although this will be cross-referenced and analysed.

The identification of priority communities/neighbourhoods will be used to inform the identification of needs (see below) and the neighbourhoods in which a full Community Hub offer is recommended.

b. Identification of needs (based on publicly available data)

Different parts of Westminster – including both priority communities/neighbourhoods and the wider population – will have different needs, strengths, challenges and trends in the data. Using LSOA-demarcated priority communities/neighbourhoods and ward boundaries respectively, and drawing on existing ward profiles and broader data sources, a series of area profiles will be created to identify the key needs which should inform hub provision through engagement and co-design activity.

c. Mapping of local assets and service coverage

Westminster has a rich landscape of current council, wider statutory, voluntary sector and community services, not all of which are known to local residents or across the Council. Mapping assets currently delivering services or providing community space will identify potential opportunities for Hub locations. Similarly, mapping service coverage will identify cold spots in existing service provision which could benefit from a strategic view. This data should also be used to inform engagement and co-design activity.

(It should be noted that in the first instance, certainly in relation to proposed full Community Hub sites, it is not assumed that a potential asset or site must be council-owned or run by a council partner, although this could be helpful. The analysis and identification process should identify the recommended location and preferred



specification of the site/asset, which might require the consideration of assets not in the Council's ownership or purview.)

d. Collation of community engagement insights

Community engagement insight should play a central role in understanding community priorities and opportunities, and feeding into site identification. Communities will provide different, real-time perspectives based on their lived experience, which should be looked at alongside more traditional datasets (points a to c), as well as identifying where energy, momentum and ideas which can be built on already exist. Insights and activities should inform the ideal location, size and scope for change of a preferred site.

e. Review of synergies/rationalisation with other assets/services, and carbon/emissions reduction opportunities

Identifying local and strategic considerations should feed into the site identification process. For example, in our North Paddington and Pimlico-focused place-based programmes, we should align with emerging recommendations and insights; in relation to our financial and environmental commitments, it will be important to consider how different sites could contribute to or undermine our objectives, for example through additional revenue costs or carbon output.

*Stage 2: analysis & identification*

The site identification process should draw together findings from (a) to (e) alongside the set of criteria which have been identified for respective types of Community Hub through the following process:

a. Collate and synthesise Stage 1 data

Data gathered across Stage 1 steps (in particular a/b/d), service coverage data should be collated and synthesised, so that it can be used to highlight priority areas, types of need and engagement insights. Engagement insights should also be used to identify the 'places' residents identify with and traverse: ward boundaries are often not consistent with communities' views of the neighbourhoods in which they live, and often will not consider the impact that physical barriers (arterial roads, waterways, green spaces, estates and so on) have on movement, association and hence access.

b. Model ideal/preferred location scenarios and identify prospective sites

The modelling of preferred locations (i.e. where in an ideal world sites could be selected to enable both priority community and whole Westminster coverage) will necessarily be an iterative process which interfaces with the identification of prospective sites.

Modelling of locations should provide an indication of the number and different types of hub across Westminster, assuming the availability of sites or – particularly in relation to Hub Lite locations – the existence of existing assets (e.g. libraries). In the case of full

Community Hub locations, it may be necessary to explore the potential of sites beyond the Council's current estate or partners.

The table below provides headline criteria for the analysis of prospective sites, identifying the location, capacity and offer expectations for different types of hub. [To be validated/developed through theory of change process.]

*Headline criteria for analysis of prospective sites*

	Location/Site	Site/Capacity	Potential Offer
Interim or Short-Term	<ul style="list-style-type: none"> <li>- Within an existing council or local asset</li> <li>- Good visibility/main thoroughfare with high footfall</li> <li>- Accessible, including with good transport links, and easy to signpost</li> </ul>	<ul style="list-style-type: none"> <li>- At least one room for community meetings, small-scale gatherings and service drop-ins</li> <li>- Reception/welcome facility</li> <li>- Availability within 6 months for a minimum of 12 months</li> </ul>	<ul style="list-style-type: none"> <li>- Accessible to all/general public</li> </ul>
Hub Lite	<ul style="list-style-type: none"> <li>- An existing council or local/partner asset (existing relationship with WCC)</li> <li>- Good visibility/main thoroughfare with high footfall</li> <li>- Accessible, including with good transport links, and easy to signpost</li> </ul>	<ul style="list-style-type: none"> <li>- At least two rooms for community meetings and small-scale gatherings and ideally facilities which could be used for catering</li> <li>- Services/service providers covering a wide range of issues</li> <li>- Welcoming front of house reception/area</li> <li>- Availability within 9 months for a minimum of 3 years</li> </ul>	<ul style="list-style-type: none"> <li>- Accessible to all/general public</li> <li>- Capacity to accommodate multiple services covering a wide range of issues</li> </ul>
	<ul style="list-style-type: none"> <li>- Presents asset rationalisation and carbon reduction opportunities</li> </ul>		
Full Community Hub	<ul style="list-style-type: none"> <li>- An ideally located asset (on basis of priority community analysis)</li> <li>- Good visibility/main thoroughfare with high footfall</li> <li>- Accessible, including with good transport links, and easy to signpost</li> </ul>	<ul style="list-style-type: none"> <li>- Multiple rooms with community access, including at least one larger hall for community activities and ideally facilities for a café space</li> <li>- Services/service providers covering a wide range of issues</li> <li>- Welcoming front of house reception/area</li> <li>- Availability within 12 months for a minimum of 5 years</li> </ul>	<ul style="list-style-type: none"> <li>- Accessible to all/general public</li> <li>- Capacity to accommodate multiple services covering a wide range of issues</li> <li>- Capacity to accommodate additional services/service providers identified by communities</li> </ul>
	<ul style="list-style-type: none"> <li>- Presents asset rationalisation and carbon reduction opportunities</li> </ul>		
<p>NB All sites will need to meet accessibility, health &amp; safety and other applicable regulatory requirements; furthermore, the assessment of potential sites should consider not solely the current status of the building but its potential for change/transformation. For example, if a Community Hub Lite site does not currently have multiple community spaces or kitchen facilities but these could be delivered through the co-design/delivery process, this would meet the required criteria.</p>			

The modelling and site selection exercise will need to be underpinned by an analysis of the financial and environmental implications of different location scenarios, and ideally communities would be more closely involved in analysis and selection of locations, catchments and proposed sites. It may be possible to enable community input into this process, although not as much as would be possible over a longer period.

The output from this step is:

- An updated map of recommended hub locations and catchments
- Proposed hub types and sites, subject to additional checks
- Analyses of the financial and environmental implications of the proposed approach

(The above approach could be replaced or combined with a more organic approach, which started by identifying priority communities/neighbourhoods and corresponding hub locations/sites, supplemented with existing/early commitments in Bayswater and QMSC and making strategic assumptions, for example that libraries provide a natural starting point for Hub Lite sites.)

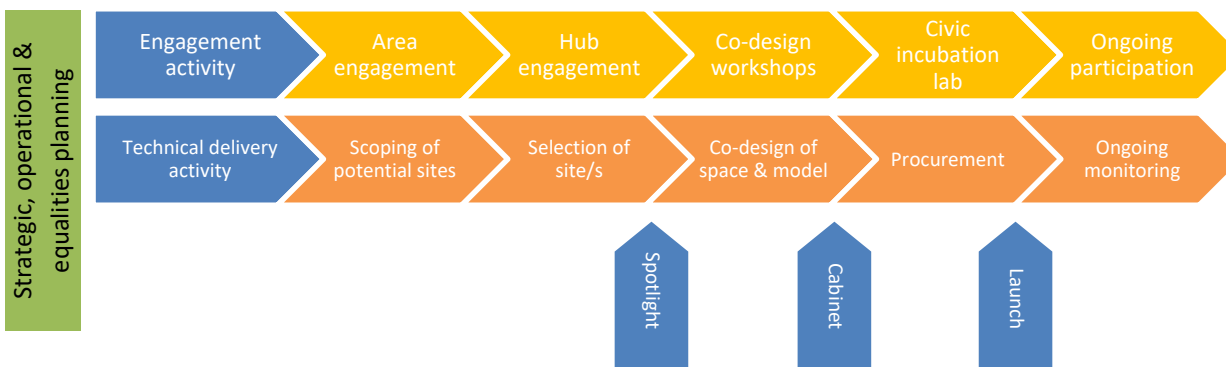
c. Sign-off on site identification proposal

The site identification proposal should be signed off by Community Hubs programme governance, in turn informing communications, the establishment of new workstreams and an updated programme, and agreeing resource implications/allocations as required.

## 2. Delivering Community Hubs

The Community Hubs programme is premised on co-producing hub spaces across Westminster with residents, partners and stakeholders. Community Hubs should reflect the priorities, needs and opportunities of each community, starting with a focus on what matters most to local people, considering where and how a Community Hub can best meet their priorities, and collaborating with colleagues and partners to respond to issues for which a hub is not an appropriate solution.

The approach to delivery for each hub aligns two processes: engagement and technical delivery, as illustrated by the following figure and detailed below.



### Engagement approach

The table below outlines the overlapping phases of engagement activity which inform the priorities for, specification and design of a Community Hub in each area. The structured co-design process (c) and ongoing community development activity will vary depending on the type of hub: for interim/short-term or Hub Lite sites, co-design and community development activity may be smaller scale.

Phase	Name	Description of activity	Period	Outcomes	Key outputs/deliverables
Preparation		Identification of area and engagement activity planning, including EQIA of proposed approach			
A	Area engagement	Open engagement activities across target areas to create an understanding of priorities, needs, ideas and generate interest (e.g. street-based engagement, meanwhile space use, market stalls, door-knocking)	Min. 3 months	<ul style="list-style-type: none"> <li>- Increased understanding of community (priorities, needs &amp; ideas)</li> <li>- Increased awareness and buy-in of residents</li> </ul>	<ul style="list-style-type: none"> <li>- Identification of potential 'active residents' &amp; community leaders</li> <li>- Area engagement summary document, identifying engagement insights &amp; qualitative data</li> </ul>
Review & planning		Engagement activity planning based on identified site, including EQIA refresh			
B	Hub engagement	Open engagement activities across target areas to identify key priorities, activities and ideas for a local Community Hub (e.g. street-based engagement, meanwhile space use, market stalls, door-knocking)	2-3 months	<ul style="list-style-type: none"> <li>- Validation/prioritisation of Phase 1 outputs</li> <li>- Increased understanding of hub priorities &amp; opportunities</li> <li>- Increased awareness and buy-in of residents</li> </ul>	<ul style="list-style-type: none"> <li>- Identification of potential 'active residents' &amp; community leaders</li> <li>- Community Hub specification</li> </ul>

C	Co-design process	Structured, closed co-design process to develop design brief & operational model, shared through open engagement activities with wider stakeholders for feedback and validation (e.g. workshops & visits – both online, in the proposed space and potentially other sites)	3 months	<ul style="list-style-type: none"> <li>- Improved relations/understanding between residents and WCC on local needs</li> <li>- Strengthened relationships between local/future CH stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>- Design brief</li> <li>- Operational model</li> </ul>
Procurement, works, preparation & handover		Tendering for contractors/operator on basis of Phase 3 outputs (building and model design), completion of works, establishment of operator arrangements and site handover			
D	Launch	Community involvement in launch and established in governance, leadership, decision-making & programming	TBC	<ul style="list-style-type: none"> <li>- Improved outcomes for participants</li> <li>- Improved outcomes for residents</li> <li>- Improved outcomes for services</li> </ul>	<ul style="list-style-type: none"> <li>- Operational Community Hub</li> <li>- Programme and associated outputs (attendances, activities etc.)</li> </ul>
Ongoing	Community-building & incubation	Programme of activities, support and community-building to create a sense of shared ownership, momentum and excitement in/around the Hub space	Phase B onwards	<ul style="list-style-type: none"> <li>- Improved sense of ownership over CH/project</li> <li>- Improved understanding &amp; skills relevant to CH operation</li> <li>- Strengthened relationships between key stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>- Community-led activities &amp; projects</li> <li>- Emerging core/steering group</li> </ul>

A detailed approach to our engagement approach is outlined in the [Community Hubs Engagement & Participation Strategy and Delivery plan document](#).

#### *Technical delivery*

The table below outlines the stages of the technical delivery process, which aligns with the engagement approach. Crucially, it requires a different way of working across staff, consultants/contractors and members, doing earlier work to ensure decisions with communities can be made ‘in the room’. This avoids mismanaging residents’ expectations or perceptions of a lack of transparency in decision-making. Hence, members and senior stakeholders will be presented up front with parameters and principles for each stage of technical delivery and co-design activities for sign-off, as well as regular updates and final outputs. This aims to minimise the risk of co-design activities developing outputs (for example a specific building layout or operational model) which is not accepted or to which alterations are proposed.

Phase	Name	Description of activity	Period	Outcomes	Key outputs/deliverables
Site identification		Identified through 'Identifying Hub sites' stage			
0	Scoping & design of co-design process	Identification of scope of co-design process (both building & model design) to set the parameters for co-design; design of process on basis of scoping and in collaboration with colleagues & consultants	3 months	<ul style="list-style-type: none"> <li>- Increased understanding of co-design scope</li> <li>- Increased understanding of co-design outputs and outcomes</li> </ul>	<ul style="list-style-type: none"> <li>- Co-design scope document</li> <li>- Outline co-design process</li> <li>- Communication materials</li> </ul>
1	Production of building and model design outputs	Development of building and model design outputs through co-design activity (aligned with engagement approach): dependent on the size/status of project this may include additional (RIBA) stages.	3+ months	<ul style="list-style-type: none"> <li>- Shared understanding of Community Hub ambitions between communities, partners &amp; WCC</li> <li>- Increased understanding of/skills in design</li> <li>- Increased connections between residents, partners &amp; WCC</li> </ul>	<ul style="list-style-type: none"> <li>- Building plans/options</li> <li>- Model design/options</li> <li>- Recommended option</li> <li>- Business case for Cabinet sign-off</li> </ul>
Sign-off on business case for recommended option		Recommended building and model proposal business case signed off by Cabinet/under delegated authority			
2	Procurement activity	Development of building/model options into tender documentation and procurement of contractors	1-3 months	N/A	<ul style="list-style-type: none"> <li>- Tender documentation</li> <li>- Appointment of contractors for building works</li> <li>- Identification of operator</li> </ul>
3	Delivery of work/s	Delivery and completion of building works	TBC – dependent on site and plans	N/A	<ul style="list-style-type: none"> <li>- Community Hub space/s</li> </ul>
4	Onboarding of operator	Onboarding of operator, including development of detailed deliverables, outcomes framework and reporting requirements	3 months	<ul style="list-style-type: none"> <li>- Shared understanding of operator deliverables, outcomes, standards and requirements</li> </ul>	<ul style="list-style-type: none"> <li>- Operator contract</li> <li>- Outcomes and reporting framework</li> </ul>
5	Handover	Handover of site to Council and/or operator ahead of launch	N/A	N/A	<ul style="list-style-type: none"> <li>- Community Hub technical delivery process complete</li> </ul>

### *Supporting activities*

The following activities will underpin the engagement approach and technical delivery stages:

- a. Communications & stakeholder management: publicising the Community Hubs programme, sharing updates and keeping stakeholder informed and engaged.
- b. Data & insight: pulling together data, insight and analytical capabilities and resources to inform understanding, development, decision-making and reporting.
- c. Service engagement: working with colleagues across the Council to ensure alignment, collaboration and focus on the best experience for residents and communities.

### 3. Oversight of Community Hubs' operations

The Council aims to establish a network of Community Hubs across Westminster to better serve communities: it will be important to consider both the relationship between these hubs and other Council, statutory, VCS or community-run 'hubs', and to establish arrangements which enable their effective oversight, particularly given the expectation that they may be community or VCS-run.

The approach is likely to be shaped through the co-design of the first Community Hubs and their management/operator arrangements, however it will be important to ensure that a strategic view is developed to avoid a bit-piece approach which could result in a series of different oversight arrangements, resulting in difficulties managing risk, reporting, contracts and relationships.

This work needs to address:

- a. 'Docking'/management arrangements: deciding which team or department in the Council is tasked with day to day management and oversight of Community Hub activities, and what arrangements are put in place to ensure that other teams have sight of/involvement in decision-making and management. For example, there are pros and cons of Community Hubs oversight sitting with the Communities department, Corporate Property or even based on the specific asset (e.g. the HRA). The benefits of certain approaches will outweigh others, but it will likely be necessary for all of the above to be consulted in certain circumstances.
- b. Oversight, governance and reporting requirements: identifying what the requirements are that prospective operators will need to be aware of and sign up to, whether in relation to governance and decision-making, management and operational reporting, or reporting on outcomes and activities.
- c. Principles for review: developing principles for reviewing Community Hub arrangements including individual/collective contracts and the wider programme, approach and reporting requirements. This should enable the Council to consolidate review activity and provide good lead-in times for decisions and any implications arising from them.

### Ways of working

The Community Hubs programme should be delivered in alignment with #2035 and its ways of working, focused on creating equity through collaboration and a focus on delivery. The specific practices which support this have been developed with internal and external stakeholders and residents.

Listen	Connect	Amplify	Accelerate
<ul style="list-style-type: none"> <li>We value diversity and inclusion in everything we do.</li> <li>We seek to understand and address the challenges our communities face.</li> <li>We listen to feedback – from residents, partners and colleagues – and respond clearly and proactively.</li> </ul>	<ul style="list-style-type: none"> <li>We collaborate with our communities in shaping our services.</li> <li>We consult residents, partners and colleagues on their needs and preferences.</li> <li>We actively share data and information with our communities and partners, addressing barriers and working proactively to do so.</li> <li>We maximise collaboration and minimise competition and territoriality.</li> </ul>	<ul style="list-style-type: none"> <li>We celebrate the differences that make our communities rich and vibrant.</li> <li>We empower them to participate in decision-making processes that affect them.</li> <li>We showcase the achievements and innovations of our communities and partners.</li> <li>We promote positive and accurate information about our services.</li> </ul>	<ul style="list-style-type: none"> <li>We commit to acting with speed and efficiency.</li> <li>We align resources and activities where they are most needed, to deliver the best outcomes.</li> <li>We communicate clearly and openly about the purpose and benefits of our services.</li> <li>We challenge any misinformation or negative attitudes that may deter people from accessing them.</li> </ul>

## Stakeholders

List known stakeholders and their interest / involvement in the project:

Stakeholder	Connection to the project
<b>Cabinet Members</b>	Oversight and leadership of the programme
<b>Ward councillors</b>	Expertise in local hub areas
<b>Corporate Property</b>	Delivery on building improvements, capital projects and FM
<b>Housing</b>	Alignment between housing offices and co-location of housing support services
<b>Libraries</b>	Alignment between libraries and community hub offer/s
<b>Resources</b>	Alignment between assets, resources and financial implications of hubs
<b>Imperial Health College NHS Trust</b>	Key partner on #2035
<b>One Westminster</b>	Key partner for VCS engagement, capacity-building and support
<b>Metropolitan Police</b>	Statutory partner with interest in community sites
<b>Hub-specific community partners</b>	Community groups or key stakeholders attached to a specific community hub location
<b>Hub-specific VCS partners</b>	Voluntary sector partners attached to a specific community hub location

## Deliverables

Deliverable name	Summary description
<b>South Westminster Interim Community Hub</b>	A community hub in south Westminster providing access to services, support and community connection, pending delivery of long-term hubs.
<b>Central Westminster Interim Community Hub</b>	A community hub in south Westminster providing access to services, support and community connection, pending delivery of long-term hubs.



<b>Ernest Harriss House Community Hub</b>	A community hub in north Westminster providing access to services, support and community connection, pending delivery of long-term hubs.
<b>Bayswater Community Hub</b>	A community hub in north Westminster providing access to services, support and community connection, pending delivery of long-term hubs.
<b>Identification of future Hub sites</b>	Identification of sites for network of community hubs across Westminster that are accessible, inclusive, co-designed and co-managed by local residents and organisations.
<b>Delivery of future Hub/s identified</b>	Delivery of community hubs on agreed sites across Westminster
<b>Development of Hub/s offer</b>	A range of services and support that are tailored to the needs and aspirations of each community, focusing on tackling health inequalities, improving access, strengthening civil society and the voluntary sector, and contributing to the council's EDI, climate emergency and financial commitments.
<b>Development of Hub/s model</b>	A community hub model that is data-led, learning-led, future-focused, holistic, human-centred and transparent, and that facilitates resources and support flowing to local organisations.
<b>Development of Hub/s governance</b>	A community hub governance structure that reflects collective leadership, partnership working, community ownership and accountability.
<b>Development of Hubs evaluation</b>	A community hub evaluation framework that measures the impact and value of the programme on the residents, communities, partners and the council.
<b>Delivery of Hubs communications</b>	A community hub communication strategy that raises awareness, promotes engagement, shares learning and showcases best practice.

## Process Measures

Area	Description	Measure
<b>Effective project management methodology and governance</b>	Compliance and adherence of the programme to corporate project management standards and principles, measured by Change Board reporting and feedback.	RAG rating
<b>Effective participation, engagement and co-design activity</b>	Compliance and adherence of the programme to the target engagement figures and practices, measured by progress reports and stakeholder feedback.	Engagement targets & qualitative data
<b>Delivery of milestones and deliverables reflecting community priorities</b>	Completion and achievement of programme milestones and deliverables, measured by progress reports and stakeholder feedback.	Programme milestones & deliverables
<b>Delivery of programme on budget and timeline</b>	Variance and deviation of programme budget and timeline from planned and expected values, measured by financial reports, risk logs, and issue registers.	Resource plan compliance & milestones
<b>Stakeholder engagement and communication</b>	Reach and impact of the programme engagement and communication activities, measured by engagement rates and communication analytics.	Reach & response figures
<b>Monitoring, evaluation and learning activity</b>	Frequency and quality of programme monitoring and evaluation activities, measured by monitoring reports, evaluation reports and feedback and learning loops.	Quality of learning & recommendations

## Benefits

Please provide a summary of the **main** benefits (outcomes resulting from the outputs) associated with the investment.

### Financial benefits

Benefit title	Benefit type & description	Value	When will the benefit be realised?
Reduced service delivery demand	<i>Cost avoidance – preventative and early help support</i>	TBC – dependent on sites	TBC – dependent on sites
Increased support for local organisations from external sources	<i>Cost avoidance – organisations able to generate income/leverage resources from non-council sources</i>		
Increased financial savings and/or strategic redeployment of resources	<i>Cost saving or cost avoidance – operation of sites by VCS organisations rather than council-led delivery and/or consolidation/integration of services into sites</i>		

### Non-financial benefits

The table below outlines the benefits and associated measures which can be used as Key Performance Indicators and to inform evaluation, learning and improvement. It is presumed that there are four main activities to support this:

- Monthly reporting
- Service feedback
- City Survey (where applicable)
- End of year evaluation (comprising inputs from City Survey, bespoke surveys, semi-structured interviews and additional sources – this will also incorporate values from all of the above)

Benefit title	Strategic alignment & description	Measure	Approach	Value / when will the benefit be realised?
1) More resilient communities, focusing on tackling health inequalities:  a) Increase in community connections and social capital	#2035 & Fairer Communities: increased connection and stronger social networks lead to improved opportunities and outcomes	Level and % increase in no. of social contacts and new connections between hub users	End of year evaluation	TBC on basis of specific sites and associated projects

<p>b) Improvement in health and quality of life outcomes</p> <p>c) Increase in community activity participants and hours</p> <p>d) Uptake of employment skills, work experience and volunteering opportunities</p>		<p>Level and % increase in self-reported, locally identified (including service-specific*) health &amp; wellbeing, happiness and/or life satisfaction scores</p> <p>Level and % increase in no. of participants and no. of hours of community activities delivered</p> <p>Level and % increase in activities contributing to increased employability</p>	<p>End of year evaluation + service feedback</p> <p>Monthly reporting</p> <p>End of year evaluation</p>	
<p>2) Better access to services and support:</p> <p>a) Increase in footfall</p> <p>b) Increase in service engagements*</p> <p>c) Level/type of signpostings</p> <p>d) Service delivery efficiencies</p> <p>e) Improvement in customer satisfaction and feedback</p>	<p>#2035 &amp; Fairer Communities: improved access to professional services and informal sources of support and connection lead to improved health outcomes</p>	<p>Level and % increase in hub/s usage</p> <p>Level and % increase of engagements with services</p> <p>Level and % increase/analysis of signpostings</p> <p>Level of time savings for staff and residents in delivering/accessing services</p> <p>Level and % increase in customer satisfaction scores, including on 'issue resolved'</p>	<p>Monthly reporting</p> <p>Monthly reporting</p> <p>Monthly reporting</p> <p>End of year evaluation + service feedback</p> <p>Monthly reporting</p>	
<p>3) Effective, consistent collaboration between WCC and our communities:</p> <p>a) Increase in trust within/between communities and WCC</p> <p>b) Increase in community representation and involvement in decision-making and management</p>	<p>#2035 &amp; Fairer Communities: better collaboration leads to increased uptake of services and support, maximises resources and improves the Council's understanding of/offer to communities</p>	<p>Level and % increase in trust within/between communities and WCC</p> <p>Level and % increase in community representation and involvement in community hub decision-making, management and governance</p>	<p>End of year evaluation + City Survey</p> <p>Monthly reporting</p>	

c) Increase in partnerships, collaborations and joint projects		Level and % increase in new partnerships and joint ventures	Monthly reporting	
4) Strengthening civil society and the voluntary sector:  a) Increase in usage of affordable space by community groups and VCS organisations  b) Increase in numbers and types of organisations using spaces  c) Increase in community activities, events, projects and initiatives  d) Increase of support for local organisations	#2035 & Fairer Communities: increased connection, stronger social networks and a resilient VCS lead to improved opportunities and outcomes	Level or % increase in use of free or subsidised space (as % of overall hub/s capacity)  Level or % increase in number and diversity/type of organisations using hub spaces  Level or % increase in activities, events, projects and initiatives delivered  Level and quality of support received by local organisations through hubs	Monthly reporting  Monthly reporting  Monthly reporting  End of year evaluation	
5) Actively contributing to our EDI, climate emergency and financial commitments:  a) Increase of diversity and representation in participation and delivery of programmes  b) Increase of environmental sustainability and carbon reduction of spaces and operations  NB: See also financial benefits section.	#2035 & Fairer Communities: meeting corporate commitments improves our understanding, offer, organisational resilience and long-term impact	Level and % increase in users, volunteers and staff who belong to underrepresented or marginalised groups  Level and % decrease of emissions, energy, water and waste saved or reduced by community hubs compared to conventional buildings and operations (specific carbon reduction and/or energy efficiency measures to be refined)	Monthly reporting  TBC	

\*It is presumed that service engagements act as an entry point and proxy to service outputs/outcomes. The role of a community should be to support improved resident outcomes through, where appropriate, access to services. It will be necessary for onsite services to feed into monitoring activity with their outputs/outcomes.

## Assumptions

Assumption name	Summary description
<b>Shared vision and support</b>	The programme has the support and commitment of Westminster City Council and its partners, including public service providers, community groups and local residents, and that they share a common vision and purpose for the community hubs.
<b>Resources &amp; capabilities</b>	The programme has the necessary resources and capabilities to deliver the community hubs, including the funding, staff, contractors and equipment, and that they are allocated and managed efficiently and effectively.
<b>Permissions &amp; approvals</b>	The programme has the appropriate permissions and approvals to proceed with the community hubs, including the planning, legal and regulatory aspects, and that they are obtained and maintained in a timely and compliant manner.
<b>Effective risk management</b>	The programme has adequate risk management and contingency plans to deal with any potential challenges or uncertainties that may arise during project implementation, and that they are communicated and implemented proactively and collaboratively.
<b>Data &amp; information</b>	The programme has the relevant data and information to monitor and evaluate the community hubs, including the baseline, indicators and methods, and that they are collected and analysed rigorously and ethically.

## Constraints

Constraint	Impact
<b>Operational</b>	The project involves the coordination of multiple services, partners, and locations, which poses significant operational challenges. There may be difficulties in finding suitable sites, recruiting and retaining staff, managing contracts and agreements, ensuring quality and standards, and delivering services effectively and efficiently. This could affect the quality and accessibility of the hubs and their ability to meet the needs and expectations of the community. To mitigate this risk, the project team should establish clear roles and responsibilities, communicate regularly and transparently, adopt best practices and lessons learned, and evaluate and improve performance continuously.
<b>Financial</b>	The project depends on securing sufficient funding from various sources, including the council, the government, and external partners. However, the funding landscape is uncertain and subject to change, especially in light of the COVID-19 pandemic and its economic impact. This could result in funding shortfalls, gaps, or delays that could compromise the viability and sustainability of the hubs. To mitigate this risk, the project team should diversify the funding sources, monitor the budget closely, and seek alternative or contingency options if needed.
<b>Legal</b>	The project may face legal challenges from existing service providers, landlords, or local residents who oppose the changes or claim damages. This could delay or disrupt the implementation of the hubs and increase the costs

	of litigation and settlement. To mitigate this risk, the project team should conduct thorough stakeholder engagement, ensure compliance with relevant regulations and contracts, and seek legal advice where necessary.
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**Risks**

<b>Risk name</b>	<b>Description</b>	<b>Mitigation</b>	<b>Impact score (4)</b>	<b>Likelihood score (4)</b>	<b>Total score</b>
<b>Stakeholder Resistance</b>	The programme may encounter resistance or opposition from some stakeholders, including within the council, who may have different views or interests regarding the community hubs, which may affect their engagement, propensity to collaborate and/or satisfaction levels.	The programme should conduct a stakeholder analysis and develop a communication and engagement plan to address the concerns and expectations of different stakeholder groups. The programme should also seek to involve the stakeholders in the co-design and co-delivery of the community hubs, and to demonstrate the benefits and value of the project. The programme should make swift and effective use of governance mechanisms to resolve barriers and problems.	3	4	<b>12</b>
<b>Budget Issues</b>	The programme may experience cost overruns or budget shortfalls due to the complexity and uncertainty of the project scope and requirements, which may require the prioritisation or reduction of some features or functions; or as a result of wider organisational financial constraints and perspectives, which inhibit effective resourcing.	The programme should establish a clear and realistic scope and budget for the projects, and monitor and control the expenditure and variances throughout the project lifecycle. The programme should also conduct regular reviews and audits to identify and address any risks or issues that may affect the cost performance. The programme should also explore alternative funding sources or partnerships to supplement the budget, and ensure that Finance colleagues are involved in governance, planning and delivery.	2	4	<b>8</b>
<b>Quality Issues</b>	The programme may suffer quality issues or performance gaps due to the lack of coordination or integration among public service providers, community groups and other stakeholders, which may affect the delivery or outcomes of the services.	The programme should establish a quality management system and a performance measurement framework to ensure that the community hubs meet the standards and expectations of the users and the stakeholders. The programme should also facilitate the collaboration and coordination among the service providers and the community groups, and provide training and support to enhance their skills and capabilities.	2	2	<b>4</b>

<b>Benefit Realisation</b>	The programme may fail to realise the expected benefits or outcomes due to insufficient demand or uptake of the community hubs by the local residents, or by a lack of coordination and collaboration within the council and/or with partners, which may affect the sustainability or viability of the project.	The programme should conduct a market analysis and a user needs assessment to understand the preferences and behaviours of the local residents, and to design the community hubs accordingly. The programme should also implement a marketing and promotion strategy to raise the awareness and interest of the potential users, and to encourage their participation and feedback. The programme should also evaluate the impact and value of the community hubs on the social and economic outcomes of the local area.	2	3	6
<b>Total</b>			<b>9</b>	<b>13</b>	<b>30</b>

## Dependencies

Dependency	Owner	Impacts on	Criticality 1 (low) to 5 (high)
#2035	Shama Sutar-Smith / Vanessa Guthrie	The Community Hubs programme is one of the programmes that deliver the ambitions set out in the #2035 movement. Ensure alignment and close collaboration.	5
Climate emergency agenda	Amy Jones / Amanda Chandler	Council-wide effort to embed climate action across the organisation and help the council reach its net zero target (corporate estate retrofit programme, carbon impact assessment for capital projects...). Work closely with our Environment colleagues to look at opportunities to make a positive impact through our programme of works.	4
Corporate property strategy	Claire Nangle	Work with our CP colleagues to align with the corporate property strategy regarding consolidation of assets and new asset acquisitions, particularly when identifying suitable permanent sites for CHs.	4
Family Hubs & Early Help	Sarah Newman & Madhu Chauhan	Work with our Children's Service and related colleagues to ensure that community hubs complement Family Hubs, align with their offer and operate as part of their pathways and partnerships.	3
Housing service centre openings	Chris Shoubridge	Work with our Housing colleagues to ensure that on appropriate sites community hubs are developed with Housing and to enable a joined-up service for residents.	3

<b>Library strategy development</b>	Leanne Bellot	Work with our Libraries colleagues to explore the crossover, complementarity and shared use of library spaces through piloting interim Community Hubs in library sites.	4
<b>North Paddington Programme</b>	Sarah Crampton / Gillian Jones	Close collaboration with our NP programme colleagues is essential to ensure alignment. Hubs in the north, particularly Ernest Harriss House hub, can deliver some of the outcomes of the NP programme.	5
<b>Pimlico place-based programme</b>	Nick Saunders	Our interim hub in the south of the borough can deliver some of the outcomes of the Pimlico programme.	4

## Resources

The following resource plan identifies a proposed outlay on the basis of 18 months (September 2023 to March 2025) inclusive (it does not include any resources used prior to this period). It should be revised on completion of the site identification process, and regularly as the delivery capacity and operational costs for programme delivery and Hub revenue costs become clearer.

<b>Job Title</b>	<b>No.</b>	<b>FTE</b>	<b>Start Date</b>	<b>End Date</b>
<i>Programme Lead</i>	1	Y	09/23	08/25
<i>Engagement &amp; Participation Lead</i>	1	Y	09/23	08/25
<i>Apprentice</i>	1	Y	09/23	12/24
<i>Area Delivery Lead</i>	3	Y	04/24	03/25
<i>Area Community Organiser</i>	3	Y	04/24	03/25
<i>Operational Design Lead</i>	1	Y	04/24	03/25
<i>Project Support Officer</i>	1	Y	04/24	03/25

Delivery costs and related activities associated with each Community Hub, as well as the cost of staffing and operations for each Hub, will be developed on a case by case basis for review and sign-off in line with the Council's protocols.

## Headline programme

The Community Hubs Delivery Plan can be accessed [here](#).





## Hub sites

### North

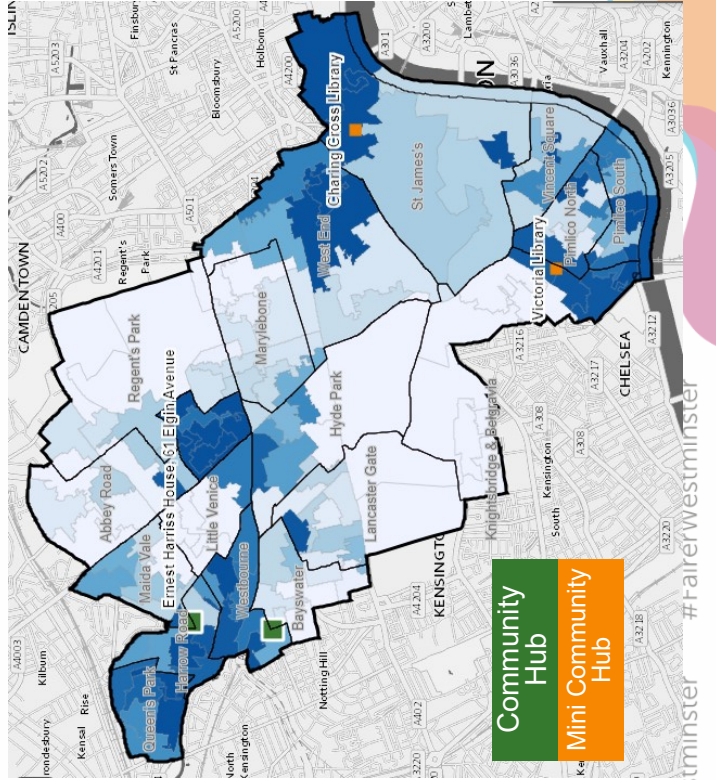
- Bayswater Children's Centre
- Ernest Harriss House

### Central

- Charing Cross Library

### South

- Victoria Library



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