

Scrutiny Inquiry Report

The development of Community Hubs

Scrutiny Board (Citizens and Communities)
May 2016



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Desired Outcomes and Recommendations

Desired Outcome – That there is a clear assessment and delivery model in place linked to the Community Hub ‘Mobile’ type provision.

Recommendation 1 – That the Assistant Chief Executive (Citizens and Communities) urgently progresses the development of a clear assessment and delivery model linked to the Community Hub ‘Mobile’ type provision.

Desired Outcome – That local Parish and Town Councils are actively engaged in the development and roll out of the Community Hub network.

Recommendation 2 – That the Assistant Chief Executive (Citizens and Communities) works closely with the Chief Officer Customer Access and the Area Leaders to ensure that, where appropriate, local Parish and Town Councils are also actively engaged in the development and roll out of the Community Hub network.

Desired Outcome – That all possible options are explored within the Council to assist in providing affordable transportation facilities for customers requiring access to Community Hub provisions.

Recommendation 3 – That the Assistant Chief Executive (Citizens and Communities) leads on working with other directorates to explore all possible options for providing affordable transportation facilities for customers requiring access to Community Hub provisions, such as maximising other council funded transport services that may otherwise only be utilised during certain periods of the day.

Desired Outcome – That there is a clear systematic and strategic approach towards maximising resources and integrating services with other key partners as part of the Community Hub approach.

Recommendation 4 – That in moving forward and delivering the network of Community Hubs, the Assistant Chief Executive (Citizens and Communities) ensures that a more systematic and strategic approach towards maximising resources and integrating services with other key partners is developed.



Desired Outcomes and Recommendations

Desired Outcome – That the Community Hub approach continues to be acknowledged as part of the on-going development of new care models in Leeds.

Recommendation 5 – That the Assistant Chief Executive (Citizens and Communities) champions the added benefits of the Community Hub approach linked to the on-going development of new care models in Leeds and also seeks to ensure that associated development processes include representation from the Citizens and Communities directorate in this regard.

Desired Outcome – That the good practices recognised within existing Community Hub provisions are taken forward as part of the on-going development of the Community Hub network.

Recommendation 6 – That the Assistant Chief Executive (Citizens and Communities) acknowledges those good practices identified by Scrutiny within the existing Community Hub provisions and ensures that these are taken forward as part of the on-going development of the Community Hub network. In summary these include the following:

- The promotion of self-serve facilities
- Provision of interpretation services
- Staff floor-walking
- Incorporating 'social zones' into the hub design layout

Desired Outcome – That the lessons learned from existing Community Hub provisions are taken forward as part of the on-going development of the Community Hub network.

Recommendation 7 – That the Assistant Chief Executive (Citizens and Communities) acknowledges the key issues raised by Scrutiny stemming from the lessons learned from the existing Community Hub provisions and ensures that these are taken forward as part of the on-going development of the Community Hub network. In summary these involve the following:

- Undertaking detailed liaison between all parties in agreeing the hub design layout;
- That the design and location of enquiry booths provide sufficient privacy;
- That the financial modelling process factors in the full costs of developing a new site;
- Undertaking more publicity and marketing of future site developments;
- Exploring a more efficient way of allocating funds for the development of sites.



Introduction and Scope

Introduction

1. Under the banner of Citizens@Leeds, the Citizens and Communities directorate continues to lead on delivering the Community Hub approach across the city. This is in line with the council's ambition to deliver local solutions within communities that integrate more council and partner services, with the aim of dealing with increasingly more complex issues affecting individuals and their families at the first point of contact.
2. Phase 1 of this approach involved the development of three pathfinder Community Hubs. These include the Compton Centre in Harehills, the St George's Centre in Middleton and the One Stop Centre in Armley, all of which have been operational Community Hubs since 1st April 2014.
3. Whilst the Phase 1 work still continues to be central in providing a 'blueprint' for the future development of the Hub network across the city, future phases will see the development of the Community Hub approach into 3 'types' of provision (Community Hub Extra; Community Hub Local; and Community Hub Mobile).
4. As such, we agreed to assist the Citizens and Communities directorate in evaluating the strengths and weaknesses of the pathfinder Community Hubs from a buildings and infrastructure perspective in order to inform future phases for the roll out of the Community Hub network.
5. In doing so, we valued the contribution of a wide range of witnesses to our inquiry. In particular, we welcomed the openness and honesty of existing 'front of house' staff within the three pathfinder Hubs in terms of sharing their experiences and

ideas with Scrutiny. We also undertook site visits to the three pathfinder Community Hubs to experience first-hand the variety of services and facilities that are available as part of the Community Hub approach.

Scope of the Inquiry

6. The terms of reference for our inquiry were agreed in September 2015 and set out the key purpose of this inquiry, which was to make an assessment of and, where appropriate, make recommendations on the following areas:
 - The level of clarity surrounding the future approach for the community hub network based on the 3 'types' of provision.
 - The current infrastructure of the three pathfinder community hubs and the views of existing 'front of house' staff in relation to this model delivering a more integrated service (identifying any ongoing challenges)
 - Service user feedback in terms of the model delivering a more integrated service.
 - Community hub building standards and any minimum requirements for future proposed sites.
 - The flexibility of the community hub model in encouraging closer integration with partner services.
 - Opportunities for strengthening integration with health sector partner services, exploring



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existing good practice to demonstrate the mutual benefits to be gained.

Best Council Plan

7. Linked to the Citizens@Leeds agenda, the on-going development of the Community Hub approach very much addresses a number of Best Council Plan objectives in terms of supporting communities and tackling poverty and promoting sustainable and inclusive economic growth.
8. The Citizens@Leeds agenda also plays a key role in supporting delivery of the Safer and Stronger Communities Plan, the Children's and Young People's Plan, the Child Poverty Action Plan and the Leeds Joint Health and Wellbeing Strategy all of which have a strong focus on addressing debt, maximising income through helping people into work, moving people and families out of poverty and providing facilities and services which help address social isolation.

Desired Outcomes, Added Value and Anticipated Service Impact

9. In evaluating the strengths and weaknesses of the existing pathfinder Community Hubs, the findings and recommendations arising from our inquiry will assist the Citizens and Communities directorate as it continues to develop the Community Hub approach and achieve the council's ambition to have effective Community Hub provision across the city.

Equality and Diversity

10. The Equality Improvement Priorities 2016 to 2020 have been developed to ensure that the council meets its legal duties under the Equality Act 2010. The priorities will help the council to identify work and activities that help to reduce disadvantage, discrimination and inequalities of opportunity to achieve its ambition to be the best city in the UK.
11. Equality and diversity issues have been considered throughout this scrutiny inquiry and the individual, organisation or group responsible for implementation or delivery of the recommendations arising from this inquiry should also give due regard to equality and diversity and where appropriate, an equality impact assessment will be carried out.



Conclusions and Recommendations

Embracing new ways of working.

12. Clearly our ambition is to deliver local solutions within communities that integrate more council and partner services, with the aim of dealing with increasingly more complex issues affecting individuals and their families at the first point of contact. To achieve this, the Community Hub model focuses on creating a single 'front of house team' to provide the Community Hub workforce. In October 2014, the Executive Board agreed to bring together face to face customer services staff, library assistants, job shop community engagement officers and relevant Housing Leeds colleagues to create this single, sustainable 'front of house' workforce for the Community Hub network.
13. Understandably we acknowledge that in setting out to create this more flexible Community Hub workforce, many staff members were initially apprehensive about these proposed new ways of working. During our inquiry, we liaised directly with a range of staff across the three pathfinder Community Hubs. In sharing their experiences, some explained how they previously felt frustrated in not being able to deal with a range of customer queries which resulted in the customer feeling equally frustrated in having to return at a later date to have their queries dealt with by an appropriate member of staff.
14. With the introduction of Community Hubs, we learned that all staff members receive a skills and capabilities audit to determine training needs and a development plan. Linked to this, we were very pleased to learn that staff members are now embracing the new ways of working and appreciating the value of working as a team in delivering more integrated services to customers. In particular, the training has provided the opportunity to broaden their skillset and this has resulted in them feeling more confident and empowered to deal with a wider range of customer enquiries.
15. Particular reference was made to the roll out of verification training which has enabled a wider range of staff to deal with benefit enquiries. In doing so, this has meant that enquiries can now be dealt with during the full course of the working day, when previously any enquiries after 4 pm would need to be followed up by a Customer Service Officer the following day. This efficiency measure has led to the reduction of enquiries and customers not feeling like they are being moved from one staff member to another.
16. With the integration of Customer Services and Library teams, the Community Hub approach has also led to additional efficiencies that have enabled the extension of library opening times at certain sites across the city with no increase in resource.
17. During our inquiry, we also acknowledged that a new role of Senior Customer Services Officer has been developed and piloted within the Community Hubs. These roles integrate the existing Customer Service role and the Job Shop role and have proved successful at helping people to get into work as often their barriers to work are related to other issues such as debt and money worries. Since its introduction,



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we were very pleased to learn that this new role has enabled the Council to run more job shop provision across the city and is also being used to supplement the resource in place to ensure the delivery of the Council Tax Support Scheme.

Developing the flexibility of the Community Hub model.

18. The Phase 1 work involving the three pathfinder Community Hubs still continues to be central in providing a 'blueprint' for the future development of the hub network across the city. However, in moving forward, we learned that future phases will see the development of the Community Hub approach into 3 'types' of provision: Community Hub 'Extra', Community Hub 'Local' and Community Hub 'Mobile'. Appendix 1 outlines in detail the level of service customers can expect from each of the three types of Hubs. However, a summary of this provision is set out below.

Community Hub 'Extra'.

19. These sites will be the largest Community Hubs within the network and will strive to deliver the full range of Council and Partners services. The three pathfinder sites are typical examples of this type of provision and it is envisaged that there will be approximately 7 of these sites across the city.

Community Hub 'Local'.

20. We note that these sites will be the smaller, more local Community Hubs. In terms of numbers, this category will form the bulk of Community Hubs across the city as One Stop Centres, Libraries and Housing Management Offices are redesigned to become Community Hubs. Although they will not provide the full range of Council and Partner services that the Community Hub 'Extra' sites do, we acknowledge that they will provide those services that are most required by local people. They will also be linked to their nearest Community Hub 'Extra' site so that all customers can get the full range of service available irrespective of where they first access services.

Community Hub 'Mobile'.

21. We were particularly interested in the development of the Community Hub 'Mobile' provision, which will be based on 'pop-up' provision in local areas where physical Community Hubs are not present but there is currently un-met demand for access to Council and Partner services. Although this mobile provision will provide the most limited access of the three types of provision, the team delivering the mobile service will be based out of one or more of the Community Hub buildings (Extra and/or Local) and will therefore be able to maintain relationships with customers; building trust and relationships with them so that in time people will access services at one or more of the physical Hub sites.

22. We also acknowledged that another aspect of mobile provision will be through the mobile library service as



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responsibility for this service transferred to the Citizens and Communities directorate in March 2016 with the aim of extending this across the city.

23. During our inquiry, we were pleased to receive positive feedback from members of staff that had delivered this type of 'pop-up' provision, with real examples given of how this provision has helped members of the public to access life changing support. However, in moving forward with this approach, we also acknowledged the need for IT systems to be developed to improve staff access to information systems remotely.

24. In terms of identifying the need for this type of provision, we also noted that previous provisions had been put in place based upon informal assessments or in response to requests. This was primarily due to the fact that a clear assessment and delivery model for this type of provision was still yet to be developed. As we continue to roll out the hub network across the city, we believe that this type of provision will be in much demand, particularly within areas across the city struggling to identify appropriate assets and resources to accommodate the more comprehensive Community Hub 'Extra' and Community Hub 'Local' provisions. As such, we recognised the need for an assessment and delivery model linked to the Community Hub 'Mobile' type of provision to be progressed urgently.

Recommendation 1

That the Assistant Chief Executive (Citizens and Communities) urgently progresses the development of a clear assessment and delivery model linked to the Community Hub 'Mobile' type provision.

Roll out of the Community Hub model.

25. Whilst we welcome the ambition to have Community Hub provision across the city, we are also mindful of the Council's financial constraints in terms of the speed of delivering citywide provisions. As such, we acknowledge the importance of targeting current available resources within communities where there is the greatest need.

26. Linked to this, we learned that the Council is working closely with the Leeds Institute for Data and Analytics (LIDA) and the University Of Leeds School Of Geography to look at a more systematic profiling of customer contact and local need across the city to ensure that Community Hub provision (both physical and pop-up) is located in the most suitable locations for people to access. This will be done in the first instance through an MSc student from the School of Geography working with the Council from January 2016 on developing an analytical and spatial model.

27. As well as determining local need, we also appreciate the Council's approach in exploring existing provision of co-located services where action can be taken now to move to develop this provision into Community Hubs – this effectively covers those sites where there are already co-located services such as a One Stop Centre and a Library or a Library and a Job Shop.

28. These factors have therefore helped to inform the Phase 2 roll out of the Community Hub network and details of



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the 12 sites identified as part of this Phase were shared with us during our inquiry and are outlined in Appendix 2.

29. Using the Pathfinders as blueprints, we were pleased to learn that all Hub colleagues working at the Phase 2 sites are already working together on developing ideas and proposals to make their Community Hub a trusted place for local people where customers can access many services in an integrated and accessible way.
30. We recognise that the role of local ward members and community committees is also crucial to the successful roll out of the Community Hub network as they can provide local community leadership and engage with key local service providers and partners to ensure that such provisions are reflective of local need and deliver services that meet the demands of local residents. As such, we were pleased to learn that early discussions have already been undertaken with local wards members and community committees on the development of the pathfinders and the proposed Phase 2 developments, including the introduction of quarterly ward member meetings.
31. However, we also recognised the value of engaging closely with relevant Parish and Town Councils as these are regarded as the grass-roots level of local government and therefore also aim to provide a voice for local communities and help people feel more involved in the decisions that affect them.

Recommendation 2

That the Assistant Chief Executive (Citizens and Communities) works closely with the Chief Officer Customer Access and the Area Leaders to ensure that, where appropriate, local Parish and Town Councils are also actively engaged in the development and roll out of the Community Hub network.

32. We acknowledge that Community Hub provisions need to be located in the most suitable locations for people to access. However, we are mindful that as this provision continues to be rolled out, this may become harder to achieve. As such, we discussed other options aimed at improving accessibility to Community Hub provisions without the customers incurring significant travel costs.
33. Linked to this, we acknowledged that the council is already in discussion with Metro to pilot a scheme which offers free day passes for buses used to access these provisions. Whilst welcoming this initiative, we also discussed other potential transport opportunities, such as providing an affordable shuttle bus service for customers to utilise.
34. We therefore believe there is merit in liaising with other directorates to explore all possible options for providing affordable transportation facilities for customers requiring access to Community Hub provisions, such as maximising other council funded transport services that may otherwise only be utilised during certain periods of the day.



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Recommendation 3

That the Assistant Chief Executive (Citizens and Communities) leads on working with other directorates to explore all possible options for providing affordable transportation facilities for customers requiring access to Community Hub provisions, such as maximising other council funded transport services that may otherwise only be utilised during certain periods of the day.

35. In consideration of the sites for Phase 2, we noted that there are many libraries that are not part of this Phase. However, we were pleased to learn that in relation to these, a Community Hub 'Lite' approach (the first step in becoming a Community Hub 'Local') is also being adopted for delivery to coincide with the work being done on the Phase 2 sites. In the main, this Community Hub 'Lite' approach will focus work in each Library on the following activities:

- Training library staff to provide help and support for the more straightforward customer enquiries such as universal job match etc. and thus becoming Community Hub staff.
- Ensuring there is sufficient self-serve capability for customers to access the range of Council and Partner services via the telephone or on-line.
- Extending the range of service that can be accessed from the building including provision of credit union services, access to step change debt charity, provision of jobs and employment boards and the promotion of apprenticeship opportunities.

36. Further to the above, we were informed that conversations have also started through Voluntary Action Leeds (VAL) to identify where and how voluntary and community organisations across the city can become part of this approach. These conversations are still at an early stage but it is hoped that options can be developed that would see Third Sector organisations in the city becoming part of the Community Hub network either as Hubs in their own right or as 'accredited' places where specific / specialist services can be accessed by citizens and communities. Again, we welcome this proactive approach towards trying to achieve our ambition to provide citywide Community Hub provision.

Continuing to maximise resources with other key partners.

37. The integration of council and partner services is a central part of the Community Hub approach in terms of being able to deal with increasingly more complex issues affecting individuals and their families at the first point of contact.

38. During our inquiry, we acknowledged a wide range of joined up working initiatives with other key partners as part of the Community Hub approach. In particular, we welcomed the close working relationship with Leeds City Credit Union in providing accessible Loan Shop services and the co-location of West Yorkshire Police's Local Neighbourhood Police Teams in the three pathfinder sites (with further sites being organised, including Dewsbury



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Road and Horsforth). This particular arrangement means the Police are in the local areas they serve and residents can access police services via the Councils customer services team.

39. A central part of the Community Hub approach is also working closely with the Third Sector and we welcome the significant progress made in this regard, particularly with the roll out of the Money Buddies scheme in Community Hubs; the co-location of Victim Support and the Migration Partnership into the City Centre One Stop at 2 Great George Street; and the on-going work with BARCA and other partners on the Bramley Our Place initiative which is focused on improving people's lives on both the Broadlea and Fairfield estates through 'pop-up' provision.

40. During our inquiry, particular reference was also made to the close partnership arrangements with Employment and Skills in locating Job Shops within Community Hub premises to make this service more widely accessible. Through the Hub approach, Job Shops have also been taken to areas of the city where there was no such provision but knowledge existed that local people were requesting this service from the library. These 'pop-up' Job Shops have therefore been delivered in areas including, Horsforth, Moor Allerton, Wetherby and Holt Park.

41. As a Scrutiny Board, we also undertook an in-depth inquiry into the administration of Universal Credit in Leeds. As such, we acknowledged that more work could be done to develop partnership working between Jobcentre Plus and Community Hubs to continue maximising public resources by

improving the accessibility of other Jobcentre Plus services, such as Work Coaches, to assist in administering Universal Credit.

42. We learned that within 5 days of submitting a Universal Credit claim, a claimant should attend an appointment with a Jobcentre Plus Work Coach for an interview. If they do not have the necessary information with them at this interview, they will be asked to provide it or the Service Centre will follow this up where possible. Claimants are also required to see their Work Coach face to face within a Job Centre, in line with existing JSA requirements.

43. We therefore felt there would be merit in exploring the feasibility of co-location and integrating this particular service with the Council's Community Hub model to maximise resources and improve accessibility by offering a wider choice of venues. As such, we formally recommended that the Assistant Chief Executive (Citizens and Communities) works with the DWP's West Yorkshire Work Services District Manager to explore the feasibility of co-location of other services, such as Jobcentre Plus Work Coaches, with the Council's Community Hub model to improve accessibility of services and maximise resources linked to the administration of Universal Credit. We will be monitoring the implementation of this recommendation as part of our formal recommendation tracking process linked to that particular inquiry.

44. More generally, we are mindful that much of the existing partnership working with Community Hubs has primarily stemmed from piloted approaches. In moving forward and delivering the



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network of Community Hubs, we believe that the Council needs to be more systematic and strategic in its approach towards maximising resources and integrating services with other key partners.

Recommendation 4

That in moving forward and delivering the network of Community Hubs, the Assistant Chief Executive (Citizens and Communities) ensures that a more systematic and strategic approach towards maximising resources and integrating services with other key partners is developed.

Strengthening links with the health sector.

45. As part of our inquiry, we were keen to explore how the Council can strengthen particular links with the health sector as part of the Community Hub approach. In doing so, we explored existing joined up working initiatives to help understand and promote the key benefits of such integrated working practices. Linked to this, reference was made to two particular pilot schemes. This included the 'pop-up' scheme at Thornton Medical Practice in Armley and the Social Prescribing model of care being piloted by the Leeds North Clinical Commissioning Group.
46. As part of the pilot scheme at Thornton Medical Practice, this GP practice allocates a room within its premises for a Customer Service Officer to utilise. This provides a direct route of referral should a GP recognise any underlying social problems linked to a patient's health and wellbeing that could be addressed by accessing advice and support from council services, such as debt or housing advice. During our inquiry, we received a written endorsement from a GP at the Practice in terms of the positive outcomes this has already achieved regarding on the welfare of their patients. As such, we noted that this GP Practice also welcomes referrals to this service from any source and therefore individuals are not required to be registered with Practice.
47. In monitoring outcomes from this service, we also learned that the individuals meeting with the Customer Service Officer at the Thornton Medical Practice are also informed about the wider services being provided at the Armley Hub and are being encouraged to attend there too.
48. In relation to the Social Prescribing model of care being piloted by the Leeds North Clinical Commissioning Group, this forms part of a transformative approach to care that relieves pressure on the NHS and supports people to connect with their communities to lead the healthiest lives possible. Social prescribing is a non-medical, community-based intervention that offers the opportunity to provide alternatives or enhancements to primary care. It is therefore a more holistic approach to supporting a person's health and wellbeing.
49. This model of care stemmed from the feedback of GPs in terms of identifying patients with wider social issues but not feeling equipped to refer them to appropriate support services. Key to the success of this model was also the introduction of a new Wellbeing



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Coordinator role to work with a raft of community providers including the voluntary sector, local authority and NHS services in helping people access this type of non-medical support and improve their quality of life.

50. In supporting the work of the Wellbeing Coordinators, a central Hub was also required and people are able to access the service either via their GP practice or by contacting the central Hub directly. We learned that the Reginald Centre provides this central hub facility and as such, this has also presented opportunities to strengthen links between the Wellbeing Coordinators and the Council services already located in the building.
51. In welcoming this approach, we were pleased to learn that commissioners across the 3 Leeds Clinical Commissioning Groups are now forming plans to roll out this model of care citywide. Linked to this, we learned that a project development officer would also be put in post to identify potential gaps in service in delivering this model of care as well as evidencing levels of responses from the NHS and also through the Community Hubs. In helping to support a future permanent service, we also learned that a robust evaluation of the pilot will be undertaken by York St John University to provide this evidence base.
52. As well as acknowledging the positive outcomes arising from these two particular initiatives, we were also able to witness first-hand the added benefits of having health and social care services co-located with council services when we visited the three pathfinder Community Hubs. However, despite such efforts to co-locate health and council services, we believe there are still barriers, particularly within the health sector, in achieving true integration of services and the maximisation of available public resources in delivery services to the community.
53. In moving forward with this agenda, we learned about the development of a new model called the 'Leeds Integrated Healthy Living System' (see appendix 3) which principally aims to promote the concept that there is 'no wrong front door' to accessing information and a range of health support provision. We were particularly pleased to note that this model very much recognises the value of Community Hubs as being one of the settings whereby individuals should feel encouraged and supported in taking the next steps towards accessing support and engaging in a variety of activities. In addition, it is acknowledged that Community Hubs could also provide the venue for such activities too.
54. In addition to this, we were also informed that new care models were in the early stages of development in Leeds West. Such models are again based on the principle of providing wrap-around facilities to provide holistic care services. In particular, it recognises the importance of partnership working in local areas across GP practices, NHS trusts, council services and the voluntary sector.
55. Commissioners and provider organisations across the NHS, Adult Social Care and Leeds City Council in Leeds West have therefore come together as Community Wellbeing



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Leadership Teams to develop these new care models and we were pleased to note that the membership of these teams are to include Community Hub representation as well as relevant Ward Councillors and Community Committee Health Champions. As such, we recognise this as another key opportunity to champion the added benefits of the Community Hub approach and help address barriers towards achieving true integration of services between the health sector and key council services.

Recommendation 5

That the Assistant Chief Executive (Citizens and Communities) champions the added benefits of the Community Hub approach linked to the on-going development of new care models in Leeds and also seeks to ensure that associated development processes include representation from the Citizens and Communities directorate in this regard.

Taking forward existing good practice and lessons learned.

56. Our primary aim in undertaking this inquiry was to assist the Citizens and Communities directorate in evaluating the existing pathfinder Community Hubs with a view to identifying areas of good practice that we should be continuing to embrace and also any issues that require further attention based around the lessons learned to-date. A summary of our key findings is therefore set out below.

57. We believe that the following key practices should be maintained:

The promotion of self-serve facilities.

58. We were pleased to note that Community Hub staff are actively promoting the existing self-serve facilities that are available within the Hub premises and also services accessible remotely, such as the 'library at home' service. In doing so, this will inevitably assist in reducing the need for customers to queue for assistance and will also help alleviate pressures on staff.

Provision of interpretation services

59. We were very pleased to acknowledge the existing provisions aimed at addressing language barriers so that customers' needs are addressed at the point of enquiry. In particular, we welcomed the provision of video phones within the hub premises which enable sign language users to access interpreters too.

Staff floor-walking

60. We were able to witness staff adopting this approach during our visits to the pathfinder Community Hubs and found that staff were proactively approaching customers to direct them to where their enquiries can be dealt with appropriately, which may involve directing customers to use self-service facilities or even being able to deal with the customer's enquiry themselves.



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Incorporating 'social zones' into the hub design layout

61. It is important for Community Hubs to promote a relaxed and informal atmosphere in order to appeal to a wide range of customers and make them feel comfortable. Similar to the concept of Social Enterprise Cafes, we found during our visits that the designated social zones were helping to achieve this desired effect.

Recommendation 6

That the Assistant Chief Executive (Citizens and Communities) That the Assistant Chief Executive (Citizens and Communities) acknowledges those good practices identified by Scrutiny within the existing Community Hub provisions and ensures that these are taken forward as part of the ongoing development of the Community Hub network. In summary these include the following:

- The promotion of self-serve facilities
- Provision of interpretation services
- Staff floor-walking
- Incorporating 'social zones' into the hub design layout

62. In taking forward lessons learned to-date, we particularly identified the need to address the following issues:

Undertaking detailed liaison between all parties in agreeing the hub design layout.

63. We acknowledge that combining library requirements with Community Hub requirements is a key challenge and therefore it is vital that the best and most

intuitive design layout for a co-located Library and One Stop Centre is agreed by all parties. During our inquiry, particular reference was made to the initial design layout at Yeadon which consequently led to staff feeling that it was not providing sufficient privacy for the One Stop Centre enquiries.

That the design and location of enquiry booths provide sufficient privacy.

64. Confidentiality is identified as a key training element as it is vital that staff are discrete and make customers feel comfortable in discussing what are often particularly sensitive issues. Linked to this, it is therefore paramount that the design and location of enquiry booths within the Hub premises also help to achieve the levels of privacy expected by the customer.

That the financial modelling process factors in the full costs of developing a new site.

65. In acknowledging that future Community Hub sites are unlikely to be purpose built like St George House, we recognised the need to ensure that the financial modelling process factors in the full range of costs, including building costs and furniture and fittings for the public area, including library shelving. Linked to this, we acknowledge that many of the existing library buildings have historically been in need of restoration and modification works.

Undertaking more publicity and marketing of future site developments.

66. This is particularly relevant in relation to the development of an existing library building. Some library customers may



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not want to see any changes or improvements to the libraries and will therefore need to be reassured that the Library, and local services, will be better than before. This also links very closely to the points we made earlier in our report regarding the vital role of Community Committees and Parish and Town Councils in assisting to champion the Community Hub model.

Exploring a more efficient way of allocating funds for the development of sites.

67. A particular example was cited in relation to the sale of Micklefield House (previous location of the One Stop Centre) which was used to fund the move of the One Stop Centre into Yeadon Library. In doing so, the ring-fencing of these funds to relocate the service needed to be formally approved by the Executive Board. In moving forward with the roll out of the Community Hub network, we believe that a more effective process should be considered to automatically agree the funding approach of future developments including the ring-fencing of funds.

Recommendation 7

That the Assistant Chief Executive (Citizens and Communities) acknowledges the key issues raised by Scrutiny stemming from the lessons learned from the existing Community Hub provisions and ensures that these are taken forward as part of the on-going development of the Community Hub network. In summary these involve the following:

- Undertaking detailed liaison between all parties in agreeing the hub design layout;
- That the design and location of enquiry booths provide sufficient privacy;
- That the financial modelling process factors in the full costs of developing a new site;
- Undertaking more publicity and marketing of future site developments;
- Exploring a more efficient way of allocating funds for the development of sites.

68. In conclusion, our inquiry has shown that there is widespread support both within the Council and amongst partners and stakeholders that the Community Hub model represents a key capability for delivering more integrated and accessible services within the city.

69. We also agree that the direction of travel is correct and that Community Hubs will ensure that the council is able to meet the key principles of the integrated and accessible services proposition around simple and easy access to a range of council and partner services, which are locally influenced and designed to ensure that in the majority of cases the customer / citizen has their needs met at the first point of contact.



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70. As such, we remain committed to assisting the Citizens and Communities directorate in achieving our ambition to have effective Community Hub provision across the city.



Evidence

Monitoring arrangements

Standard arrangements for monitoring the outcome of the Board's recommendations will apply.

The decision-makers to whom the recommendations are addressed will be asked to submit a formal response to the recommendations, including an action plan and timetable, normally within two months.

Following this the Scrutiny Board will determine any further detailed monitoring, over and above the standard quarterly monitoring of all scrutiny recommendations.

Reports and Publications Submitted

- Report of the Assistant Chief Executive (Citizens and Communities) to Executive Board on Citizens@Leeds: Delivering Community Hubs across the city – Progress Update. 15 July 2015.
- Report of the Assistant Chief Executive (Citizens and Communities) to the Citizens & Communities Scrutiny Board on Community Hubs – Session 1 Report. 9th November 2015.
- Presentation on Community Hubs – Standards & Design. 14th January 2016.
- Briefing paper on developing new models of care in Leeds West.



Evidence

Dates of Scrutiny

Scrutiny Working Group – Scoping exercise - 19th August 2015
Scrutiny Board Meeting – Agreeing terms of reference – 14th September 2015
Scrutiny Board Meeting – Session 1 of the inquiry – 18th January 2016

Site visits (Session 2 of the inquiry):

- St George's Centre – 23rd November 2015
- Armley One Stop Centre – 30th November 2015
- Compton Centre – 1st December 2015

Scrutiny Working Group – Session 3 of the inquiry – 14th January 2016
Scrutiny Working Group – Session 4 of the inquiry – 24th March 2016

Witnesses Heard

- James Rogers, Assistant Chief Executive (Citizens and Communities)
- Councillor Debra Coupar, Executive Member for Communities
- Lee Hemsworth – Chief Officer Customer Access
- Steven Moore – Senior Community Hub Development Manager
- Dayle Lynch – Executive Manager Strategic Asset Management
- Ian Muscroft – Community Hub Development Manager
- Jan Jackson, Community Hub Manager, Inner & Outer West Area
- Nick Hart, North East Community Hub Manager, Reginald Centre
- Jeremy Wainman, Commissioning Manager, NHS Leeds North CCG
- Susan Murray, Head of Customer Contact
- Bev Rice, Head of Library and Information Service
- Josette Ward, Community Hub Manager, Compton Centre
- Tom Booth, Customer Service Team Manager, Compton Centre
- Kamran Aziz, Library Assistant, Compton Centre
- Jacqueline Bolton, Customer Services Officer, Compton Centre
- Jan Jackson, Community Hub Manager, Armley
- Charlotte Batty, Assistant Community Hub Manager, Armley
- Elaine Gibson, Library Assistant, Armley
- Lucy Bain, Library Assistant, Armley
- Chris McLoughlin, Community Hub Manager, St George's Centre
- Janine Lowe-Waterworth, Customer Services Officer, St George's Centre

Appendix 1

	Community Hub 'Extra'	Community Hub 'Local'	Community Hub 'Mobile'
Opening Hours	<ul style="list-style-type: none"> • Open full-time (including weekends). • All services provided when the building is open 	<ul style="list-style-type: none"> • Open full or part-time (including weekends) • All services provided when the building is open 	<ul style="list-style-type: none"> • Varied hours dependent on location. • Services provided based on demand.
Workforce	<ul style="list-style-type: none"> • Multi-skilled front-of-house team. • Triage approach in place; <ul style="list-style-type: none"> ○ Floorwalkers ○ Front Desk ○ Specialist support 	<ul style="list-style-type: none"> • Multi-skilled front-of-house team. • Part-triage approach in place; <ul style="list-style-type: none"> ○ Floorwalkers ○ Front Desk • Specialist support provided on a surgery basis. 	<ul style="list-style-type: none"> • Specialist support dependent on nature of demand.
Services Offered	<ul style="list-style-type: none"> • Full range of Council and Partner services. For example: <ul style="list-style-type: none"> ○ Benefits ○ Council Tax ○ Customer Services, ○ Education, ○ Employments and Skills, ○ Environmental Services, ○ Housing, ○ Library, ○ Registrars, ○ Social Care. ○ Partner Services 	<ul style="list-style-type: none"> • An extensive range of Council and Partner services dependent on local demand, space and availability. For example: <ul style="list-style-type: none"> ○ Benefits ○ Council Tax ○ Customer Services, ○ Education, ○ Employments and Skills, ○ Environmental Services, ○ Housing, ○ Library, ○ Registrars, ○ Social Care. • Specialist Services provided via signposting and/or surgeries. 	<ul style="list-style-type: none"> • Relevant Council Services provided depended on demand. • Specialist Services provided via signposting to appropriate Community Hub 'Extra' or 'Local'.
Partners	<ul style="list-style-type: none"> • Co-location within the building with key partners. For example: <ul style="list-style-type: none"> ○ West Yorkshire Police ○ NHS ○ Leeds City Credit Union. ○ Third Sector <p>Note <i>Partner co-location dependent on agreement and demand.</i></p>	<ul style="list-style-type: none"> • Partner pop-up / surgeries 	<ul style="list-style-type: none"> • Multi-agency approach where appropriate dependent on location and demand.
Self-Serve Options	<ul style="list-style-type: none"> • Self-service PC's • free-phones • Public Wifi • BSL Video phones. 	<ul style="list-style-type: none"> • Self-service PC's • free-phones • Public Wifi 	<ul style="list-style-type: none"> • Signpost to availability at Community Hub 'Extra' and 'Local' sites.
Community Use	<ul style="list-style-type: none"> • Facilities available for use by the Community / local groups. 	<ul style="list-style-type: none"> • Facilities available for use by the Community / local groups. 	<ul style="list-style-type: none"> • Not Applicable



Appendix 2

The sites to be covered within the Phase 2 roll out are as follows:

Area	Community Hub Extra	Community Hub Local
City Centre	<ul style="list-style-type: none">• 2 Great George Street	n/a
Inner & Outer North West	<ul style="list-style-type: none">• Horsforth	<ul style="list-style-type: none">• Otley• Yeadon
Inner & Outer West	<i>Armley Community Hub already in place</i>	<ul style="list-style-type: none">• Pudsey• Bramley
Inner & Outer North East	<ul style="list-style-type: none">• Reginald Centre	
Inner & Outer East	<i>Compton Centre Community Hub already in place</i>	<ul style="list-style-type: none">• Garforth
Inner & Outer South	<ul style="list-style-type: none">• Dewsbury Road <i>St Georges Centre Community Hub already in place</i>	<ul style="list-style-type: none">• Hunslet• Rothwell• Morley



Appendix 3



Scrutiny Board (Citizens and Communities)
The development of Community Hubs
May 2016
Report author: Angela Brogden



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