

Cabinet Member for Safer, Stronger Communities	Ref No: SSC01 19/20
May 2019	Key Decision: Yes
Worthing Community Hub	Part I
Report by Executive Director Place Services and Director of Communities	Electoral Divisions: Worthing
<p>Summary</p> <p>The Community Hubs Strategy aims to combine services ‘under one community roof’ for the benefit of our residents, safeguarding access to preventive services whilst making the best use of County Council assets to provide existing and new services in fewer, more cost effective buildings.</p> <p>This report outlines the plan for a community hub in Worthing Library by integrating children and family and youth services into the hub following a feasibility study and extensive local community consultation. The report seeks approval to the capital funding for the project to proceed and to delegate authority to the Executive Director Place Services to award the contract for the build after a comprehensive tender process.</p>	
<p>West Sussex Plan: Policy Impact and Context</p> <ul style="list-style-type: none"> • Best start in life through sustaining valued services to families. Co-locating these services, integrating staff and volunteers to design even more effective support, particularly for the most vulnerable people in the Worthing locality • Independence for later life through modernising the building’s internal design allowing increased daytime activities that help reduce social isolation for older residents in the Worthing locality • A strong, safe and sustainable place is supported by making better spaces available that can be used by voluntary and community groups in the Worthing locality • A council that works for the community as this proposal will increase efficient use of assets in Worthing, freeing some for disposal or other use 	
<p>Financial Impact</p> <p>Capital expenditure of £3.058m allocated from the Capital Programme to deliver the Worthing community hub. Implementation of the project is expected to achieve a full year revenue saving of £116k, before borrowing costs.</p> <p>The project will also support demand reduction in adult and children’s social care by providing enhanced spaces for community connection and release buildings that should be surplus to requirements and may be sold to realise a capital receipt.</p>	

Recommendation

The Cabinet Member is asked to:

- 1) approve the allocation of £3.058m from the provision in the Capital Programme to deliver the Worthing Community Hub, the submission of a planning application and the commencement of the procurement for its construction based on the designs set out in the report;
- 2) agree that the Children and Family Centre on Crescent Road in Worthing is surplus to requirements and ask the Cabinet Member for Finance and Assets to agree its disposal; and
- 3) delegate authority to the Executive Director Place Services to seek planning permission and to award the contract to the most economically advantageous bid in accordance with the Council's Standing Orders on Procurement and Contracts.

PROPOSAL

1. Background and Context

- 1.1 As a County Council we recognise our role in creating the appropriate environment to support local people to be active and to give those communities the space and support to thrive. That's why we are committed to making more effective use of our buildings – particularly libraries and children's centres, which are at the heart of our communities, deliver valued services and outcomes, to support the priorities in The West Sussex Plan.
- 1.2 This report sets out the rationale for the allocation of funds to progress a community hub in Worthing, incorporating activities currently undertaken at the children and family centre, registration service and find it out centre into the current library building in Richmond Road.
- 1.3 This approach builds on the Key Decision taken on 22nd January 2019 (Reference report SSC7 18/19) to adopt the strategic principles underpinning the Council's approach to developing Community Hubs across West Sussex. Worthing will be the first site to be progressed with further locations to be identified through feasibility and viability studies and delivered in several phases.
- 1.4 Worthing Library is one of two large (Tier 1) libraries within West Sussex and its remodelling as part of the Community Hubs programme is designed to showcase what is possible in terms of creative and flexible design. The ideas and learning from this site will inform and support the broader approach to integrating services into the County Council's community buildings.

- 1.5 Work within the Council’s Children’s Directorate to remodel ‘Early Help `services are closely aligned to the Community Hubs approach and staff within the Worthing locality are working collectively on the proposals as outlined in this report.
- 1.6 The County Council appointed a Multi-Disciplinary Consultant (MDC) - in July 2018 to support the delivery of the County Council’s Capital Programme and Asset Management Strategy.
- 1.7 In 2018 the MDC were commissioned to carry out viability and feasibility on Worthing library as a possible Community Hub. This work produced a set of concept layout designs to illustrate how the space could be effectively remodelled to accommodate additional services and create enhanced community space. This report seeks approval to the capital funding to enable these designs to be developed further through the appropriate RIBA stages ready for procurement of the construction and fit-out of the new Hub.
- 1.4 It is proposed that the following services will move into the new Hub at Worthing library

Hub	Asset	Type
Worthing Library	Footprints Crescent Road	Children and Family Centre
	Worthing	Library
	Worthing	Find It Out Centre

- 1.5 The Registrar’s service is currently operating at Adur & Worthing Councils’ Portland House building under a lease arrangement. The lease will be terminated, and this service will also operate out of the newly remodelled Hub.
- 1.6 The January 2019 decision approved the plan for a temporary closure of the library for six months to enable the refurbishment works to be carried out, subsequently re-opening the building as a community hub with services from the nearby Children & Family centre, Find It Out centre and the relocation of the Registration Service from the adjacent borough council building.
- 1.7 Since January officers have been working, under the governance of the Members’ Project Board (see Background paper Report SSC7 18/19) to develop a deliverable timescale for the community hub. This has involved validation of design requirements with stakeholders and engagement of the council’s Multi-disciplinary Consultant (MDC) to carry out viability and feasibility studies for the re-modelling and refurbishment of Worthing library.

2. Proposal Details

- 2.1 It is proposed that the MDC are instructed to take forward and further develop the design for the community hub in Worthing, manage the project to include the refurbishment and complete each of the required RIBA (Royal Institute of British Architects) stages which will inform the preparation of a tender specification document to take to market. A further key decision will be required to award the contract to the successful bidder, and it is recommended that this is delegated to the Executive Director, Place Services.
- 2.2 Officers will engage all relevant stakeholders to participate in each RIBA stage to ensure the detailed specification for prospective contractors includes all requirements for the successful refurbishment of the library. This will include robust safeguarding arrangements and an accessibility assessment to ensure there are adequate WC facilities for all users of the hub.
- 2.3 Alternative arrangements for residents to continue to access library services during the closure period will be made, including the establishment of a temporary library in the town centre, very close to location of the current library, at 37 Richmond Road.
- 2.4 Planning and preparation will commence in advance of the temporary closure to ensure minimal disruption for library customers, although some activity (e.g. the transfer of self-service and other IT equipment from the current to the temporary library) may require a closure of up to two weeks before the temporary library can open to residents, if this is necessary this will be set out in advance.
- 2.5 Services currently provided by the Children and Family and Find it Out Centre will continue to run from Crescent Road and Marine Place in Worthing until the Community Hub is completed and ready to open. In addition to the above temporary arrangements a range of activities currently hosted by the Library will be temporarily relocated to these buildings during the refurbishment work to ensure continuity of access for residents.
- 2.6 The Children's and Family Centre once vacated will be considered surplus to service requirements and the Cabinet Member for Finance and Asset is asked to take a decision to dispose of the site.
- 2.7 The Schools Library Service (SLS), a traded service providing library services to primary schools across West Sussex, is based in the basement of Worthing Library. This service is countywide. As a standalone service it is not intended that the refurbishment work will impact on the occupation or delivery of this service. The tender process to select a contractor will incorporate the requirement to isolate the SLS office in the basement, in order to make the area safe for staff to continue working. The daily egress and ingress of the SLS mobile library vehicles, during term time, will also be required throughout the refurbishment works.

Milestones & Delivery dates

- 2.8 The MDC will manage each stage of the RIBA process (1-7) through to completed construction on behalf of WSCC. The key indicative milestone dates for the community hub in Worthing are as follows:
- April 2019 – Commence detailed designs ready for a procurement exercise for construction and fit out works
 - July 2019 – Commence procurement exercise for construction fit out works
 - September 2019 - Complete design process
 - October 2019 – Appoint main contractor
 - Mid-November 2019 – Commence construction and fit out works
 - Mid-May 2020 – Complete construction and fit out works
 - June 2020 – Opening of Worthing community hub
- 2.9 Following an assessment of procurement options, it is proposed that the Council secures a main contractor to complete the fit out works by running a competitive procurement process on a selective basis using the most economically advantageous bid.

FACTORS TAKEN INTO ACCOUNT

3. Consultation

- 3.1 Detailed engagement and consultation was undertaken through July-November 2018, as detailed in 5.3-5.5 of the report SSC7 18/19. The results of this demonstrated strong support from residents, stakeholders and local elected members for the proposals. Regular updates on the project have been shared with the public at Worthing County Local Committee meetings.
- 3.2 The proposal for a community hub programme, starting in Worthing was scrutinised by the Environment, Communities and Fire Select Committee on 13th March 2019. The committee supported the programme's aims to encourage community use to be innovative and resource efficient and was pleased to see that the possible closure of libraries was avoided. The committee also raised concerns over lack of cost figures in the initial report which has been addressed.
- 3.3 The proposal will be subject to planning permission and the MDC will manage this process on behalf of WSCC.
- 3.4 The Cabinet Member for Finance and Resources has been consulted on this proposal in relation to the oversight of the capital programme and the plans for

Worthing have been considered by the Member Project Board. Members will continue to be engaged as further phases of the community hubs programme are brought forward.

4. Financial (Revenue and Capital) and Resource Implications

- 4.1. Estimated costs as assessed by the Council’s MDC based on the design plans developed for Worthing Library indicate that an overall budget of £2.02m is required to create a remodelled community hub capable of hosting a range of services in the current Library building.
- 4.2. In order to take advantage of the fact that significant work will be taking place on site there is an opportunity to carry out additional ‘planned maintenance’ work to Worthing Library, saving future costs to the County Council and minimising future disruption to services and their users.
- 4.3. It is thus proposed that a further £760k of work identified by the building condition survey is carried out at the same time. These costs are for the replacement of the lift, modification of the existing electrical distribution system, replacement of lights and adaptations to the alarm system. This gives an overall estimated cost of £2.780m and the break down is set out in the table below.

	£000
Remodelling	1,536
Preliminaries	231
Profit and Overheads	88
Design contingency	185
Inflation	51
Construction contingency	105
Professional Fees	220
Planning	15
Site Surveys	49
Furniture and Fittings	300
Total	2,780

- 4.4. As is good practice in construction works of this nature and in order to accommodate any unidentified risk factors not already accounted for, a 10% contingency has been added to the overall estimated costs, to give a total capital budget requirement of £3.058m.
- 4.5. There is currently £5 million allocated in the capital programme for the community hub programme, of which £0.5m is currently funded through s106 monies specific to library improvements in certain areas. A provisional profiling of the capital budget required for Worthing is set out below, subject to timing changes.
- 4.6. Should the proposal be approved, this would leave £1.942m available towards future Community Hubs developments, although this amount is subject to the confirmation of s106 monies, a review of which is currently underway.

Capital Consequences

Capital Budget	2019/20 £m	2020/21 £m
Community Hubs Budget	3.000	2.000
Impact of agreeing the recommendation	-3.000	-0.058
Remaining Budget	0	1.942

4.7. As part of this proposal, the Children and Family Centre on Crescent Road would be sold and after adjusting for disposal costs and potential clawback liabilities, it is assumed that the net proceeds will go towards meeting the capital receipts funding requirement in the existing capital programme.

Revenue Consequences

4.8. The estimated revenue implications of the proposal are summarised below,

	2019/20 £'000	2020/21 £'000	2021/22 £'000
Estimated Expenditure			
Worthing Library Decant and Move	50		
Decant and move to Worthing Community Hub - (Portland House, Richmond House, Footprints, Marine Place)		50	
Dilapidations - Portland house (Registrars)		5	
Dilapidations - Marine Place (FIO)		30	
Retention Costs - Richmond Rd	23	12	
Estimated Revenue Savings			
CFC Building, freehold (Crescent Road)		-13	-16
FIO centre, leasehold (Marine Place)		-13	-15
Registrar's Office, leasehold (Portland House)		-27	-32
Operational efficiency savings		-53	-53
Indicative Net Revenue Cost(+)/Saving(-) from proposal	73	-9	-116

4.9. With the completion of the Worthing Hub planned for June 2020, the one-off revenue expenditure in relation to decanting and dilapidation will be incurred across both 2019/20 and 2020/21. As result the full annual anticipated savings of £116k per year, before borrowing costs, will not be fully realised until 2021/2022, although a small saving is likely to be seen in 2020/21.

4.10. The costs arising in the current year would be met from a combination of s106 monies in relation to library provision.

- 4.11. There is an expectation that the principles inherent in the approach to Community Hubs will provide a more cohesive and customer centred approach to the provision of community-led services. As such it is anticipated that an improved access to public services will in the long term reduce the need and reliance for other WSCC services. These preventative benefits to the County Council in reducing demand are not illustrated in the financial modelling as they are not quantifiable at this point, but nonetheless they are expected to be a significant factor within the overall business case.

5. Risk Assessment Implications and Mitigations

The main risks to the project and planned mitigation activity are set out below.

- 5.1 Delivery milestones are not achieved because estimated timescales are unrealistic and therefore delay implementation. This risk will be mitigated through development of planning assumptions to inform high level milestones and detailed implementation plan. Understanding the impact of these assumptions and regular validation to ensure they hold true will be implemented as a key control.
- 5.2 The Council faces a potential liability to the Department for Education for £180k – this represents a potential repayment of the Surestart Grant provided for the Crescent Road building. Active steps are being taken to minimise this risk by demonstrating the continuation of access to early years services in the new hub and the value from the grant being continued.
- 5.3 Costs for fit out works Worthing community hub overrun due to unforeseen circumstances. All costs incurred will need to be closely monitored and reported to understand variances (and causes thereof) to effectively manage the budget. A 10% contingency is included in the budget.
- 5.4 Insufficient organisational capacity or resources to devote to implementation. Detailed implementation plans will set out the resources required, when and for how long. This will be overlaid against other organisational priorities to ensure delivery can be sequenced effectively. Governance overseen by the Members' Project Board will ensure this is addressed.
- 5.5 Data required to demonstrate benefits realisation is not baselined (or data quality prohibits baselining activity) making it difficult to attribute benefits to the programme. Greater community resilience is likely to reduce demand for traditional services. However, adequate tracking of this demand reduction requires sophisticated methodologies. Risk mitigation activity includes securing all pertinent data at the outset, identifying and plugging data gaps, developing benefit profiles and actively tracking benefits in accordance with our agreed benefits management strategy.
- 5.6 Worthing community hub is too small or inflexible to deliver the range of services expected eroding stakeholder support and prohibiting longer term ambition for

wider co-location of services. This risk will be mitigated through clear establishment of requirements as part of any building reconfiguration phase with appropriate governance arrangements for approvals.

- 5.7 The Early Help service is re-modelled at a different pace and agenda to the community hub strategy leading to an erosion of benefits. A clear understanding of the planned service review and impact will aid the development of a contingency plan. Hubs will remain an enabler for potential service changes.

6. Other Options Considered

- 6.1 The Council looks to remodel Library and Children, Family and Youth services in Worthing separately in a piecemeal fashion. This is inconsistent with the Council's overarching approach in creating community hubs. Providing access to a range of services under one roof will safeguard important community spaces available to residents.
- 6.2 Construction and fit out work to remodel the library in Worthing could be delivered while maintaining current services in situ avoiding the need for a temporary relocation of services. Estimated costs for work to take place around existing service provision are higher and completion work would be expected to take longer thus creating additional disruption for the local community.

7. Equality and Human Rights Assessment

- 7.1 A full assessment of the equality impact is attached in Appendix 2.

8. Social Value and Sustainability Assessment

- 8.1 A sustainability appraisal has been completed and is a background paper to this report.

9. Crime and Disorder Reduction Assessment

- 9.1 Remodelling Worthing library into a community hub utilising modern design to create a more attractive and effective space and one with enhanced flexibility for broader uses will allow additional 'drop in' capacity for other services which promote community safety. The library service also provides 'safe spaces' in which residents can report issues and gain initial advice and support. This provision will be enhanced by the remodelling of the building in Worthing.

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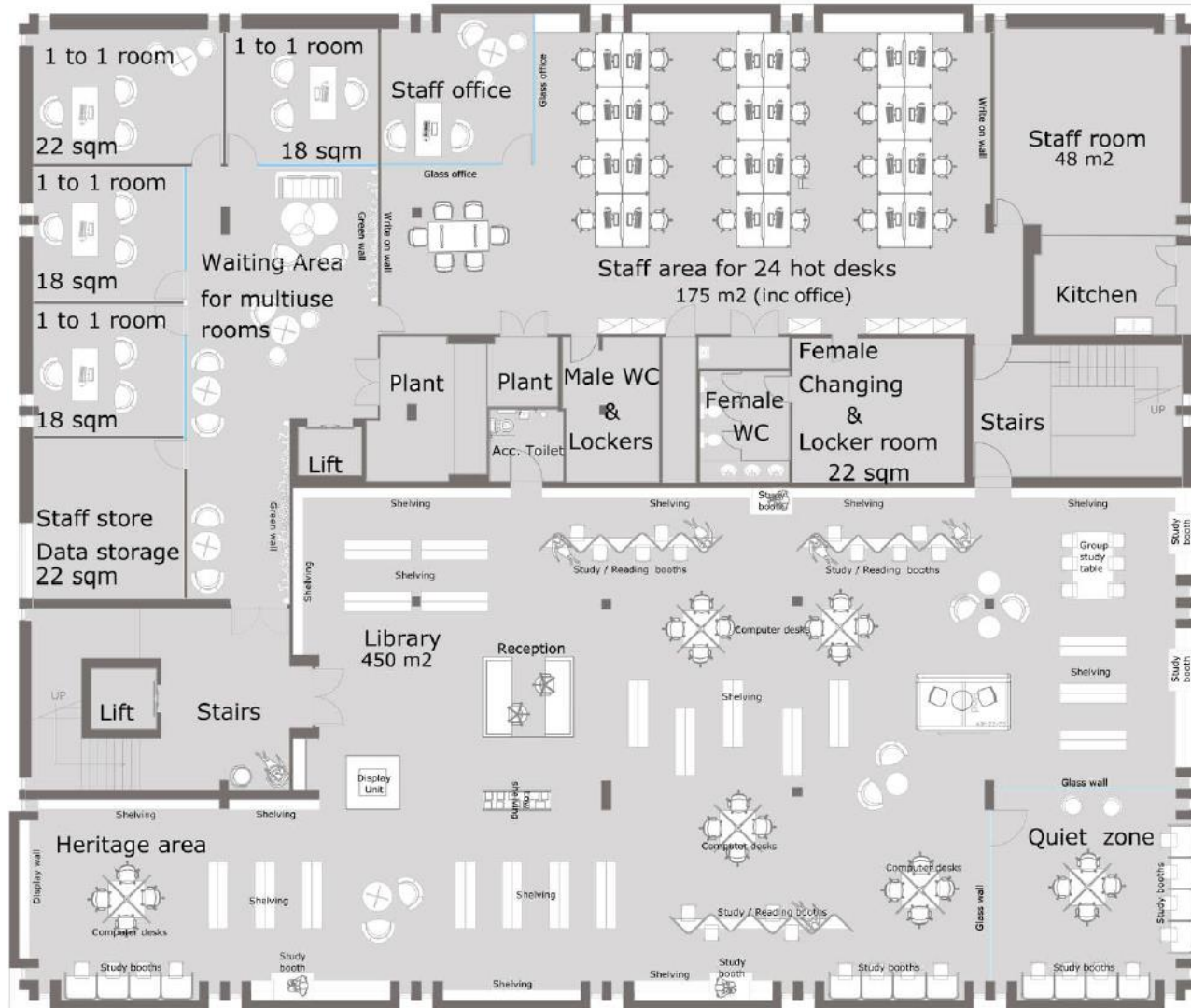
Appendices

Appendix 1 Proposed Designs for Worthing community hub

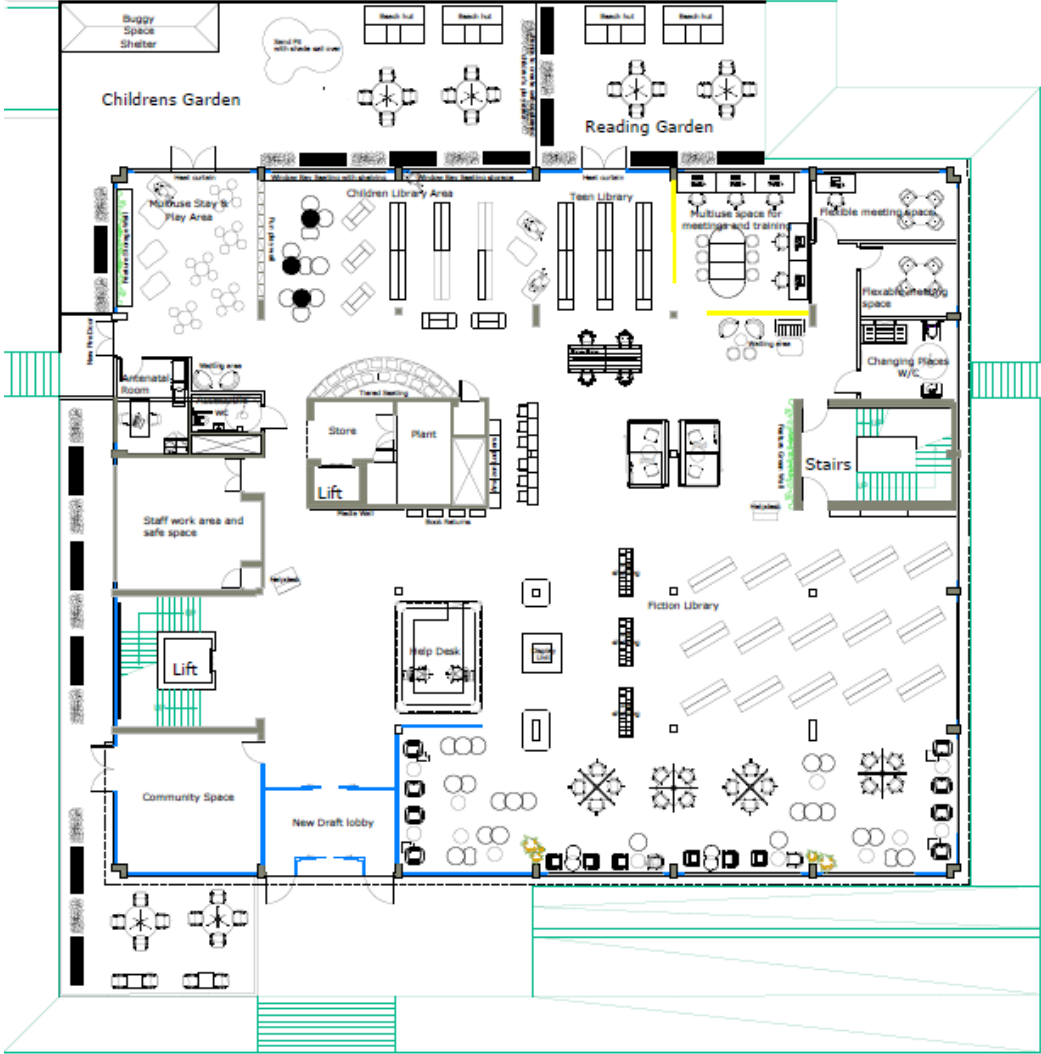
Appendix 2 Equality Impact Assessment

APPENDIX 1 Draft Design Layout

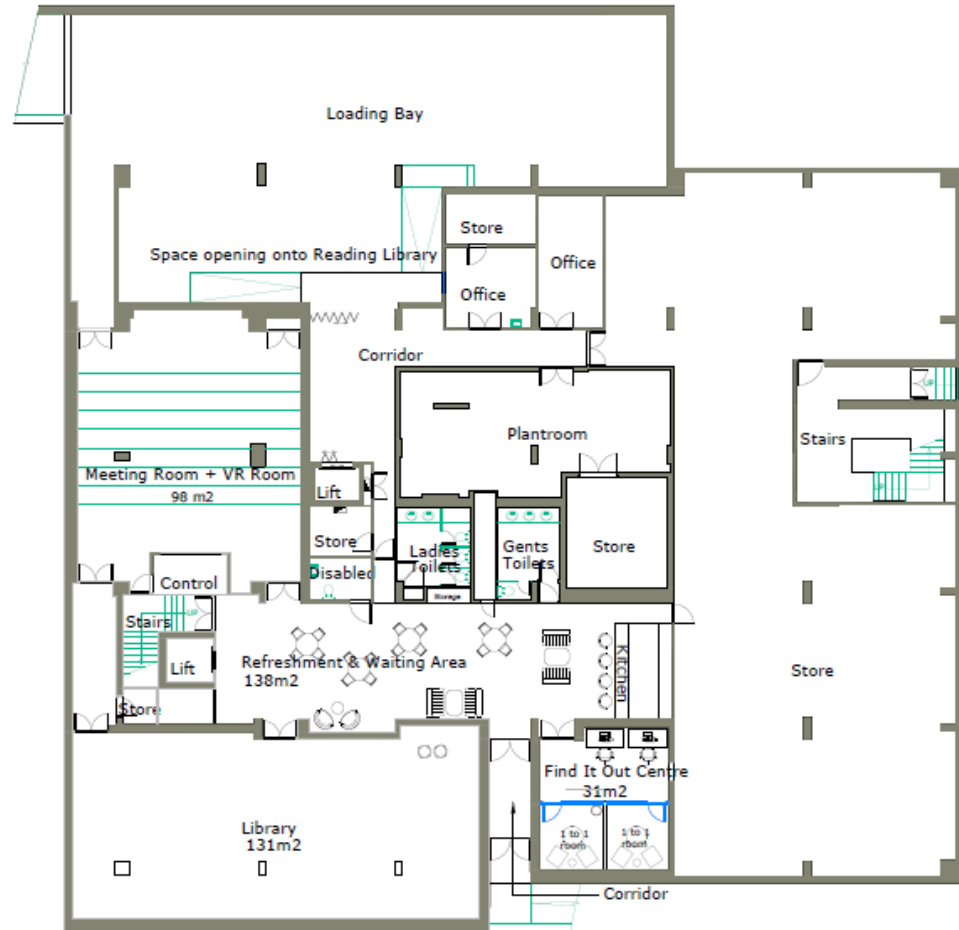
Proposed first floor



Proposed ground floor



Proposed Basement



APPENDIX 2 - Equality Impact Assessment

Equality Impact Report

Title of proposal	Creation of a Community Hub at Worthing Library	
Date of implementation	2019-22	
EIR completed by:	Name:	Julie Robinson
	Tel:	X 25803

Describe how you have assessed the impact of the proposal.

1.

Our proposal is to create multiple community hubs in West Sussex. No reduction in services is planned. However, we will be reducing the number of Council buildings within close proximity (two-mile radius) to enable co-location of many services under one roof.

The impact of this proposal is therefore on changed location of services in the future.

The recommended option proposes consolidation of library; children and family centres; and find it out centres from 35 buildings to 10. For some of our community hubs, subject to business readiness, will also consolidate other services, such as registration services.

An equality impact assessment is therefore required to ensure our proposals do not discriminate against any disadvantaged or vulnerable people.

The key customer groups accessing our services from these locations vary depending on services required. However, these groups will include members of local communities; people with mental health issues; people with learning difficulties; pregnant women; new parents; and elderly people.

Information relating to protected and other groups has been gathered through community engagement, surveys and feedback from teams working in specific areas.

From the demographic data from a public consultation undertaken in Worthing last year, 17% of respondents considered themselves to have a disability. 5% of responders stated they have a mental health condition. No responders identified as having a learning disability. 10% of responders were pregnant or had been pregnant within the previous 26 weeks.

2. Describe any negative impact for customers or residents.

Moving the location of services has the potential to create anxiety issues for those who have learning difficulties or mental health issues, particularly where services are moving from smaller, quieter locations to big, busy spaces. The impact could have negative connotations for some potential users and manifest in behavioural issues, stress and anxiety symptoms or a general disconnection from services.

Those responders who were or had been recently pregnant raised concerns regarding privacy. This may mean that they do not feel able to discuss specific

issues or may not attend vital health meetings if they feel that private spaces will be limited in bigger environments.

As construction work is carried out to create multiple community hubs we will also need to be mindful during the implementation phase of the impact of temporarily changing service locations during the period of fit out works.

The proposed mitigations or solutions to these are detailed in section 7.

3. Describe any positive effects which may offset any negative impact.

There are significant positive impacts of this project:

Accessing a number of services all in one building will provide the opportunity for those who are accessing just one service to find out about and access other services they may not have been aware of.

There is evidence that intergenerational mixing improves outcomes for both young and older people and a shared space will facilitate this.

A more integrated workforce, bringing together library, children's services and health staff under one roof, plus links with community and voluntary sector staff and volunteers, is more likely to facilitate cross-agency and team working.

4. Describe whether and how the proposal helps to eliminate discrimination, harassment and victimisation.

Libraries are already safe, welcoming and neutral spaces, providing services for a wide range of residents, with no eligibility criteria or referral required. Integrating services for families, including pregnant mothers, young people and older people at risk of social isolation, means we can extend the principle of universal access, a key factor in reducing discrimination, harassment and victimisation.

Library staff undertake a range of specialist training to enable them to meet the needs of specific groups (e.g. Dementia Friend training). Extensive training provision from the Early Help service for inclusion, autism, child development, child protection, safeguarding, parenting skills, managing difficult conversations, supervised contact is already available to library staff.

5. Describe whether and how the proposal helps to advance equality of opportunity between people who share a protected characteristic and those who do not.

By providing a range of services in one space we are able to deliver a fair environment. The range of services that will be available in community hubs will reach out to groups equally. This allows services to provide an equal and improved offer in a multifunctional unit where everybody is welcome. It will improve the opportunity for interaction between those who share a protected characteristic and those who do not.

6. Describe whether and how the proposal helps to foster good relations between persons who share a protected characteristic and those who do not.

Community hubs will be designed following community engagement through focus groups and the public engagement. Our buildings are renowned community spaces or areas where people can feel safe. By proposing to move our services under one roof allows people to access more than one service which may not have been

available in separate locations. This has been addressed in question 5. The shared space will provide significant opportunity to communicate, bring people together and educate on individuality and equality.

7. What changes were made to the proposal as a result? If none, explain why.

Temporary closure of selected Community Hub building to allow construction work

Services will be temporarily located in other venues to allow construction work to take place. The project includes plans to work with community groups and residents to reduce impact and ensure continuation of service provision.

Access to one building. Mental wellbeing of being able to go to different sites – Designing spaces with the community in mind will be key. Community hubs will be re-designed to ensure people feel they have their own space in the building, but also feel welcome to use any area as appropriate. This must be identified as a safe space for all our customers. The space must also be fit for purpose so people feel it is right for them to be there.

More people in the library- We have worked extensively with our architect and the services providers to develop a zoning structure for community hubs. Internal layout plans will be designed to provide appropriate separation of some activities (e.g. waiting area for Registration where some customers will be bereaved, separate from play space for younger children using Children & Family centre services). Space zoning will also be reviewed with focus groups following the consultation.

Those who are pregnant have raised concerns regarding privacy- This is critical to the re-design of spaces within our community hubs and will be reviewed and addressed with our architects and focus groups on a hub by hub basis. We have previously adapted Findon library into a community hub. MILK! Is currently offered within this space and we will work with our colleagues to review how this has worked well and how we can scale this approach for future community hubs.

This proposal does not reduce the services available however may reduce duplication - There needs to be partnership working within and across our community hubs to ensure effective collaboration centred on the customer experience. Opportunities will be identified to reduce duplication across services provided in each hub.

8. Explain how the impact will be monitored to make sure it continues to meet the equality duty owed to customers and say who will be responsible for this.

Following our Worthing consultation, focus groups are being established to help us review and fine tune initial plans. A stakeholder panel will be introduced to ensure we outcomes of this proposal are monitored. This practice will be replicated across future community hubs.

Robust benefits profile will be developed and monitored, which will include non-financial benefits relating to community outcomes. In addition, this project is to be

monitored by Members through a dedicated Member Project Board. Part of the Board's remit will include monitoring the impact of the Community Hub on residents in local communities, including their access to services.

To be signed by an Executive Director or Director to confirm that they have read and approved the content.

Name

Ravi Dhindsa

Date

20/02/19

Your position

Programme Director, TPO