

# Gloucester City Council

<b>Meeting:</b>	<b>Overview and Scrutiny Cabinet</b>	<b>Date:</b>	<b>3 December 2018 5 December 2018</b>
<b>Subject:</b>	<b>Community Building in Gloucester City</b>		
<b>Report Of:</b>	<b>Cabinet Member for Communities and Neighbourhoods</b>		
<b>Wards Affected:</b>	<b>All</b>		
<b>Key Decision:</b>	<b>Yes</b>	<b>Budget/Policy Framework:</b>	<b>No</b>
<b>Contact Officer:</b>	<b>Anne Brinkhoff, Corporate Director</b>		
	<b>Email: anne.brinkhoff@gloucester.gov.uk</b>	<b>Tel:</b>	<b>396745</b>
<b>Appendices:</b>	<b>1. Vision, mission and principles 2. Purpose 3. Proposed staffing structure 4. Staffing structure in place to-date 5. 10 year budget</b>		

## FOR GENERAL RELEASE

### 1.0 Purpose of Report

- 1.1 To outline plans for the medium and long-term delivery of community building activities in Gloucester and gain Cabinet's support for the project.

### 2.0 Recommendations

- 2.1 Overview and Scrutiny Committee is asked to consider the information contained in the report and make any recommendations to Cabinet.

- 2.2 Cabinet is asked **RESOLVE** to:

- (1) Agree the vision, mission and principles for a longer-term approach to community building in Gloucester.
- (2) Approve the establishment of a formal partnership agreement with Barnwood Trust to deliver community building in the short-term and to delegate authority to the Corporate Director (Partnerships) in consultation with the Cabinet Member for Communities and Neighbourhoods to finalise arrangements.
- (3) Note the budget, financing and the longer term financial approach to deliver community building in Gloucester.
- (4) Authorise the Corporate Director (Partnerships) to work towards setting up a separate legal entity such as a Community Interest Company (CIC) to undertake community building and to bring a further report back to Cabinet.

- (5) Authorise the Corporate Director (Partnerships) to explore the feasibility of transferring the Gloucester Lottery into a future CIC.
- (6) Commit the 'Your Gloucester' budget (£10k pa) to the project for two years
- (7) Commit £5k per annum of the Gloucester Lottery central fund to the project for two years.
- (8) Acknowledge that fundraising continues, but agree to cover any shortfall for the first two years as set out in section 8 of the report.

### **3.0 Background and Key Issues**

- 3.1 Asset Based Community Development (ABCD) is about growing sustainable communities, building connections between people that live in the area and empowering people to take action on things that are important to them – which will often be different to what statutory/public sector agencies perceive to be important. ABCD is not about setting up new services or groups, although people may come together informally as a result of building connections, but it can contribute or complement priorities of statutory partners as building stronger communities supports people's feeling of safety, well-being and health more broadly. The focus of community building is not on providing specific outputs but about providing stronger community connections which, in turn, will provide increases in wellbeing and health.
- 3.2 Asset based community development has been an approach used by the City Council since 2012 when initially trialled in Podsmead and Matson and later introduced into the 2014 Council Plan. In 2012, our relationship with Barnwood Trust started who have, over time, become unrivalled partners and supporting the development of our community building practice and evaluating our work. Other partners who have been part of our community building journey are the OPCC, Gloucestershire Constabulary, GL Communities, Roots Community Café; Podsmead Big Local, Housing Associations, the CCG, and the Public Health and Adult Social Care teams at the County Council.
- 3.3 For the past 2 years the City Council and Gloucestershire Constabulary have seconded staff to the Barnwood Trust as Community Builders to learn more about the work and the potential of ABCD. An evaluation carried out by Barnwood Trust researchers and Gloucestershire Constabulary has been in process for the duration of these secondments. The learning so far shows that adopting a community building approach reduces peoples' fear of being a victim of crime which directly relates to people having a greater feeling of wellbeing, life satisfaction and improvements in community cohesion. It also has a direct link to peoples' perception of and satisfaction with the work of the Police.
- 3.4 The Council's commitment to ABCD was written into the current Council Plan 2017-2020 with an aspiration to become a centre of Excellence.
- 3.5 The LGA peer challenge in 2017 recommended for us to embed ABCD more into what we do and engage further with frontline staff to achieve this.

- 3.6 Within Gloucestershire, ABCD is an approach increasingly supported by partners such as the Police and Crime Commissioner, Constabulary, County Council and voluntary sector organisations such as Age UK Gloucestershire.
- 3.7 Some local authorities in the country have integrated the ABCD and community building approach into their work. Examples can be seen in Exeter where 'Wellbeing Exeter' sees social prescribing and community building hand in hand, and Wigan Council have used ABCD to create a 'deal' with staff and residents of how each party fulfils their responsibility to the community.
- 3.8 Within Gloucester, ABCD and community building has been happening in a number of wards for periods of time. For example Kingsway had a community builder for 2 years and Kingsholm currently has a community builder for 18 months. This proposal seeks to create a coherent and coordinated project of community building in all wards for a significant period of time.
- 3.9 Strategic county wide prevention projects such as the current work on Adverse Childhood Experiences (ACEs) work ties in directly to ABCD as this work is about building resilience which creates the conditions required for those who have experienced ACEs to recover and lead healthy and active lives as well as avoid the risk of more ACEs impacting on further generations.

#### Vision, Mission and Principles

- 3.10 The Vision of the project is simple and can relate to all of our residents regardless of their ambitions: Gloucester is a great place to live where everyone can have a good life. The vision links well with the strategic focus of key partners for the City and its Communities, including the Health and Wellbeing Board.
- 3.11 The principles of the project are that it is:
- People led – local people are empowered to create the communities that are right for them and involve the activities that they want to engage in.
  - Asset based- focus on what is good about a neighbourhood or community not what is wrong with it.
  - Relationship focused- has a basis of respect, care and engagement.
  - Rooted in local community- pays attention to the specific wants and needs of different groups and doesn't have a 'one size fits all' approach.
  - Everyone can be involved- inclusive, welcoming and based on equality and respect.
- 3.12 The full details of the vision, mission and principles can be found in appendix 1, the purpose in appendix 2 and a proposed staffing structure in appendix 3.

#### An Independent Entity

- 3.13 The establishment of an independent organisation such as a Community Interest Company (CIC) will provide a neutral platform for community building activities which is removed from particular (and often deficit based) purposes of any individual organisation. It is likely to achieve a wider buy-in from communities and a range of partner organisations and would ensure a longer term success of the project. It would enable a joined up, coherent and consistent methodology for community building which is crucial for a scaled up and city wide approach. It also

allows Community Building to happen without the constraints of any one organisation's objectives. In the longer term it enables community building to be led by the community itself.

- 3.14 A CIC will allow the project to apply for funding from a wider range of trusts and grant makers and may, over time, sell services to others.
- 3.15 Other public sector organisations could second staff into the CIC for a period of time to help them in their wider organisational objectives or to equip seconded staff with community building skills which can be transferred into their own organisations to influence and change culture and practice.
- 3.16 The CIC will not be established immediately but will be incorporated at some point in the first 2 years which allows time for the project to start and for governance arrangements to be considered and established. The CIC will then continue in years 3-10 under the long term structure.
- 3.17 In the short-term, it is proposed to enter a formal partnership with Barnwood Trust to commence delivery of this integrated community building approach. Appendix 4 shows the staffing which has been secured through secondments from partners, current and prospective City Council staff.

#### **4.0 Asset Based Community Development (ABCD) Considerations**

- 4.1 This project builds on the development of the Asset Based Community Development approach in Gloucester.

#### **5.0 Alternative Options Considered**

- 5.1 Setting up a dedicated council team to deliver Community Building was considered which has been tried before. This approach does not have the independence required for community work of this nature and the risk is that communities will not engage with the Community Builders as they are seen as part of the Council
- 5.2 Setting up a company, wholly owned by the Council was considered, however, we do not consider that this would be viewed to be independent of the Council and it may still be unable to apply for some funding.

#### **6.0 Reasons for Recommendations**

- 6.1 Community Building is fundamentally inclusive. By setting up an independent CIC we give Community Builders the ability to work across the whole City with everyone, rather than being places within an organisation with specific objectives (inclusion, disability, health, etc).
- 6.2 The success of the project is dependent on City wide buy in and support of the approach. Working in close partnership in this way ensures partners are fully bought in to the project.
- 6.3 Seconding staff in to the project protects staff and minimises the risk for all parties, including the CIC.

6.4 The Gloucester Lottery and the 'Your Gloucester' ABCD fund were established to create opportunities for community groups and voluntary sector partners to carry out community activities. This is thought to be well placed within the CIC as a mechanism for supporting new and evolving community activity quickly and efficiently.

## 7.0 Future Work and Conclusions

7.1 Key milestones for the project are as follows:

- January – March 2019: new structure in place, led by a Manager, with seconded staff starting in a phased way. Intensive programme on training and development. Team located in Barnwood Trust offices
- April 2019: Project Launch and team move to separate office accommodation
- by October 2020: CIC formed
- by April 2021: develop a longer-term funding model.

## 8.0 Financial Implications

8.1 An indicative 10 year budget for the project is attached at appendix 5

8.2 For the purposes of the first two years, salaries for the manager, community builders and team leaders are covered through secondments from partners and the City Council.

8.3 It is considered that the following cash contributions will be available over the first two years:

- £15k pa for two years (Barnwood Trust – training and development)
- £15k pa for two years (Grants through the OPCC)
- £10k pa for two years ('Your Gloucester' fund – Gloucester City Council)
- £5k pa for two years (Central Pot – Gloucester Lottery)

8.4 This leaves the project with a financial gap as set out in table 1 below. Cabinet must note that at the time of writing, fundraising continues and we will endeavour that the shortfall be reduced or met fully by April 2019.

**Table 1**

Outstanding costs to be covered	2019	2020
Evaluation Officer Salary	32,029	32,670
Evaluation Officer On Costs	8,808	8,984
Office Costs	27,170	18,316
Communications Officer (starts 6m	13,585	32,670
Communications Officer On Costs	6,833	8,984
<b>Total</b>	<b>88,425</b>	<b>101,624</b>

8.5 Any additional costs are expected to be met through fundraising and there will be no additional budget requirements.

(Financial Services have been consulted in the preparation this report)

## **9.0 Legal Implications**

- 9.1 The project will require a partnership agreement and secondments to be entered into by the Council and the Barnwood Trust which will remain in place until a new legal structure is set up and ready to operate. During this initial period, the partnership will not be a legal entity and will not have any decision making powers; decisions will need to be taken by the Council and the Barnwood Trust in accordance with their rules.
- 9.2 The Council has powers under the Section 1 of the Localism Act 2011 (the general power of competency) to enter into the partnership arrangement and create a new company to deliver the community building activities envisaged by this report.
- 9.3 The setting up of new legal entity will require consideration of various matters such as the objects of the new entity, its articles of association and members / shareholders' agreement, the composition of the board and its funding requirements.
- 9.4 Should it be necessary for the Council to give a grant to the Barnwood Trust to assist it in meeting its costs of the community building activities, state aid implications need to be considered. Due to the type and the local nature of the activities to be carried out it is unlikely that grant funding would be deemed to affect intra-community trade or considered to be unlawful. If any financial assistance is deemed to be an unlawful state aid, the sum would need to be repaid to the council with interest.
- 9.5 The Gambling Act 2005 governs the running of lotteries and specific legal advice will be required when exploring the feasibility of transferring the Gloucester Lottery to the new legal entity.

(Legal Services have been consulted in the preparation this report)

## **10.0 Risk & Opportunity Management Implications**

- 10.1 Secondees do not have experience of Community Building - we have planned to base the team with Barnwood Trust for at least the first quarter to ensure they are well supported by experienced Community Builders.
- 10.2 Inability to raise funds for the longer term (years 3-10 - we have fundraised for the first two years and during this time the staffing will all be by secondment. If funding beyond the 2 years is not achieved the project will finish.
- 10.3 Loss of partnership support- the project has the support of several partners so one or two partners retracting support will have a notable but not significant impact.

## **11.0 People Impact Assessment (PIA) and Safeguarding:**

- 11.1 This project is fundamentally inclusive and aims to work with all residents in all wards over the 10 year period.
- 11.2 The PIA Screening Stage was completed and did not identify any potential or actual negative impact, therefore a full PIA was not required.

## 12.0 Other Corporate Implications

### Community Safety

- 12.1 This project is expected to have a positive impact on community safety over the 10 year period and research suggests that this will be the case.

### Sustainability

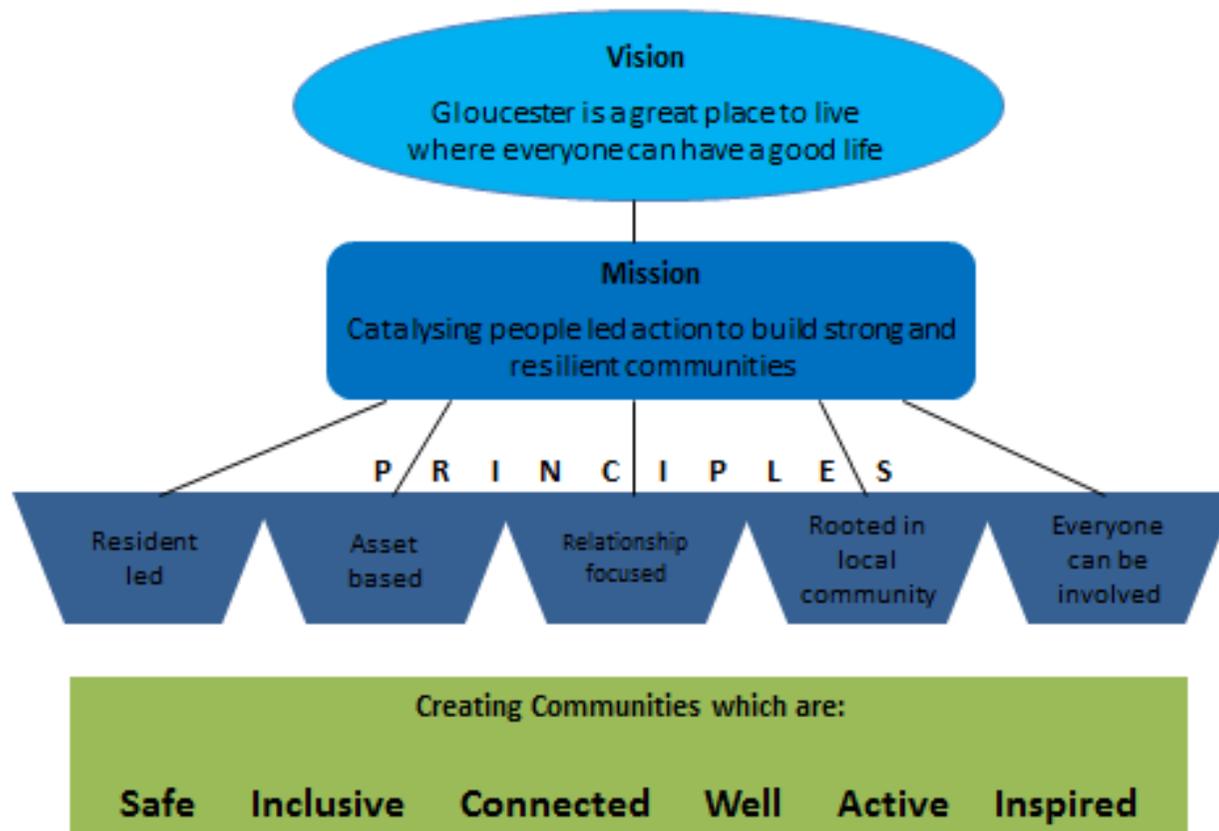
- 12.2 This project is designed to last for 10 years and then come to an end. It is thought that Community Building activity over that period will create extensive activity, connection and engagement in the City and will empower the natural Community Builders in the communities to continue without the need for a project.

### Staffing & Trade Union

- 12.3 Staffing from the City Council will be involved with the work of the CIC through secondments. This will ensure staff continue to benefit from the pay and conditions of the City Council.

**Background Documents:**           None

## Appendix 1



## Appendix 2 – Purpose

### Community Builders in all wards of Gloucester City ...

#### What?

- Deploy a growing team of dedicated community builders within the City, drawn from a range of funding sources / agencies and working towards a common aim and coherent methodology
- Who are rooted within specific communities of place or interest
- Who receive support, guidance and training

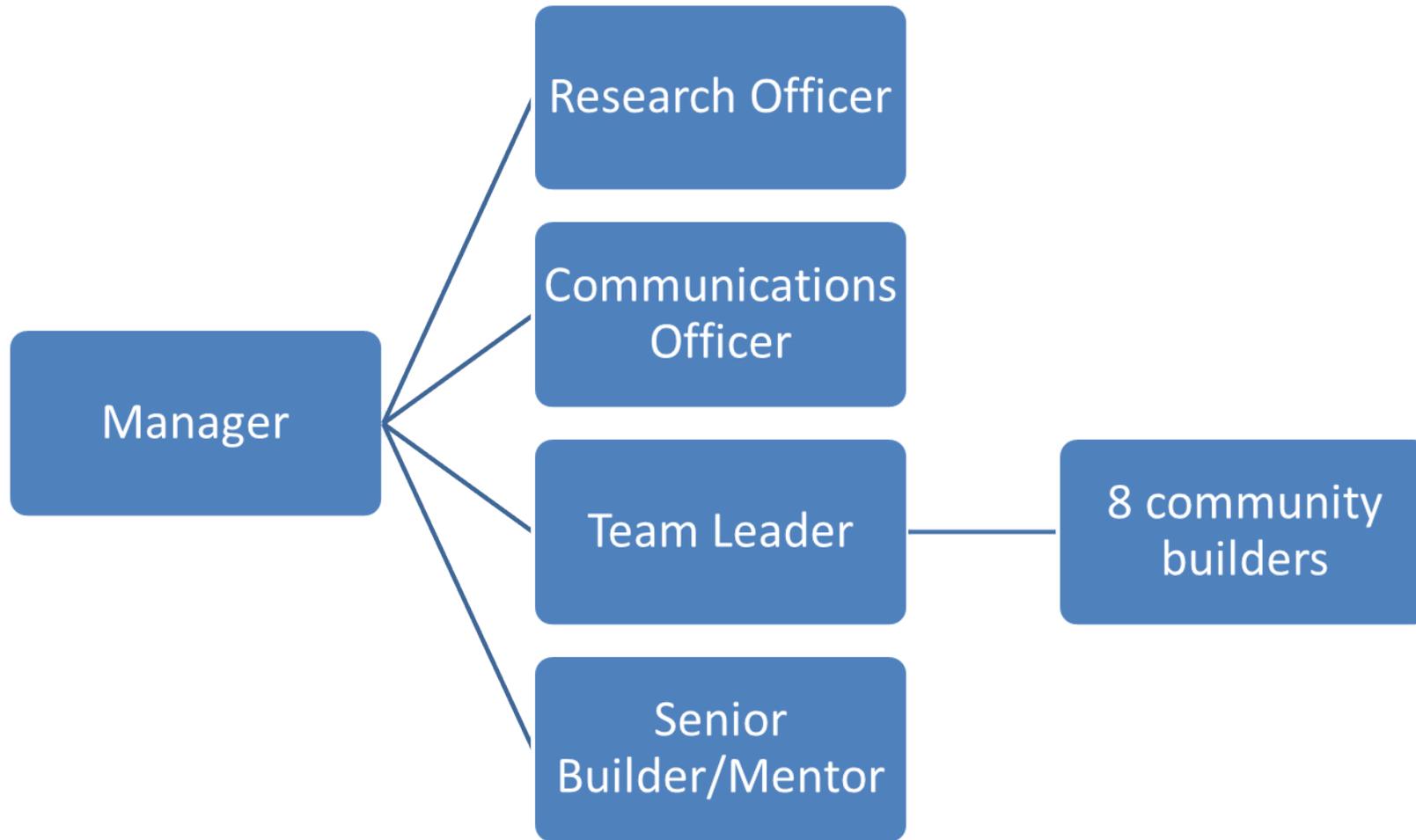
#### How?

- Establish an independent delivery mechanism (eg CIC) with governance that reflects a systems approach
- Put in place an evaluation with a focus on:
  - what people experience;
  - noticeable changes in communities;
  - observable changes in the engagement with public sector agencies

#### Why?

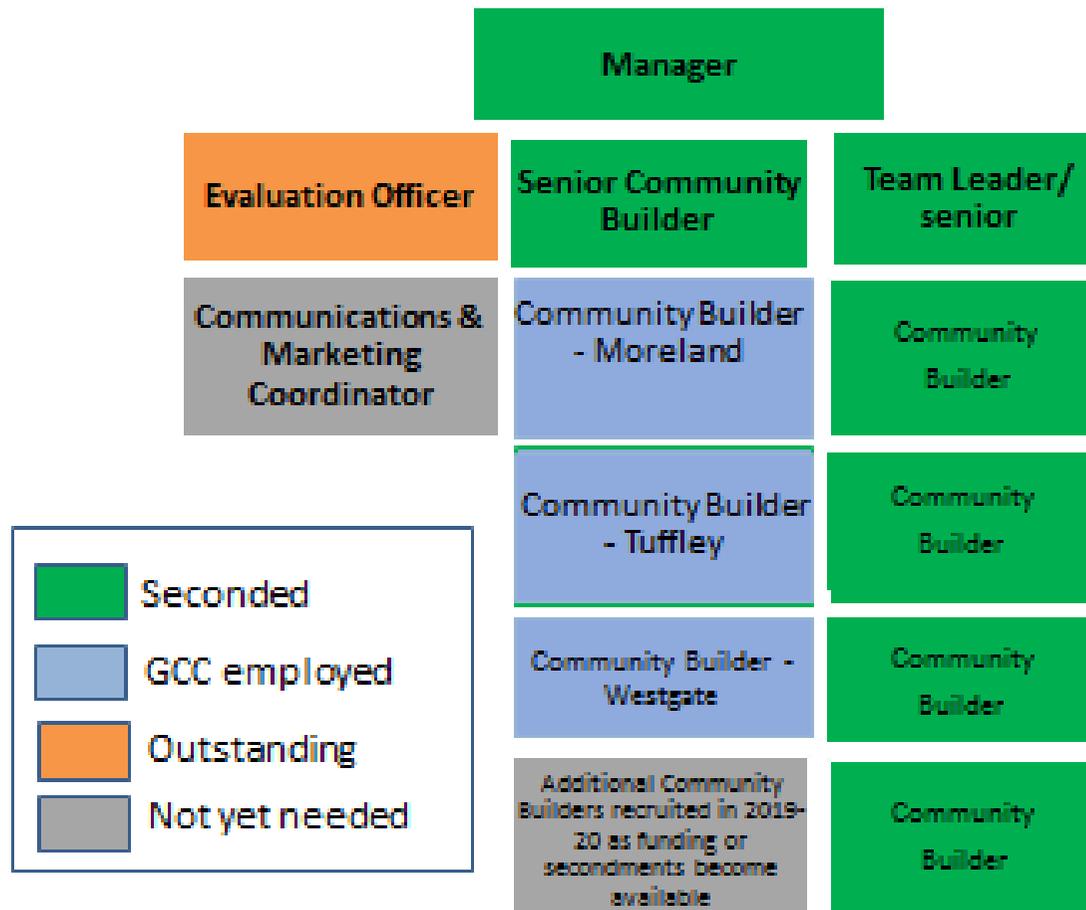
- Improve individuals' and communities' wellbeing, quality of life and resilience
- Grow self-reliance and community spirit within the City
- Ensure coherent strategy for Community Building across Gloucester
- Reduce dependency on the State and increase inter-dependency

**Appendix 3: proposed staffing structure**



Appendix 4: Staffing structure in place to-date

# So far so good!



## Appendix 5 – 10 year budget

	year 1	year 2	year 3	year 4	year 5	year 6	year 7	year 8	year 9	year 10
	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29
salary costs (13 staff) (1)(18)	£355,214	£362,320	£369,569	£376,962	£384,502	£392,195	£400,041	£408,044	£416,206	£424,530
Employer NI contributions (2)	£35,521	£36,232	£36,957	£37,696	£38,450	£39,219	£40,004	£40,804	£41,621	£42,453
Employer Pension contributions (3)	£62,162	£63,406	£64,675	£65,968	£67,288	£68,634	£70,007	£71,408	£72,836	£74,293
<b>Total Employee related costs</b>	<b>£452,898</b>	<b>£461,958</b>	<b>£471,200</b>	<b>£480,627</b>	<b>£490,240</b>	<b>£500,048</b>	<b>£510,053</b>	<b>£520,256</b>	<b>£530,662</b>	<b>£541,275</b>
Office rental (4)	£14,832	£15,277	£15,735	£16,207	£16,694	£17,194	£17,710	£18,241	£18,789	£19,352
cost of Dell laptop computers x 12 (5) (8) (15)	£8,500	£0	£0	£0	£0	£8,500	£0	£0	£0	£0
cost of Samsung mobile phones x 12 (6) (9) (15)	£2,000	£0	£0	£2,000	£0	£0	£2,000	£0	£0	£0
O2 mobile airtime (7) (9) (16)	£1,545	£1,591	£1,639	£1,688	£1,739	£1,791	£1,845	£1,900	£1,957	£2,016
Business Broadband (7)	£618	£637	£656	£675	£696	£716	£738	£760	£783	£806
Office 365 Business Premium licences (10)	£1,800	£1,800	£1,800	£1,800	£1,800	£1,800	£1,800	£1,800	£1,800	£1,801
ICT support costs/recharges (11) (12) (13) (14) (15)	£0	£0	£0	£0	£0	£0	£0	£0	£0	£0
Finance & HR costs/recharges (7)	£5,150	£5,305	£5,464	£5,628	£5,796	£5,970	£6,149	£6,334	£6,524	£6,720
Insurance costs/recharges (7)	£7,725	£7,957	£8,195	£8,441	£8,695	£8,955	£9,224	£9,501	£9,786	£10,079
Community Building budget (17)	£15,000	£15,750	£15,750	£16,538	£16,538	£17,364	£17,364	£18,233	£18,233	£18,233
Training and Development budget (17)	£15,000	£15,750	£15,750	£16,538	£16,538	£17,364	£17,364	£18,233	£18,233	£18,233
<b>Total non-employee related costs</b>	<b>£72,170</b>	<b>£64,066</b>	<b>£64,989</b>	<b>£69,515</b>	<b>£68,494</b>	<b>£79,656</b>	<b>£74,195</b>	<b>£75,002</b>	<b>£76,104</b>	<b>£77,240</b>
<b>Total costs</b>	<b>£525,067.85</b>	<b>£526,024.05</b>	<b>£536,189.25</b>	<b>£550,141.58</b>	<b>£558,734.23</b>	<b>£579,704.31</b>	<b>£584,247.66</b>	<b>£595,257.90</b>	<b>£606,765.63</b>	<b>£618,515.02</b>