

Oxford City Council's Community Centre Strategy 2016-2020

Building a world-class city for everyone



CONTENTS







Oxford City Council has decided to retain an extensive network of community centres across the city. They differ widely in their size, range of activities hosted and their physical condition. The publication of this strategy is designed to establish the foundations for the long-term management of the network and the support structures provided by the Council. The centres represent collectively a substantial investment in communitymanaged facilities and the Council's central strategic objective is to support them to be well-used and inclusive places. This helps to bring people together, to provide a focus for local communities and to contribute to the wider objectives of improving skills, reducing inequalities and creating strong and active communities. Our resources will be prioritised so as to meet these objectives as effectively as possible.



In developing this strategy the evidence from a needs assessment (included in section six) that was undertaken by SLC consultants has been of major importance, and there has been extensive consultation with a steering group made up of representatives from the voluntary sector, the Federation of Community Associations, councillors and senior Council officers. The strategy identifies ways in which the Council will support the development of the community centre network and prioritise its resources to extend and improve the ways in which the centres can serve their communities. The city's communities are diverse and constantly changing and the pace of this change has increased. These contextual factors and the fact community centres increasingly also serve city-wide communities of interest and identity, means that the way the centres are run needs to reflect these changes.

Objectives

Improving Facilities

- 1. Establish Rose Hill Community Centre as a widely-used and inclusive community hub.
- Draw up development plans for the Blackbird Leys and Barton Community Centres aimed at widening and improving the range of functions and activities which they offer and securing effective community involvement in the management of these centres.
- Consider the feasibility study on the development of East Oxford Community Centre and work with the Reference Group and stakeholders to extend and improve the range of activities offered at the centre.
- Develop a prioritised maintenance plan for all centres with a five year time horizon.

Sustainable management

- 5. Identify and consult on ways in which those centres that are currently managed by the City Council can be effectively managed in future on a longterm and stable basis with strong community involvement.
- Review the current lease arrangements for each centre and seek to agree new longterm arrangements.
- Support Associations in developing management skills and expertise and in recruiting volunteers to run the centres' activities.
- 8. Support Associations to recruit and retain trustees and manage their buildings.

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Community Centres Strategy 2016-2020

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The Council owns 18 community centres of which the majority are managed by Community Associations. These Associations are essential to the running of these centres and their work is greatly valued by the Council. Where Associations have found themselves in difficulties the Council has offered support and assistance and in a small number of cases has stepped in to take on the management. The Community Associations are voluntary groups formed by members of the public who want to improve the quality of life in their neighbourhood. They are registered charities accountable to the Charities Commission for meeting their declared charitable objectives.

The Associations have become increasingly burdened with complex health and safety and building management issues, leaving less time to develop new activities, promote their centres, or work with organisations such as health services. This strategy focusses on finding new ways of supporting Community Associations in the recruitment, training and retention of trustees and also in building management. Many community

centre buildings are old and require increasing levels of maintenance. Across the centres there is currently around £1.5 million of backlog maintenance. While there is a strategic policy commitment to invest in the centres, continued reduction of government grants has made it increasingly difficult to dedicate a substantial budget to this purpose. The strategy explains what changes we need to make to prevent further deterioration in the fabric of community centres and to support the valuable services they provide.

There is also a need to ensure that each centre has an appropriate legal agreement in place. Robust legal agreements for tenants are essential to ensure health and safety requirements are met, for Associations to obtain external funding and to give the public confidence that its assets are being managed in the best interests of the communities they serve.

The Council operates services across the whole city and has focussed its resources in areas where there are the highest levels of social deprivation. The Council is committed to tackling deprivation and inequalities by providing highquality community hubs offering a broad programme of activities. The main priority areas are Blackbird Leys, Barton and Rose Hill and this is reflected in the priorities set out in the priorities set out on page 7.



2. WHAT THE STRATEGY COVERS?

- Our plans for the City's community centres
- How we will make community facilities more accessible
 - Creating a sustainable management model
- Our approach to working with communities

The Corporate Plan is the Council's key policy statement and this strategy supports the following areas of the Corporate Plan:

Strong, Active Communities

Community centres can deliver broad benefits that will help to create strong and active communities. They aim to provide activities for all ages and to provide places where people can go to meet, attend courses and engage in social activities. Community centres can only be the vibrant and active places that we are aiming for if they attract residents and users. By improving the centres we aim to encourage a wider range of people to use them, to increase usage, to encourage community cohesion, reduce health inequalities and to tackle issues such as the isolation of older people.

Vibrant, Sustainable Economy

Oxford is a thriving city and is experiencing a rapid growth in population and employment. As the local economy develops and changes it is vital that the facilities that are available to the different communities are also developed to reflect those changes.

Clean, Green Oxford

The Council is committed to minimising the carbon created by its activities. The new community centre at Rose Hill has incorporated a range of lowcarbon technologies such as solar panels to generate energy. All the development work within the strategy will incorporate the best possible low-carbon approach.

An Efficient, Effective Council

The Council is willing to invest in community facilities where there is a strong business case both in financial terms and outcomes. The operation of the community centres in the city is efficient and effective where there is robust governance of the centre, its legal status is clear and it is well maintained. By agreeing new leases the Council will clarify the responsibilities of Community Associations and the Council's undertakings. Having developed a mutually agreed set of criteria for the 'effectiveness' of a community centre in collaboration with Community Associations, the Council will continue to work with them to maintain that effectiveness. The Council will, through its directly-run community centres, lead by example.



Demography

In common with many cities, there are major social inequalities in Oxford. The Index of Deprivation 2015 ranks Oxford 166 out of 326, which places the city just within the bottom half of the deprivation ranking for local authority areas in England.

People living in the least deprived areas of the city can expect to live around seven years longer than people living in the most deprived areas.

Ten of Oxford's 83 'Super Output Areas'¹ are amongst the 20% most deprived areas in England. These areas, which are located in the Leys, Littlemore, Rose Hill and Barton areas of the city, experience multiple levels of deprivation – with low skills, low incomes and poorer levels of health.

Around 23% of Oxford's under 16s live in low-income households and child poverty is a key concern in eight neighbourhoods which feature among the 10% worst affected in England.

In 2013, Oxford's 'usual resident population' was estimated to be 155,000. The city's population grew by 12% over the decade 2003-2013 and is projected to continue to grow rapidly, with the 2016 population already estimated at 160,000.

Oxford is a diverse city; in 2013, 28% of Oxford's residents had been born outside the UK and an estimated 4,000 short-term international migrants were living in the city. These factors, combined with large student numbers, create a significantly transient population and new and emerging communities make effectively communicating the availability of community facilities even more important.



Health

Oxford exhibits a range of health inequalities, with the headline challenges being:

- A majority of Oxford residents do not undertake sufficient regular physical exercise to maintain good health.
- Life expectancy is 7.7 years lower for men in the most

deprived areas of Oxford compared to the least deprived areas.²

- The health cost of inactivity in Oxford has been estimated at £2.1 million per year.³
- 17,855 people in the Oxford City GP locality are registered with depression.⁴
- Mental health issues among the older population are very often directly linked to isolation and loneliness.⁵

Figure 1 - Index of Multiple Deprivation 2015



Super Output Areas ranked across England Source: Department of Communities and Local Government



- 2 DOH: Public Health Observatories Oxford Health Profile 2014 http://www.apho.org.uk/resource/view.aspx?RID=50215&SEARCH=oxford&SPEAR
- 3 Department of Health Be Active Be Healthy, 2006/07, measure: cost of inactivity
- 4 Oxfordshire Mind's 2013 Community Mapping report
- 5 The Needs Analysis for Older People in Oxford.

National context

These physical and mental health problems are placing significant burdens on public services and reduce our citizens' quality of life. In addition, there have been cuts to health and to children's services, with valuable resources such as children's centres due to close in the near future.

To meet the challenges of these community needs, this strategy

seeks to identify the ways in which community centres can best help to mobilise and deliver a range of public, private and voluntary services.

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5. WHERE WE ARE NOW?

The Council's ambition is to deliver world-class services. The main challenges and opportunities for community centres are that:

- The majority of Oxford's population do not currently use or engage with their local community centre.
- Systems and procedures are not effectively shared and centres are often competing for users.
- There is very limited performance data and no agreed measures of activity that would help to assess the centres' effectiveness in meeting their objectives.
- The Council invests around £1 million each year in community centres: how should the value for money from this investment be assessed?
- Many of the buildings are of poor quality and there is a £1.5 million maintenance backlog.
- Many Associations struggle to recruit and retain trustees.
- The basis for occupation for many Associations is uncertain with some holding over on expired leases and others on outdated licences.



However, our community centres successfully provide around 20,000 activity sessions each year demonstrating the potential and community benefits that could be attained by improving the current offer and developing the services on a longer-term strategic basis.

The c£1 million that the Council invests each year on community centres consists of c£442,000 of direct costs (repairs and maintenance, waste and service charges and the support the Council commissions from Oxfordshire Community and Voluntary Action) and c£557,000 of 'opportunity' costs derived from subsidised rental income and officer support costs. As Council budgets reduce we need to look for new and more effective ways to run services and support community groups to best support the communities they serve. While all services differ, a good example is the Council's capital investment of £14.5 million into leisure centres to transform their quality and range of services. This has led to usage increasing by 71% (mainly in the subsidised target groups such as older people and children) and revenue costs reducing by £2 million a year, there is no maintenance backlog and usage continues to increase. This challenge is to move the community centres onto a similar upwards trajectory.



6. HOW WE HAVE DEVELOPED THE STRATEGY

A steering group was set up to support the development of this strategy. The group included the CEO of Oxfordshire Community and Voluntary Action, the Chair and Deputy Chair of The Federation of Community Associations, the Board member for Communities & Culture, opposition members and senior officers.

based on a judgement of how far Oxford residents can reasonably be expected to travel to access community centre provision. This has in terms of providing accessible been overlain with ward boundaries. and the 2015 Index of Multiple Deprivation (IMD) ratings of each Lower Super Output Area (LSOA).

A methodology was devised to objectively assess each centre and its impact on the community coverage in strategic areas of importance.



Consultants were commissioned to undertake a geographic and demographic analysis of community centres using a Geographic Information System. They applied a 15 minute walk time catchment for each centre. The catchment is

Community centre analysis - distribution, catchment & impact

Table 1 - community centre key

1	Barton Neighbourhood Centre	15	Regal Community Centre
2	Blackbird Leys Community Centre	16	Risinghurst Community Centre
3	Bullingdon Community Centre	17	Rose Hill Community Centre
4	Cheney Community Centre	18	South Oxford Community Centre
5	Cutteslowe Community Centre	19	Wood Farm Community Hall
6	Donnington Community Centre	20	The Asian Cultural Centre
7	East Oxford Community Centre	21	East Oxford Games Hall
8	Florence Park Community Centre	22	West Oxford Community Centre
9	Headington Community Centre	23	St Margaret's Institute
10	Jericho St Barnabas Community Cen-	24	The Barn
	tre		
11	Jubilee 77 Community Centre	25	Barns Road Community Rooms
12	Littlemore Community Centre	26	Mortimer Hall, Marston
13	North Oxford Community Centre	27	Littlemore Village Hall
14	Northway Community Centre and	28	St Luke's
	Sports Centre (considered together for		
	the purpose of this study)		
Key			

Not owned by OCC

Owned by OCC

The insights map below shows where the city's community centres are in relation to areas of deprivation.



Figure 2 – location of community centres in relation to deprivation

Figure three shows the density of community centres using the 15 minute walk time. This map highlights the opportunity to combine the East Oxford Games Hall with East Oxford Community Centre to create an improved quality community hub.

Figure 3 – community centre catchment areas





Predictably, Oxford's city centre has a large number of facilities as there is a wide range of community and educational facilities. Figure 3 shows gaps in community facilities in parts of Blackbird Leys, Marston and Churchill. This does not mean that new facilities are required, as there is a good overall provision, but it does mean that planning decisions shall take this into account and that an increased effort is needed to ensure that people are aware of their local facilities.

Centres and Areas of Strategic Importance

There are a number of centres which, from the perspective of their location and catchment area, serve an area of strategic importance in terms of relative deprivation levels which would otherwise not fall within the catchment of any other centre. The facilities which exclusively serve significant areas of Lower Super Output Areas within the 0%-20% most deprived nationally are shown below.

Table 2 - Centres of strategic importance

Ref	Name	Reason
1	Barton Neighbourhood Centre	Serves an area of Barton and Sandhills within 10%-20% most deprived nationally.
2	Blackbird Leys Community Centre	Serves an area of Northfield Brook within 10%-20% most deprived nationally.
11	Jubilee 77 Community Centre	Serves an area of Blackbird Leys within 10%-20% most deprived nationally.
14	The Barn	Serves an area of Northfield Brook within 0%-10% most deprived nationally and an area of Blackbird Leys within 10%- 20% most deprived nationally.
17	Rose Hill Community Centre	Serves an area of Rose Hill and Iffley within 10%-20% most deprived nationally.





Objective One – our investment plans

The Council will place a high priority on the establishment of high quality and inclusive community hubs in the priority areas that have been identified, providing a range of public and voluntary services including health, advice and leisure activities.

The new community centre at Rose Hill provides an example of the type of integrated and multi-functional space that would be sought for these hubs. Development at Barton Neighbourhood Centre will be supported by developer contributions and the regeneration plans for the centre of Blackbird Leys incorporate a new community centre as part of the reorganisation and renewal of the area.

Investment in other centres will be assessed in relation to the objectives of this strategy to foster strong and active communities and to provide access to resources and services that will improve skills, reduce inequalities and improve health. £670,000 has been allocated to support improvements at the East Oxford Community Centre. Any changes will be informed by thorough consultation to assess levels of support for different types of improvement plan. A key factor in the prioritisation of future capital investment, alongside the social policy objectives identified above, will be evidence of good governance and the existence of a long-term lease.

Having now established a basis for the terms of leases for Community Associations that provides a suitably long-term with no rent we see no reason why new leases could not be rolled out to all centres speedily. We will provide support to Community Associations who want to complete a new lease through Oxfordshire Community & Voluntary Action and to meet reasonable legal fees.

The Council's annual repair and maintenance budget supports the day-to-day needs of the centres, but larger sums for more substantial maintenance or improvement projects will require approval through the annual budget review process. In some cases, as in Barton, developer contributions from Community Infrastructure Levy or Section 106 agreements will be available for potential allocation and in others there may be opportunities to lever in external funding using a City Council allocation as a 'match' or 'pump prime'.

Major renewal plans are in prospect for two community centres (North Oxford and Jericho) that are affected by planned redevelopment schemes and for which significant City Council involvement is required.

Many other centres have been working on plans for improvements and modernisations and as part of this new strategy, it is proposed to establish within six months a full schedule of these plans and to work with the Associations concerned to establish priorities. Taken together, the cost of the plans which represent the aspirations of the community centres is substantially greater than the likely available budget over the next few years, making the identification and winning of external funding sources of great significance if they are to be realised.



Objective Two – improved management

While the condition of buildings and facilities is important, it is the people and the activities that make community centres places that people want to visit. They need to be inviting, well-managed and easy to access.

Leases

The leases through which Trustees hold their centres need to be brought up to date. In a number of cases, the contractual term of the lease has elapsed and the Associations are 'holding over' under the terms of that lease. Some centres do not have a lease and are operating with a licence to occupy the building. This provides very few rights and no security of tenure. Leases not only enable the building occupier to have a clear relationship with the Council as landlord, they are also essential if Associations are to obtain external funding which will be increasingly important to improve facilities and develop premises.

The Council is taking two approaches in respect of the different current legal status of the Associations. For those Associations who currently have a lease with continuity of tenure under the 1954 Landlord and Tenant Act we will undertake individual negotiations on that basis to agree how they can best meet the needs of their local communities. This applies to West Oxford, Bullingdon, Florence Park, Headington and Risinghurst.

All other Associations will be offered a new 25 year lease without an automatic right to renew at the end of the term. This is to protect the long-term interests of the Council and its successors, but will be accompanied by assurances concerning the right to renewal if the Association's and the Council's objectives are being met.

When an Association is failing to meet its objectives, the Council will work with the Association to support it to improve in order to minimise the risk of forfeiture.

Council – managed centres

The Council's preferred option is that robust, sustainable community organisations should manage the community centres. A report in 2014 commissioned from consultants found that there could be operational improvements and efficiencies to be gained by bringing all the Council-run centres into a single body through a charitable trust. There may also be benefits from such a model for Associationmanaged centres as they could choose to buy services such as caretaking, cleaning, ICT systems or bid writing from such a trust body. However, these potential benefits are not exclusive to a trust model and we will explore a number of options to see if there are ways to ensure that the centres that are currently managed by the Council can meet the needs of the communities they serve.



Volunteers

People volunteer for a variety of reasons. Some want to gain experience, some want to meet new people, to acquire new skills, or use volunteering as a way to get a new job or start a career. Others just want to give back to their community, to help a friend or promote a worthwhile activity. The Community Federation have asked for more support in attracting and developing volunteers for their Associations. This will be realised by placing increased focus on the work that the Council commissions from Oxfordshire Community and Voluntary Action to support

volunteers. We have already responded by creating a Communities Officer post who works with volunteers and supports Community Associations.

Service quality

The Council will introduce customer feedback cards at the centres it manages and undertake an annual survey with individuals who do not use the centres to find out what could be done to increase the attractiveness and usage of the centres. We will undertake monthly quality audits of Councilrun centres and develop improvement plans. Quality will be also be checked by introducing an external quality assurance system. Centres that are managed by Community Associations will be encouraged and supported to implement a continuous improvement plan and we will undertake an annual health check at these centres. These continuous improvement plans will clearly vary between large facilities and the smaller community halls where a relatively light touch will be appropriate.



We will develop a manageable number of measures that will help us to track the success of the strategy. The below are measures we will use in Council-managed centres and in collaboration with the Community Associations we will seek to develop a mutually agreed set of measures for the centres managed by Associations. Where more data is needed to be able to set measures we will use the first year of the strategy to establish the baseline.

Table 4 – measures

Ref	Measure	2016	2017	2020 target
CC1	Usage of our community centres	Establish baseline	20% increase	20% increase
CC2	Number of sessions in our community centres	C22,000	25,000	30,000
CC3	Number of sessions targeting health improvement	Establish baseline	Increase by 5%	Increase by 5%
CC4	Number of sessions supporting targeting improving skills	Establish baseline	Increase by 5%	Increase by 5%
CC5	Income at Council-managed centres	Establish baseline	Increase by 5%	Increase by 20%
CC6	Social impact of our community centres		Establish baseline	Increase by 5%
CC7	Revenue cost to the Council of community centres	£190k direct costs	Reduce by 10%	Reduce by 10%
CC8	Number of volunteers in our community centres	Establish baseline	Increase by 5%	Increase by 5%
CC9	Satisfaction levels	Establish baseline	>85%	>85%

The final section of the strategy demonstrates how we will achieve the eight priorities.

Priority 1 – Rose Hill... an exemplar community hub

What do we want to achieve?	How are we going to do it?	Milestones	When by	Who	Resources
A well-used centre	Excellent promotion of the centre	Marketing plan implemented	Jan 2016	General Manager/ Commercial Manager	£6,000 year one Then £2,000 per year
Inclusive usage	A diverse programme of activities	Quarterly programme review	2016 to 2020	General Manager	Officer time
Financially sustainable	Annual review of fees and charges linked to budgeting process	Review every September	Annually	General Manager	Officer time
High levels of	A motivated and well-trained team	Training plan implemented	Jan 2016	General Manager	£2,000
satisfaction	Obtain feedback from 20 users every month	Commence	2016 onward	Duty Officer	Officer time
	Regular facility audits	In place	2016	Performance Manager	Officer time
	Implement a quality management system	In place	2016	Performance Manager	£1,000

Priority 2 – Improve Blackbird Leys & Barton Community Centres

What do we want to achieve?	How are we going to do it?	Milestones	When by	Who	Resources			
BARTON	BARTON							
Improved health offering at Barton	Support the expansion of the GP surgery at the centre and improve the sports hall	Plan developed Works complete	2016 2019	Assets Manager	£200,000 developer contribution			
Improve the sense of arrival and flow of the building	Review previous schemes and develop an integrated and costed plan	Cost the scheme Implement the scheme	Sept 2016 Dec 2017	Assets Manager General Manager	Explore funding options			
BLACKBIRD) LEYS							
A new community hub	Develop as part of the district centre development	Develop brief for community hub	2017	Partnership and Regeneration Manager	The costs are still being developed and funding			
		Appointment of delivery partner	2017	Assets Manager	would need to be allocated			
		Hub opens	2020	Partnership and Regeneration Manager	Officer time			

Priority 3 – Improve East Oxford Community Centre

What do we want to achieve?	How are we going to do it?	Milestones	When by	Who	Resources
Develop an affordable scheme	Improve the centre which may include consolidating existing community facilities to promote energy efficiency and reduced operational costs	Feasibility study finalised Progress project if viable	2017 2018	Head of Service	£670,000 Finance potentially raised by joining provision onto one site, external grants and through the Council's capital programme
Increase usage and satisfaction	Representative community reference group Increase satisfaction levels	Continue to develop the group Measure satisfaction		Head of Service/ Asset Manager Centre coordinator	Officer time Officer time

Priority 4 - Prioritised Maintenance

What do we want to achieve?	How are we going to do it?	Milestones	When by	Who	Resources
Tackle the maintenance backlog	Prioritised funds	Develop schemes of work	Once a lease is in place	Head of Service/ Asset Manager	Part of the Council's corporate maintenance plan
	Support Community Associations to obtain external funding so improvement opportunities can be combined with maintenance works	Meet Community Associations to talk through opportunities	Summer 2016	Active Communities Manager	Officer time

Priority 5 – Sustainable, effective management

What do we want to achieve?	How are we going to do it?	Milestones	When by	Who	Resources
A sustainable high-quality delivery models for the centres the Council currently owns	Assess the financial viability differing management models and the scope of services that could be included	Complete feasibility report	Jan 2017	Head of Service	£12,000 Officer time
Improved systems and demonstrating impact	Robust consistent operating systems in place for Council- managed centres	New systems in place	Summer 2016	Active Communities Manager	Officer time
	Improved quality	All Council-managed community hubs quality assured	2017	Performance Manager	£3,000
	Explore how we can demonstrate the social and economic value of community centres	Methodology in place	2017	Performance Manager/ Community Federation	Officer time
A joined-up community offer	Promote the community offer on the website	Improve web content for Council-managed centre	Autumn 2016	Communities Support Officer	Officer time
	Review arrangements to support building management at centres operated by Community	All community spaces promoted on the same website	2017	Communities Support Officer	Officer time
	Associations	Reviews undertaken	2016 then annuall	Performance Manager	Officer time

Priority 6 – Appropriate lease arrangements

What do we want to achieve?	How are we going to do it?	Milestones	When by	Who	Resources
All centres have leases in place	Implement two lease types: Protected lease – negotiate terms with Associations An unprotected lease – standards terms with a breakage clause	All centres on one of these leases	November 2017	Head of Service	Officer time

Priority 7 – Volunteers

What do we want to achieve?	How are we going to do it?	Milestones	When by	Who	Resources
Increased numbers, representative and quality	Improve how opportunities are promoted	Changes in place	Spring 2016	Active Communities Manager	Part of the Council's corporate maintenance plan
of volunteers in community centres	Increase the focus in the work the Council commissions Oxfordshire Community & Voluntary Action to do to support volunteers	Update the 2016/17 service agreement	May 2016	Grants officer	Commissioning budget of £43,000
	Improved training for volunteers	As above	Summer 2016	Oxfordshire Community & Voluntary Action	As Above
	Develop a shared database of volunteers	Audit	Autumn 2016	Oxfordshire Community & Voluntary Action	As Above

Priority 8 – Trustee recruitment and development

What do we want to achieve?	How are we going to do it?	Milestones	When by	Who	Resources
More, better- trained and more diverse trainees	Work with partner organisations to better coordinate the recruitment and training of trustees	Working partnership in place	Summer 2016	Communities Manager	Officer time
	Review and refocus the OCVA commission	Update 2016/17 service agreement	April 2016	Communities Manager	Commissioning budget of £43,000



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Bringing communities together: Skills, Health & Life

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