

*Meeting:* **Scrutiny Commission**

*Date/Time:* **Friday, 10 October 2014 at 10.30 am**

*Location:* **Sparkenhoe Committee Room, County Hall, Glenfield**

*Contact:* **Mr. B. M. Smith (Tel: 0116 305 6036)**

*Email:* **ben.smith@leics.gov.uk**

### Membership

Mr. S. J. Galton CC (Chairman)

Mrs. R. Camamile CC    Mr. D. Jennings CC  
Mrs. J. A. Dickinson CC    Mr. P. G. Lewis CC  
Dr. R. K. A. Feltham CC    Mr. K. W. P. Lynch CC  
Dr. S. Hill CC    Mr. R. J. Shepherd CC  
Mr. Max Hunt CC    Mr. L. Spence CC

**PLEASE NOTE THE  
EARLIER THAN USUAL  
START TIME**

**Please note: this meeting will be filmed for live or subsequent broadcast via the Council's web site at <http://www.leics.gov.uk/webcast> – Notices will be on display at the meeting explaining the arrangements.**

### AGENDA

<u>Item</u>	<u>Report by</u>
1. Minutes of the meeting held on 16 September 2014.	(Pages 5 - 10)
2. Question Time.	
3. Questions asked by members under Standing Order 7(3) and 7(5).	
4. To advise of any other items which the Chairman has decided to take as urgent elsewhere on the agenda.	
5. Declarations of interest in respect of items on the agenda.	



6. Declarations of the Party Whip in accordance with Overview and Scrutiny Procedure Rule 16.
7. Presentation of Petitions under Standing Order 36.
8. Presentation by Voluntary Action LeicesterShire (VAL).

Kevan Liles, CEO of VAL will deliver the presentation.

- |     |   |                 |                  |
|-----|---|-----------------|------------------|
| 9.  | Leicestershire County Council Planning Obligations Policy Consultation Draft. | Chief Executive | (Pages 11 - 64)  |
| 10. | Communities Strategy.   | Chief Executive | (Pages 65 - 128) |

A copy of the report to be submitted to the Cabinet at its meeting on 13 October 2014 is attached for the Commission's consideration. The Commission will be invited to comment on the outcome of the consultation and the proposals. The views of the Commission will be reported to the Cabinet.

11. Date of next meeting.

The next meeting of the Commission is scheduled to take place on 5 November 2014 at 2.00 pm.

12. Any other items which the Chairman has decided to take as urgent.

## **QUESTIONING BY MEMBERS OF OVERVIEW AND SCRUTINY**

Members serving on Overview and Scrutiny have a key role in providing constructive yet robust challenge to proposals put forward by the Cabinet and Officers. One of the most important skills is the ability to extract information by means of questions so that it can help inform comments and recommendations from Overview and Scrutiny bodies.

Members clearly cannot be expected to be experts in every topic under scrutiny and nor is there an expectation that they so be. Asking questions of 'experts' can be difficult and intimidating but often posing questions from a lay perspective would allow members to obtain a better perspective and understanding of the issue at hand.

Set out below are some key questions members may consider asking when considering reports on particular issues. The list of questions is not intended as a comprehensive list but as a general guide. Depending on the issue under consideration there may be specific questions members may wish to ask.

### **Key Questions:**

- Why are we doing this?
- Why do we have to offer this service?
- How does this fit in with the Council's priorities?
- Which of our key partners are involved? Do they share the objectives and is the service to be joined up?
- Who is providing this service and why have we chosen this approach? What other options were considered and why were these discarded?
- Who has been consulted and what has the response been? How, if at all, have their views been taken into account in this proposal?

### **If it is a new service:**

- Who are the main beneficiaries of the service? (could be a particular group or an area)
- What difference will providing this service make to them – What will be different and how will we know if we have succeeded?
- How much will it cost and how is it to be funded?
- What are the risks to the successful delivery of the service?

### **If it is a reduction in an existing service:**

- Which groups are affected? Is the impact greater on any particular group and, if so, which group and what plans do you have to help mitigate the impact?
- When are the proposals to be implemented and do you have any transitional arrangements for those who will no longer receive the service?
- What savings do you expect to generate and what was expected in the budget? Are there any redundancies?
- What are the risks of not delivering as intended? If this happens, what contingency measures have you in place?

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Minutes of a meeting of the Scrutiny Commission held at County Hall, Glenfield on Tuesday, 16 September 2014.

PRESENT

Mr. S. J. Galton CC (in the Chair)

Mrs. R. Camamile CC  
Mrs. J. A. Dickinson CC  
Dr. R. K. A. Feltham CC  
Dr. S. Hill CC  
Mr. Max Hunt CC

Mr. D. Jennings CC  
Mr. P. G. Lewis CC  
Mr. K. W. P. Lynch CC  
Mr. R. J. Shepherd CC  
Mr. L. Spence CC

124. Minutes.

The minutes of the meeting held on 11 July 2014 were taken as read, confirmed and signed.

125. Question Time.

The Chief Executive reported that no questions had been received under Standing Order 35.

126. Questions asked by members under Standing Order 7(3) and 7(5).

The Chief Executive reported that no questions had been received under Standing Order 7(3) and 7(5).

127. To advise of any other items which the Chairman has decided to take as urgent elsewhere on the agenda.

There were no urgent items for consideration.

128. Declarations of interest.

The Chairman invited members who wished to do so to declare any interest in respect of items on the agenda for the meeting.

No declarations were made.

129. Declarations of the Party Whip in accordance with Overview and Scrutiny Procedure Rule 16.

There were no declarations of the party whip.

130. Presentation of Petitions under Standing Order 36.

The Chief Executive reported that no petitions had been received under Standing Order 36.

131. Response to Petitions for and against Badger Culling in Leicestershire.

The Scrutiny Commission considered a report of the Chief Executive which provided a response to issues raised in petitions to the County Council for and against badger culling in Leicestershire. A copy of the report, marked 'item 8', is filed with these minutes.

Members noted that it would be appropriate for the County Council to consider requests for culling on its country parks and other owned land on a case by case basis. Should the Department for Farming and Rural affairs (DEFRA) extend its pilot culls to Leicestershire and/or nationwide in future, members were supportive that officers should take into account the consideration of scientific evidence at that time, Government advice, and the views of local stakeholders.

Whilst noting that there had been no such requests and that there were none expected for the foreseeable future, members discussed the merits for and against badger culling and the alternatives, including vaccination which was being piloted in Wales.

It was moved and seconded:

- a) That it be noted that the merits for and against badger culling as a means of reducing TB in cattle continue to be informed by expert scientific evidence and that any requests for culling on County Council owned land that may result in the future would be considered on a case by case basis;
- b) That the views set out in the two e-petitions be forwarded to DEFRA as the overall 'responsible body' for this matter, for its consideration.'

An amendment was moved and seconded:

That part b) of the motion be amended to read as follows:

'That the views set out in the two e-petitions be forwarded to DEFRA as the overall 'responsible body' for this matter, for its consideration alongside the view of the Commission that it favours vaccination rather than the culling of badgers.'

The amendment was put and carried, six members voting in favour and five against.

The substantive motion was then put and carried, nine members voting in favour, with two abstentions.

RESOLVED:

- a) That it be noted that the merits for and against badger culling as a means of reducing TB in cattle continue to be informed by expert scientific evidence and that any requests for culling on County Council owned land that may result in the future would be considered on a case by case basis;

- b) That the views set out in the two e-petitions be forwarded to DEFRA as the overall 'responsible body' for this matter, for its consideration alongside the view of the Commission that it favours vaccination rather than the culling of badgers.

132. Reduction in Funding and Support to Agencies - Outcome of Consultation and Proposed Reductions to Funding.

The Scrutiny Commission considered a report of the Chief Executive to be considered by the Cabinet at its meeting on 19 September 2014. The report set out the outcome of a Cabinet consultation on proposals to reduce funding and support to agencies and which would seek the Cabinet's approval to allocate savings of £590,000 as part of the County Council's Medium Term Financial Strategy savings requirements. A copy of the report is filed with these papers, marked 'agenda item 9'.

Arising from discussion, the following points were noted:-

- i) The draft savings proposals had been amended in light of the representations made during the 12 week consultation which, if approved, would affect the phasing of the savings to be made but not change the overall savings target to be achieved;
- ii) The reduction in funding to the County Infrastructure Organisation, Voluntary Action Leicestershire (VAL) – which provided support and guidance on behalf of the County Council to local voluntary and community groups in accordance with contractual arrangements – would remain at £300,000 but now be phased with half of the money taken from the current final year of the contract with VAL, and the remaining half to be reduced when the contract was re-tendered for the beginning of the 2016/17 year;
- iii) With regard to the services provided by VAL, the Chief Executive confirmed that the organisation was performing well against the performance indicators set by the County Council within its current contract. It was further noted the lead officer for VAL (as the largest voluntary and community sector provider) would be attending the next meeting of the Commission to present against its recent performance and, subject to the forthcoming decision of the Cabinet, to explore future delivery against County Council commitments under the terms of a revised funding settlement within its current contract;
- iv) Members queried whether contracts currently provided by voluntary organisations to provide County Council services were sufficiently effective enough. There was also specific concerns raised that the re-tender of the contract for a County Infrastructure Organisation in 2016/17 be as relevant as possible in delivering effective and productive partnership working, given the reduced levels of funding available going forward;
- v) As such, and whilst noting that the Chief Executive undertook quarterly monitoring of performance with VAL and other voluntary sector providers, it was considered that the undertaking of an audit into the adequacy and effectiveness of the County Council's current contract with Voluntary Action Leicestershire (VAL) would be of value.

## RESOLVED:

- a) That the views now expressed be reported to the Cabinet;
- b) That the Director of Corporate Resources be recommended to consider undertaking an audit into the adequacy and effectiveness of the County Council's current contract with Voluntary Action Leicestershire (VAL).

133. 2014/15 MTFS Monitoring Period 4.

The Scrutiny Committee considered a report of the Director of Corporate Resources which provided members with an update on the 2014/15 revenue budget and capital programme monitoring position. A copy of the report, marked 'agenda item 10' is filed with these minutes.

The following points were noted:

- i) The Adult Social Care budget was forecast to overspend by between £3.5m and £5m during the year, largely due to increasing complexity in the provision of care placements;
- ii) Additional growth in 2015/18 of £2m - £3m was expected in the Adult Social Care budget due to increased demand and cost, which was likely to cause total growth required in that area to be in the region of £7m- £8m for 2015/16. Officers would continue to monitor the cost pressures closely;
- iii) Population growth in Leicestershire was expected to lead to an increase in waste growth of 1% and pressure on the waste budget from 2015/16 onwards;
- iv) The £6m contingency for inflation was expected to be fully allocated during the current financial year;
- v) Following a County and District Councils review of Council Tax Single Person Discount, the County Council was expected to gain £650,000 in council tax revenue, which would also flow through into the baseline budget in 2015/16 and should increase the collection fund surplus, thus generating a double benefit for the Authority;
- vi) The possibility of reforming the possibility of reforming the Leicester and Leicestershire Business Rates Pool in 2015/16 was under consideration.

## RESOLVED:

That the report be noted.

134. 2014/15 Performance Report: Quarter 1.

The Scrutiny Commission considered a report of the Chief Executive which provided an update on performance through to the end of the first quarter of 2014/15 (April to June). A copy of the report, marked 'item 11', is filed with these minutes.



The Chief Executive reported on a number of matters including an overview of performance against the Enabling Economic Growth theme area of the County Council Strategic Plan 2014-18 as well as highlighting Strategic Plan performance on corporate areas not covered by the other scrutiny committees, together with a summary of performance on other key Strategic Plan priorities.

Arising from discussion the following principal points were noted:

- i) Members were pleased to note the number of positive measures being put in place for economic development in Leicestershire;
- ii) The three year business survival target of 70% was recognised as a challenging target. In order to seek to achieve this there were plans to put in place arrangements through business support hubs to provide a co-ordinated and signposted service and to commission new activity, co-designed by the County Council and the private business sector;
- iii) The number of participants in the Talent Match Programme was queried. Officers undertook to inform members following the meeting;
- iv) The work between the County and City Council in promoting tourism was to be praised, particularly in respect of King Richard III, however members were concerned that the positive links between Bosworth Battlefield, Leicester Cathedral and the Richard III visitors centre should be maximised to help increase visitor numbers in the County;
- v) Performance reporting to the Leicester and Leicestershire Enterprise Partnership was under development. Officers undertook to take on board member comments that direction of travel indicators and a greater use of comparative information between local and national figures would be useful, such as in comparing business survival rates;
- vi) There was concern that the number of calls answered in within 60 seconds in the Customer Service Centre was at 58% against a target of 80%. Officers undertook to provide a breakdown of performance by service area following the meeting;
- vii) It was suggested that the Children and Families Overview and Scrutiny Chairman and Spokesmen may wish to consider the difference in academic performance between all through schools as opposed to those where pupils' schooling was split between key stages 3 and 4.

RESOLVED:

That the significant performance issues now reported be noted.

135. Date of next meeting.

It was noted that the next meeting of the Commission would be held on 10 October at 10.30 am.

2.00 - 3.55 pm  
16 September 2014

CHAIRMAN



**SCRUTINY COMMISSION – 9 OCTOBER 2014**

**LEICESTERSHIRE COUNTY COUNCIL PLANNING OBLIGATIONS POLICY  
CONSULTATION DRAFT**

**REPORT OF THE CHIEF EXECUTIVE**

**Purpose of Report**

1. To advise members of progress on the review of the County Council's planning policy for developer contributions towards County-wide services and infrastructure and to afford the opportunity for the Scrutiny Commission to comment on the revised policy as part of the consultation process.

**Policy Framework and Previous Decisions**

2. The current developer contributions policy – *The Statement of Requirements for Developer Contributions in Leicestershire (SRDCL)* - was adopted by the County Council on 6<sup>th</sup> December 2006. The SRDCL was prepared in conjunction/consultation with a number of key stakeholders and partners including the District Planning Authorities (DPAs). An interim review of the SRDCL took place in December 2007 to make minor modifications to some of the contribution rates. This did not require a full review of the policy at the time.
3. On 17<sup>th</sup> June 2014 the Cabinet approved the circulation of a new draft policy on developer contributions for consultation.

**Background**

4. It is essential that the impacts of new development are mitigated through the provision of appropriate and necessary infrastructure, services and community facilities and they are secured/funded from appropriate developer contributions.
5. The current policy requires an update and refresh in light of the changes to the planning system, experience in operating the Community Infrastructure Levy (CIL) legal compliance tests and other changes.

**Consultation**

6. Consultation has been carried out with stakeholders including the District/Borough Councils, Parish Councils, other service providers, representatives of the development industry and house builders originally between 27<sup>th</sup> June 2014 and 8<sup>th</sup> August 2014 but was subsequently extended until 7<sup>th</sup> October 2014 to allow further time for primarily District and Parish Councils to respond.

7. The draft Leicestershire Planning Obligations Policy is similar in content and form to its current developer contributions policy, with the general sections being followed by detailed considerations on each County Council Service area. The key changes are:
- Education – an enhanced, detailed educational methodology and justification of the requirements for education contributions including special needs education and transitional arrangements;
  - Social care & health:- an enhance social care and health which needs further work;
  - Economic growth: - introduced for the first time to reflect the County Council's priority for growing the economy (e.g. contributions will be sought for skills training, apprenticeships and land/buildings for employment use. This may overlap with District requests;
  - Sustainable Urban Drainage:- Reference to Sustainable Urban Drainage has been included pending changes in legislation that will make the County Council the authorising body for these schemes;
  - Libraries - contributions reflect the County Council's proposals which may limit contributions to the main libraries as opposed to the nearest one although the proposed policy leaves this element open for the purposes of consultation;
  - Highways & Transportation, Civic Amenity/Waste Management and Sports and Recreation - no significant changes to the approach or methodology of these service areas other than updates of format and some of the contribution rates e.g. civic amenity and for transportation bus shelters;
  - Cost recovery:- proposed to be increased from 0.5% to 3% of the level of contributions to cover monitoring costs;
  - The remaining document updates procedure and the overall approach to planning obligations and S106.

#### Community Infrastructure Levy (CIL)

8. The new policy considers possible implications for the County Council if a CIL is introduced across Leicestershire. It explains how the County Council will have to play a key role in identifying the infrastructure which will be required through development plan preparation; the level of CIL that could be available to the infrastructure and the mechanism by which the CIL will be made available to meet those infrastructure requirements. Regardless of whether or not CIL is introduced in any part of the county, Section 106 will continue to play a role in the foreseeable future and this draft document acknowledges that role.

#### Local Plan Policies and Obligations

9. In preparing local plans, each District Planning Authority will need to address in their plans their approach to planning obligations. Along with the infrastructure schedule that should accompany local plans, they should set out clear policies on how

developer contributions and the delivering of infrastructure will be achieved. The revised policy would assist DPAs in developing those approaches.

10. It is essential that the cost of infrastructure and community facilities arising from new development (both major schemes and the accumulative impact of smaller schemes) be secured from the appropriate developer contributions. This is a valid and important source of funds (both financial and 'works in kind') towards the essential service provision of the County Council.

### **Timetable for Decisions**

11. A response to the public consultation ending on 7 October 2014 will form part of the review and be reported to the Cabinet in November 2014. Relevant comments will be taken into account in the final document prior to its approval.

### **Resource Implications**

12. The legal framework for planning obligations provides the opportunity to secure significant contributions towards County Council services and infrastructure, both at present and in the future. It provides the means by which the additional impacts and demands arising from new development can contribute to its funding through the planning process. These can be provided in the form of financial payments and/or direct infrastructure facilities.
13. Any changes to the regime for developer contributions, including the S106 process, will have important consequences for the approach by which the County Council can ensure that it receives appropriate funding towards its services and infrastructure.
14. The Director of Corporate Resources has been consulted on the resources implications of this report.

### **Background Papers**

Cabinet Report of 17<sup>th</sup> June - Leicestershire County Council Planning Obligations Policy Consultation Draft.

### **Circulation under the Local Issues Alert Procedure**

None.

### **Appendices**

Appendix 1 – The Leicestershire Planning Obligations Policy – Draft for Consultation

### **Officers to Contact:**

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**Equality and Human Rights Implications**

There are no equality and human rights implications arising from this report.

# LEICESTERSHIRE PLANNING OBLIGATIONS POLICY

## Draft for Consultation

June 2014

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## **1. INTRODUCTION**

- 1.1. The purpose of this planning obligations policy is: to provide guidance on the level and type of contribution that developers will be expected to make towards infrastructure provided by Leicestershire County Council that is necessary to achieve sustainable development and make development acceptable in planning terms; to provide a consistent and transparent approach to planning obligations for County Council services so communities are able to see and understand how development is making a fair and positive contribution in their area; to guide Local Planning Authorities (LPAs) in discharging their planning functions.
- 1.2. The policy does not cover services provided by District and Borough Councils, for example, Affordable Housing, nor contributions that may be sought by other infrastructure providers, for example, Police, NHS and Fire & Rescue Service. Early contact with the relevant organisation is recommended to ensure full account is taken of other service requirements and policies.
- 1.3. The policy uses the term planning obligations to describe the whole range of matters covered by developer contributions; legal agreements for financial contributions, maintenance payments, replacement of resources and the provision of infrastructure and public buildings.

## **2. STATUS OF THE DOCUMENT**

- 2.1. The Planning Obligations Policy is an adopted policy of the County Council which has undergone a formal consultation. It is a replacement for the Leicestershire County Council *Statement of Requirements for Developer Contributions in Leicestershire* which was adopted by the County Council in December 2006 followed by an interim review in 2007.
- 2.2. The Planning Obligations Policy is capable of being a material planning consideration in the determination of planning applications and the development of planning policy.

### 3. POLICY CONTEXT

#### Legal Basis and National Policy

- 3.1. The 1990 Town and Country Planning Act (as amended by the Planning and Compensation Act 1991) establishes the statutory framework for developer contributions in the form of section 106 planning obligations. The Act provides that a planning obligation may:
- be unconditional or subject to conditions;
  - impose any restriction or requirement for an indefinite or specified period;
  - provide for payments of money to be made, either of a specific amount or by reference to a formula, and require periodical payments to be paid indefinitely or for a specified period.
- 3.2. When considering planning applications for development, local planning authorities should consider whether unacceptable development could be made acceptable through the use of planning conditions or obligations. Where it is not possible to use planning conditions to address unacceptable impacts only then should planning obligations be used. Planning obligations can only be sought where they meet all three tests which are set out in Regulation 122 of the CIL Regulations and paragraph 204 of the National Planning Policy Framework 2012. It requires planning obligations to be sought only if they meet the following tests.
- necessary to make the proposed development acceptable in planning terms;
  - directly related to the proposed development;
  - fairly and reasonably related in scale and kind to the proposed development;
- 3.3. Local planning authorities may still accept planning obligations which do not meet the CIL tests providing they do not form part of the basis for the grant of planning permission. For instance, a development may be put forward as not only acceptable but as carrying with it other benefits that are desirable for the area but are not in themselves necessary to make the development acceptable.

#### Community Infrastructure Levy

- 3.4. The Community Infrastructure Levy (CIL) is a levy that local planning authorities (LPAs) in England and Wales can choose to charge on new development in their area. The CIL can be used to provide new infrastructure to support growth and development of an area in line with a local authority's development plan. The government has set a date by which CIL ought to be introduced of 1st April 2015, after which (regardless of whether a CIL is introduced in a LPA area) the use of s106 planning obligations will be restricted in use to 5 obligations for any individual project.

- 3.5. CIL is set by 'charging authorities' and in two tier authorities this is the District or Borough Councils. A CIL can only be introduced if there is an appropriate adopted development plan in place. The development plan sets out the scale and location of development and infrastructure required to meet the needs of an area over at least a 15 year period.
- 3.6. In setting proposed rates for the CIL, charging authorities have to identify the total infrastructure funding gap that the levy is intended to support having taken into account other sources of available funding. Charging authorities will need to strike an appropriate balance between the desirability of funding infrastructure and its effects on the economic viability of development in their area. A charging schedule must be subject to public examination by an independent person.
- 3.7. As and when a CIL is introduced across Leicestershire, the County Council will have a key role to play in identifying the infrastructure that will be required through development plan preparation (for example, highways, transport, education), the level of CIL that could be available to fund that infrastructure and the mechanism by which CIL will be made available to meet those infrastructure requirements. However, regardless of whether or not a CIL is introduced in any part of the county, section 106 will continue to have a role and this document will remain relevant in that context.

#### Local Plan Policies and Obligations

- 3.8. In preparing Local Plans, each LPA will need to address in their plans their approach to planning obligations. Along with the infrastructure schedule that should accompany local plans, they should also set out clear policies on how section 106 and the delivery of infrastructure will be achieved. This Leicestershire Planning Obligations Policy would assist LPA's in developing those approaches and could be referred to in the evidence base.

#### **4. TYPES OF PLANNING OBLIGATIONS**

- 4.1. The types and scale of planning obligation required will be directly related to the impact of a proposed development on local services, infrastructure and resources. Planning obligations will either be 'works in kind' or in the form of a financial contribution.
- 4.2. A planning obligation can seek to offset the loss or damage to, a feature or resource on a site (e.g. a landscape or ecological resource). This can be provided through substitution, replacement or regeneration. It may not be necessary to provide a like for like substitute, but a reasonable obligation will seek to restore facilities, resources and amenities to a quality at least equivalent or better to that which existed before the development.

- 4.3. In the case of financial contributions, the payments can be made as a lump sum, which may have to be paid in advance, or phased payments over a period of time, related to defined dates, events or triggers points. If the legal agreement states that a sum of money must be paid, the agreement must also set out the time frame for when the money must be spent. This will depend on local circumstances and what is considered appropriate. If the money is not spent within the time agreed the developer can expect to be reimbursed the outstanding amount plus any interest accumulated.

#### Maintenance payments

- 4.4. Where obligations are secured for the provision of facilities primarily for the people who will reside on the development or neighbouring residents, it may be appropriate for the developer to contribute to their subsequent maintenance. As a general rule, where an asset is intended for wider public use, the costs of ongoing maintenance and other recurrent expenditure associated with the developer's contributions should normally be borne by the County Council or relevant public sector body.
- 4.5. When obligations to the ongoing maintenance of new facilities are appropriate, these should reflect the time lag between the provision of the new facility and its inclusion in public sector funding streams. Payments will be time-limited with an end date. Both parties should agree the type of payments to be made e.g. regular payments, or commuted sums, all with a clear audit trail.

#### Pooled contributions

- 4.6. There will be occasions when development in a particular locality is divided between developers or is planned to be developed in a phased manner. The needs created by the development as a whole will be calculated and used as the basis on which to seek contributions from all the developers involved. Developers' contributions will be 'pooled', in order to allow the infrastructure to be secured in a fair and equitable way.
- 4.7. Normally the County Council will expect to consider the requirement for a contribution to services from residential proposals of at least 10 dwellings or 0.25 hectare. There might be situations where there are a number of proposals for less than 10 dwellings in an area and the County Council and the District Councils will consider the accumulative impact of these smaller proposals where it is found that collectively they will place a demand on services/infrastructure within the area that would require a contribution. For example, in relation to education, pooled contributions will be sought if several developers come forward with site proposals in the catchment area for one particular school. Pooling can take place both between developments and with other local authorities where there is a cross-authority impact.

- 4.8. In some cases an individual development will have some impact, but not sufficient to justify the need for a specific element of infrastructure. It will be necessary to consider whether it is appropriate to seek contributions for overall service provision (the CIL tests will have to be demonstrated). In these cases, spare capacity in existing infrastructure provision should not be credited to earlier developers, whilst subsequent inadequate facilities costs are borne by later developers.
- 4.9. If Leicestershire County Council provides an item of infrastructure arising from the collective impact of several new developments, and further developments subsequently come forward, the later developers may still be required to contribute the relevant proportion of the costs. This practice can still meet the requirements of the CIL tests if the need for the infrastructure and the proportionate contributions have been set out in advance.

## **5. NON RESIDENTIAL DEVELOPMENT**

- 5.1. Large commercial, retail, employment or other forms of development can have service and infrastructure requirements because large numbers of people may be brought to the area for employment. If the County Council is able to quantify that there is a particular need directly related to the development, contributions will be sought in relation to these types of developments. Normally the type of need identified for commercial or employment sites have mainly been in relation to highways and transportation. In some instances contributions for other services, (library services, leisure and recreational facilities) might be sought for example where there is staff training.

## **6. SUSTAINABLE URBAN EXTENSIONS, STRATEGIC DEVELOPMENT AREAS & OTHER MAJOR DEVELOPMENTS**

- 6.1. Sustainable urban extensions (SUEs) offer planned expansion of existing settlements to create sustainable patterns of development with well planned infrastructure to support growth – there are five potential SUEs and one strategic development area (SDA) identified within the County:-

District	SUE	No. of dwellings
Blaby	Lubbesthorpe	4500 dwellings
Charnwood	NE of Leicester	4500 dwellings
	West of Loughborough	3000 dwellings
	Birstall	1500 dwellings
	Shepshed	500 dwellings
Harborough	Airfield Farm SDA	Min of 1000, Max 1800
Hinckley & Bosworth	Barwell	2500 dwellings
	Earl Shilton	2000 dwellings
Melton	Land North of Melton	1000 dwellings
NWL	Bardon Grange	3500 dwellings

- 6.2. A consistent, coherent and effective approach to planning obligations is needed to enable the delivery of infrastructure and services required to support the growth of major developments and SUEs. This will require the consideration of a number of infrastructure issues to enable the provision of suitable levels of planning obligations to fund local services and infrastructure.
- 6.3. The County Council, working in partnership with the District and Borough Councils, will seek to ensure appropriate infrastructure and services are delivered by securing necessary planning obligations to support the sustainable development and growth within the County of major developments.

## 7. DEVELOPMENT VIABILITY

- 7.1. Economic cycles will have an effect on the number of developments coming forward at any particular time. The economic downturn that began in 2008 had a particular affect on sites coming forwarding in Leicestershire, highlighting issues around the economic viability of certain developments. At the same time there has been reduced public sector funding for local infrastructure to support local communities and growth. The outcome of these pressures is that there are two key issues essential to the promotion of planning applications, namely, sustainability and viability.

- 7.2. Sustainable development is at the heart of the purpose of planning. Local planning authorities should ‘take account of and support local strategies to improve health, social and cultural wellbeing for all, and deliver sufficient community and cultural facilities and services to meet local needs.’<sup>1</sup> Local planning authorities should also work proactively with applicants to secure developments which improve the economic; social and environmental conditions of an area<sup>2</sup>.
- 7.3. The effective use of previously developed land (brown-field land) can be a means of achieving sustainable development, provided that it is not of high environmental value. The development of previously developed land can have higher development costs than green field sites and may therefore affect the amount of contributions that would be available for services and infrastructure.
- 7.4. In some circumstances the obligations may prevent a development from going ahead, because the scheme would be financially unviable (e.g. additional costs associated with land clearance and de-contamination). In these circumstances, where the developer claims that meeting the obligations will make the development unviable and the LPA consider it would be appropriate to grant planning permission without the full developer contributions being available because the development would achieve an overriding planning purpose, the County Council will need to consider whether it would be able to enter into an agreement that did not meet its full requirements. That consideration will depend on the evidence around viability, the LPA’s reasons for granting planning permission, the effect on communities of the lack of service provision and the County Council’s priorities.
- 7.5. In such circumstances, the responsibility lies with the developer to provide evidence of the financial viability of the scheme on an open book basis. However, generally, the County Council considers the costs/obligations incurred in delivering sustainable high quality development which does not negatively impact on infrastructure are necessary and required to be met by the development, otherwise the development might be considered unacceptable.
- 7.6. The District or Borough Councils are the local planning authorities and will normally determine planning applications, particularly for residential developments. In situations where a local planning authority may not accept the County Council’s requests for planning obligations in full, then the County Council would expect a review mechanism within the planning agreement, to enable in appropriate circumstances an uplift in the planning contributions.
- 7.7. Leicestershire County Council will work with the local planning authorities and developers to assist in the use of flexible trigger points to defer payments of planning obligations/developer contributions to help development remain viable where appropriate.

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<sup>1</sup> Paragraph 17 NPPF

<sup>2</sup> Paragraph 187 NPPF





## 8. TYPES OF AGREEMENT

- 8.1. The Town and Country Planning Act 1990 (as amended by the Planning and Compensation Act 1991) makes provision for voluntary legal agreements to be entered into with developers in conjunction with the grant of planning permission. These agreements may be identified in various ways (e.g Section 106 agreements, planning contributions, planning obligations, planning gain and developer contributions). Developer contributions can enable a development to proceed which may have been otherwise refused because of the negative consequences that the development could potentially have on an area.

### Negotiated and Unilateral Agreements

- 8.2. Planning obligations can be provided as either planning agreements or unilateral undertakings made by the developer. In many cases, it is expected that local planning authorities and developers will finalise planning obligations through a planning agreement, within the context of granting planning consent. However it is open to the developer to submit a unilateral agreement to support a proposal.
- 8.3. Planning obligations might be used to i) prescribe the nature of a development; ii) to secure a contribution from a developer to compensate for loss or damage created by a development (e.g. loss of open space); iii) to mitigate a development's impact on the locality (e.g. through improved public transport provision). The outcome of all three types of contribution should be that the proposed development concerned is made to comply as far as practicable with published local and national planning policies.
- 8.4. Where a local planning authority enters into a renegotiation of a Section 106 planning agreement either voluntarily or on receipt of a formal request, then the County Council should be involved in the negotiations to ensure the requirements for infrastructure can be given full consideration to make sure development remains acceptable in planning terms.

## 9. THE SCOPE OF THIS POLICY

- 9.1. There is an extensive range of infrastructure and public benefit provided by the County Council that could be appropriate for developer contributions and these are:-

- Adult Social Care and Health
- Civic Amenity
- Economic development
- Education
- Highways and Transportation
- Library Services
- Sports & Recreation facilities

- 9.2. The planning obligations which are the direct responsibility of the Borough and District Councils will be covered in their individual planning obligations/developer contributions policies.
- 9.3. A protocol for ensuring that all County Council service providers have the opportunity to assess the infrastructure and service needs arising from a new development proposals, are described in the Notification Procedures on Planning Obligations in Appendix 9.

## **10. COST RECOVERY**

- 10.1. The County Council considers that it should reasonably be able to recover a degree of the costs entailed in the negotiating, making and subsequent monitoring of developer contributions. This might be the case where it can be demonstrated that such payments make a significant contribution to the speed and efficiency with which negotiations are completed.
- 10.2. Leicestershire County Council can reasonably recover the costs of:
- legal fees for the processing, preparation and conclusion of legal agreements;
  - costs of monitoring the payment and implementation of schemes;
  - potentially, the costs of obtaining independent advice, if necessary, to validate specific aspects of the application.
- 10.3. In the context of (ii) above, it would seem reasonable to seek a payment of 3% of the total sum of contributions towards LCC services *or* £300 per individual contribution, whichever is the greater. Where there is no monetary developer contributions, the flat rate of £300 will be payable for each individual obligation.

### Cost recovery for SUEs & Major Developments

- 10.4. The County Council recognise a balance has to be struck between the delivery and implementation of major developments and the cost of monitoring the phases and trigger points often over a long period of time for example 10 to 15 years. In view of this point, it is felt a negotiated fixed monitoring cost (rather than the percentage used in paragraph 10.3) should be charged to reflect the recovery of the costs associated with the complexity and time taken in monitoring planning obligations associated with major developments.

## **11. PAYMENT OF FINANCIAL CONTRIBUTIONS**

- 11.1. The timing and payment of planning obligations will be negotiated and set out in the legal agreement that is drawn up. The agreement will also detail the phasing and/or trigger for payments and/or infrastructure contribution. S106 payments received by the County Council as a result of planning obligations will be used solely for the purpose set out in the agreement.

- 11.2. There may be circumstances where the cost of preparing legal agreements is justified for securing payment of small amounts of monies. The County Council will accept 'up-front' cash payments in lieu of a formal agreement, secured towards a particular facility or service subject to a full audit trail being made to ensure the planning obligation is recorded properly.

## **12. PRE-APPLICATION AND APPLICATION DISCUSSIONS**

- 12.1. It is usual for S106 agreements to be agreed and in place before planning permission is given. The County Council (and district/borough planning authorities) recognise the benefits to all parties of pre-application discussions in establishing the level of contributions and ensuring timely determination of proposals. It will facilitate early negotiation through the formal protocol set out in Appendix 9. It is essential that developers/agents contact the County Council Planning Obligations coordinator with sufficient details about the type and location of a proposed scheme, if they wish to be informed about the likely level of contributions they will have to make for a particular development. Charging for pre-application advice is undertaken by all local planning authorities in the County. The County Council currently does not charge for pre-application advice in relation to developer contributions.

## **13. IMPLEMENTATION AND MONITORING OF PLANNING OBLIGATIONS**

- 13.1. The County Council Planning Obligations coordinator provides a single point of contact for developers and local planning authorities in relation to planning obligation matters. The County Council recognises the importance of the efficiency and transparency in the monitoring, receipt and use of planning obligations/developer contributions. The County Council aims to provide a clear audit trail by the following means:
- the establishment and continued development of its planning obligations monitoring system (for example creating a shared database), to help co-ordinate obligation preparation, completion, monitoring and review;
  - providing regular reports on the operation and outcome of County Council developer contributions;
  - ensuring financial contributions are used for the specific purposes for which they are required, through transparent accounting procedures;
  - liaison between the County Council and District/Borough Councils, where infrastructure and facilities are provided by one level of authority but the financial contribution is held by the other.

**APPENDIX 1****ADULT SOCIAL CARE AND HEALTH**

- 1 The County Council has a duty to protect vulnerable groups of people, including children and young people. People may need social care or support during a crisis, because of their age, long term ill health or disability, or because they are caring for others. The Leicestershire joint strategic health and care needs assessment<sup>3</sup> has informed the joint Health and Wellbeing Strategy<sup>4</sup>. ing delivered through action plans focussed around better public health, children’s health, and mental health.
- 2 New residential developments can have an impact on LCC Adult Social Care provision. In some circumstances this will be more acute where there are developments which accommodate a high proportion of older people, people with learning difficulties or people with a physical disability.
- 3 The County Council has in recent years moved away from the ‘traditional’ approach of providing residential care facilities itself to commissioning private, community and voluntary sector service providers. In addition the County Council has been moving towards community and home based services. This approach relies on the assessment of individual needs and the design of more bespoke care packages.
- 4 There is a multi agency integrated community facilities approach adopted, for example, health and social care centre, community centre, extended school as promoted in the Government’s White Paper ‘Our Health Our Care Our Say’
- 5 Leicestershire County Council approach to social care is underpinned by the following key principles:-
  - a) People requiring care should be given the opportunity to be supported to live independently as far as possible;
  - b) People requiring care services should be given the opportunity to choose to remain in their local community and reside in their own homes rather than to live with parents or in institutional care because of the lack of social or specialist housing available;
  - c) New residential development should be designed to accommodate and facilitate the needs of people requiring care to enable them to continue to reside in their homes rather than having to move into residential care services.
- 6 Developers should apply design for life standards for all new housing to enable people who are or find themselves requiring care to reside in their homes for as long as possible rather than the need for residential care.

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<sup>3</sup> Leicestershire Joint Strategic Needs Assessment March 2012

<sup>4</sup>

- 7 New developments should be designed to ensure that existing problems are not exacerbated and the County Council would want to see developers address social care issues through the design of their developments (e.g. delivery of extra care housing units) through the following means:-
- a) The integration of assistive technology within homes and the community;
  - b) Through the provision of additional care and adapted accommodation with care support for people with disabilities;
  - c) The design of homes which can be adapted through the 'Lifetime Homes Standards';
  - d) Working with the County Council to identify the needs of groups or individuals and how developers can create living environments which facilitate living within the community and reduce the need for residential care.

#### **Contributions**

- 8 The County Council recognises the above approach to new development can make a positive contribution to social care requirements, however, there might be circumstances where capital expenditure is required to mitigate the impacts of new development. This will be assessed on a case by case basis. Where a developer contribution is required the County Council will calculate the capital cost of new facilities that would be needed if services are to be provided through residential care.

#### **Threshold**

- 9 Normally the threshold of the size of development for which developer contributions are appropriate is 10 dwellings/flats/apartments. In certain circumstances developments of less than 10 units will be considered where for example a number of small sized developments would have an accumulative impact and pooled contributions are appropriate.

**CIVIC AMENITY/WASTE MANAGEMENT**

- 1 Current Government legislation is focused on waste minimisation and maximising the re-use of and recycling of waste and diverting waste from landfill. Leicestershire County Council as a Waste Disposal Authority has a statutory duty under the Environmental Protection Act 1990 to provide facilities at which residents may deposit their household waste (Civic Amenity sites known locally as Recycling and Household Waste Sites (RHWS)). Each facility must be situated either within the area of the authority or be reasonably accessible to persons resident in its area. There are a number of CA sites in Leicestershire which encourage residents to maximise the amount of waste re-used or recycled which is delivered by local residents.
- 2 Relevant guidance and policies are:-
  - a) European Revised Waste Framework Directive (2008/98/EC)
  - b) Waste Management Plan for England
  - c) PPS10 – Planning for Sustainable Waste Management
  - d) Draft Planning for Sustainable Waste Management
- 3 The County Council's Leicestershire Municipal Waste Management Strategy (2011) objectives, priorities and targets focus on sustainable waste management and resources. One aim is to manage waste in accordance with hierarchy of prioritising re-use, recycling and composting of waste in order to conserve energy and resources. In light of this, new developments should be provided with easy, convenient and accessible to methods of waste management and recycling.
- 4 The strategy is in accordance with the national policy and the waste hierarchy (Figure 1), which aims for waste that is produced to be prioritised reuse, recycling and composting in order to conserve resources and energy. Waste that cannot be reused, recycled or composted can have value recovered for example through energy recovery and any residues requiring final disposal can be pre-treated to further reduce the environmental impact prior to landfilling.

Figure 1 – The Waste Management Hierarchy<sup>1</sup>

- 5 It is important that any new development is provided with easy and convenient methods of waste management, including the provision of suitable CA sites, which provide the space and facilities for recycling. This ensures that any waste generated from the residents of a new development have the opportunity to easily reuse, recycle or compost their waste.
- 6 New residential development in Leicestershire will generate an increase in household waste, and depending on the size of the development this can have a varying impact on the existing local Civic Amenity (CA) site(s). Each proposed development will be assessed and considered on its own merits. Existing CA sites have a finite capacity for current waste inputs; waste generated from new residential developments, being delivered to the existing site, however, may not easily be accommodated. Where it is expected that the development will generate a need for additional provision, site contributions will be primarily used towards: alterations, new equipment such as compactors extensions and/or redevelopment of the existing site, or construction of a new site at a new location as appropriate.
- 7 Contributions are determined from the cost of works associated with each CA site and assessing which CA site or sites, residents of a new development are likely to use. Usually residents will use the closest CA site to where they live. Where a new development is likely to result in usage of multiple nearby CA sites, then a contribution will be sought for each CA site as a proportion of the contribution rate.
- 8 In most circumstances the contributions are pooled to provide for the required improvements in infrastructure to mitigate the impacts of new developments in an area.

- 9 Where major residential developments are proposed, for example, but not limited to, Sustainable Urban Extensions, then potential impacts will be assessed in respect of waste management. These developments might require contributions to provide additional facilities as well as improvements to existing sites to manage waste. Such waste facilities may include, but are not limited to:-
- a) Composting/waste treatment facilities
  - b) Normal and bulky materials recycling facilities
  - c) Civic amenity sites
  - d) Strategic waste handling facilities/transfer stations
- 10 As a result, larger developments may result in a claim for a contribution where none is currently sought.
- 11 The planning and design of new developments needs to take into account the need to reduce, reuse and recycle waste. It would be expected that adequate capacity for communal or individual householder composting and recycling facilities would be provided at any new development.
- 12 Other innovative initiatives, for example approved food waste home composting facilities at each property, could be provided in new residential development schemes. Where such provision is made then the development would have a lesser impact on the local Civic Amenity site and a reduced developer contribution rate may be required.
- 13 Local Planning Authorities should consider in their related Local Development Framework (LDF) documents on sustainable development design guidance and methods to achieve reductions in waste through sustainable measures.

### **Threshold**

- 14 Contributions will be sought where the number of new additional dwellings on a development would amount to 10 or more and result in a total contribution that is greater than or equal to £200. Each additional dwelling is claimed at the same rate per dwelling and the total number of additional dwellings is net of any demolition of existing residential dwellings.
- 15 However, contributions may be sought from smaller sized developments where they form part of an overall development in an area or where sites would have an accumulative impact on services and infrastructure. Table 1.0 below gives an indication of the rates for Civic Amenity site contributions. Where adequate storage capacity for containers for recycling and disposal for residents has not been provided an additional 15% will be added on to the CA site contribution rate to reflect the potential for increased usage of these facilities by residents of a new development.



Table 1.0 – Contribution Rates per additional dwelling April 2014. The use of the data in the table will be reviewed on an annual basis in April

<b><u>Civic Amenity Site</u></b>	<b><u>Contribution Rate</u></b>
Barwell	£49.53
Bottesford	£63.59
Coalville	£65.38
Kibworth	£44.61
Loughborough	£84.96
Lount	£61.41
Lutterworth	£72.74
Market Harborough	£80.04
Melton Mowbray	£82.66
Mountsorrel	£51.67
Oadby	£45.92
Shepshed	£42.71
Somerby	£99.20
Whetstone	£23.87

- 16 The County Council methodology for calculating the contribution per household is based on the cost of providing the existing civic amenity infrastructure against the number of assessed households proposed by a particular development which would use the local CA site. The calculation of the civic amenity contribution is :-

$D = (A \times B/C)$  where

A is the capital cost of providing a CA based on a recently constructed site

B is the percentage size of the CA site compared to CA site used for determining A and

C is the number of households using the CA site at the review date

- 17 The contribution request is based on the proposed number of households which would have an impact on a CA site multiplied by the rate D (certain uses are exempt from CA contributions for example student halls; nursing homes; retirement homes).

**APPENDIX 3****EDUCATION**

- 1 The County Council has a statutory responsibility for Education provision in the County for children between the ages 5 and 16 years.
- 2 The Education Act 2006 gives the County Council the duty to secure sufficient places in its area. Subsequent legislation has created a platform for the development of a more diverse and more locally accountable school system, supported by a wider range of providers than in the past, particularly by academy trusts and sponsors.
- 3 Whilst education provision is a statutory function of the County Council, the government do not provide monies to accommodate pupils generated as a direct result of new development as a matter of course. Where there is a lack of funding available through developer contributions, the County Council has to make a case to the Government demonstrating that every effort has been made to secure appropriate contributions from the developer.
- 4 The County Council, under the Education Act 2006 (as amended by the Academies Act 2010), is a commissioner rather than a provider of new schools. It has the duty to set out the characteristics of a school needed for a new community in order that providers may identify their capacity to provide that school. It has to provide the site and funds for such a school, although these will usually be expected to come from the developer(s). The County Council will usually procure the school building through its Official Journal of the European Union (OJEU) compliant contractor framework and will provide the new building for the successful provider to occupy.
- 5 Regardless of whether schools have academy status, are free schools, county schools or others, the County Council remains the responsible authority for ensuring that there are sufficient school places available within the County to meet the educational needs of the population. This means that the County Council remains the appropriate authority in judging the requirements for school provision as a consequence of development, be a signatory to any s106 agreement and receive the appropriate contribution.
- 6 The County Council's consideration of whether developer contributions towards education provision are required will be informed by the projected capacity figures. Surplus places at a school do not necessarily equate to their being sufficient capacity at that school as it is generally accepted that schools should not operate at 100% of their capacity.
- 7 Where a new development is proposed in an area with sufficient projected capacity, no financial contribution will be required, however, where the proposed development would result in insufficient projected capacity, a contribution will be required.

- 8 If there is insufficient capacity to accommodate the increase in pupils likely to be generated by a development and the development itself cannot enable the necessary provision the County Council will raise objections to the development unless it is satisfied that suitable alternative provision can be made elsewhere.

### **Admissions Policy**

- 9 Under Section 84 of the School Standards and Framework Act (SSFA) 1998 as amended by Section 40 of the Education and Inspections Act 2006 the School Admissions Code gives the statutory basis for admissions to all maintained schools.
- 10 In compliance with the Schools Admission Code the Leicestershire County Council has a School Admissions Policy (SAP) for maintained schools and those Academies following the Local Authority Admissions Policy. The County Council has a duty to provide school places for all pupils resident in its area: Leicestershire achieves this by giving high priority to catchment area pupils and allowing parental preference wherever possible.
- 11 Within the SAP the following entitlements are prioritised:-
- a) A place in the catchment area school
  - b) A place in a preferred school, if there is room
  - c) To be considered according to the same priority criteria as other children where the preferred school is oversubscribed.
- 12 In operating this policy the LA arrangements comply fully with the mandatory requirements of the School Admissions Code and Part 3 of the SSFA.
- 13 Every school has an Admission Number (AN) which is reviewed on an annual basis and indicates the number of pupils to be admitted into each year group.

### **Mainstream Home – School /College Transport Policy**

- 14 The Local Authority has a duty to make arrangements to facilitate attendance at schools and colleges by providing transport in certain circumstances.
- 15 The Mainstream Home-School/College Transport Policy (Version April 2013) document sets out the policy and procedures that apply. This can be found at: [http://www.leics.gov.uk/index/highways/passenger\\_transport/school\\_college\\_transport/school\\_and\\_college\\_transport\\_entitlement\\_policy.htm](http://www.leics.gov.uk/index/highways/passenger_transport/school_college_transport/school_and_college_transport_entitlement_policy.htm)

(Please note that this Policy is currently under review and may change in future years).

16 In summary free transport is provided under the Policy for:-

- a) Primary age pupils who attend the Transport Eligibility Area (TEA) School (or other nearer school) for their home address and the distance is more than 2 miles.
- b) Secondary age pupils who attend the TEA school (or other nearer school) for their home address and the distance is more than 3 miles.

17 Please note transport will also be provided under these distances where no available walking route exists. A route is available if it is a route along which a child, accompanied as necessary, can walk with reasonable safety to school.

### **Calculating School Net Capacities**

18 The Secretary of State requires all Local Authorities under Section 29(1) of the Education Act 1996 to inform the Department of the Net Capacity (NC) of each maintained school in its area and any changes to a school's net capacity. The Department for Education and Schools (DfE) published guidance in August 2002 – "Assessing the Net Capacity of Schools".

19 Net capacity was devised by the DfE as a single, robust and consistent method of assessing the capacity of schools. For primary schools the NC is calculated on the basis of the number and size of spaces designated as class bases. For secondary schools it is based on the number, size and type of teaching bases and the age range of the school. In both cases it is checked against the total useable space available which must be measured and ensures that there is neither too much nor too little space available to support the core teaching activities. The method of calculating net capacity produces a capacity range with a minimum and maximum capacity figure. The LA in consultation with the School decide where within the range to set the net capacity reflecting the school organisation, the needs of the pupils, the design and size of internal and external spaces and the number of pupils with special educational needs.

### **What Type of Education Contributions will be Sought?**

20 Contributions will be sought in relation to outline or full applications for planning permission for residential developments of 10 or more dwellings with 2 or more bedrooms, which are likely to result in the need for additional education provision. Applications for less than 10 dwellings will be exempt unless their co-location with other sites requires examination of their cumulative impact.

21 Contributions will also be sought in relation to planning permission renewals for residential development where there has been a material change in the school capacity situation or the numbers of pupils on roll since the planning permission was first granted.

- 22 Education contributions will be sought for all types of housing including affordable housing.
- 23 Education contributions will not be sought for the following:-
- a) One bedroom dwellings.
  - b) Sheltered or elderly housing
  - c) Student accommodation
  - d) Other specialist housing where it can be demonstrated that the accommodation will not be used by children.
- 24 Where a need to provide additional capacity has been identified, contributions for education will normally be sought for:-
- a) 4-11 years (primary places)
  - b) 11-18 years (secondary places)
  - c) Special school places
- 25 In addition contributions will also be sought for:-
- a) Funding transitional issues arising from new development, including the cost of providing temporary school places in advance of the completion of a new school required as part of an housing development.
  - b) School transport, where it is not possible to provide additional school places within an available walking route of the new development (2 miles for primary school and 3 miles for secondary schools). This contribution will be in addition to any pupil place contribution and is intended to cover the cost of providing new or additional transport for the number of pupils generated by the development for a defined period of time, usually five years.
  - c) Providing a walking/cycle route, where one does not already exist, to the school/s where additional places are to be provided.

#### **How will Section 106 Contributions for Primary and Secondary School be Calculated?**

- 26 The School Admission Policy, the Assessment of Net Capacities and the Mainstream Home-School/College Transport Policy are relevant in the calculation of Section 106 contributions for primary and secondary education.
- 27 The County Council's consideration of whether developer contributions are required will be informed by the net capacity figures as reported to the Department for Education for maintained schools, and the Education Funding Agency for Academies.

## Yield Rates

	<b>Yield Rate per 100 homes of 2 or more bedrooms</b>
Primary Age Pupils	24
Secondary Age Pupils	16.7
Post 16	3.3
	<b>Yield Rate per 100 flats or apartments with 2 or more bedrooms</b>
Primary Age Pupils	4.3
Secondary Age Pupils	1.67
Post 16	0.33

28 One bedroom dwellings, includes houses, apartments/flats are discounted from S106 calculations of education contributions.

## Methodology

- 29 The need for a contribution will be established by comparing the number of pupils generated by the development with:-
- 30 The net capacity of the catchment school and any other school within a 2 mile available walking route for primary school or 3 mile available walking route for secondary school from the development. The capacity figure used for this purpose is the net capacity. Neither will Studio Schools who have a very large catchment area and therefore are not affected by the impact of local housing in the same way maintained schools or Academies are.
- 31 The forecast number on roll for the catchment school and any other school within a two mile available walking route of the development site for primary schools and 3 miles for secondary schools. The higher of the two or four year forecast figure for each school is used when calculating the surplus or deficit of places. In some circumstances the forecast which is most relevant to the size and scale of the proposed development will be used.
- 32 Any planned changes to the school building which will affect the net capacity.
- 33 Any other housing developments with outline or full planning permission which will generate the need for pupil places at the catchment school for the development
- 34 Temporary accommodation (usually mobile classrooms) is included in calculating the net capacity of the school and is therefore counted in S106 calculations.

35 Having taken all the above factors into account, where it can be demonstrated that the number of pupils generated by a development is greater than the spare capacity in the local schools the County Council will require a contribution to fund the provision of the additional school places required.

### **Cost Multiplier**

36 When calculating an education contribution we use the following figures based on DFE cost multipliers which were last updated January 2009.

37 The use of the cost multiplier will be reviewed on an annual basis in April.

<b>Sector</b>	<b>DFE amount per pupil</b>
Primary	£12,099.01
Secondary	£17,876.17
Post 16	£19,327

38 These cost multipliers are to be used where Section 106 contributions are sought to extend or enhance facilities at existing schools. Where the development generates the need for a new school, the developer will be required to construct the school to a specification provided by the County Council or provide a sum sufficient for the County Council to organise construction. Requirements for the provision of a new school is provided below.

### **Calculation of Section 106 Contributions for the Provision of Special School Places**

39 For developments of over 500 dwellings with two or more bedrooms an assessment will be made of the need to secure additional accommodation for pupils with special educational needs (SEN). Special school provision across the County is already at capacity and any contributions will be pooled to improve or enhance facilities at the most appropriate school, this may not always be the school closest to the development, as pupils with special education needs are often transported to the school best able to provide for their needs.

40 The current proportion as a percentage of Leicestershire primary and secondary age pupils (11-18) who attend a special school is 0.6% and 1.6% respectively – to determine the number of special school pupils generated from a development, it is necessary to apply these percentages to the mainstream pupil yield.

- a) No. of primary age SEN pupils per 100 dwellings = 0.144
- b) No. of secondary age SEN pupils per 100 dwellings = 0.32

- 41 A pupil in a special school requires between four and five times the space of a pupil in a mainstream school (Based on Building Bulletin No. 102 Page 52). Therefore the cost of providing a special school place is estimated at four and half times the cost of providing mainstream provision
- a) Cost multipliers per pupil place for SEN provision:
- i) Primary £54,445
  - ii) Secondary (11-18 years) £83,707

### **How Section 106 Planning Contributions will be Applied**

- 42 Section 106 contributions will be applied on capital works to provide additional capacity or enhance existing facilities at academies or maintained schools. This might include, for example, but is not limited to:
- a) Providing additional school places
  - b) Providing new schools or school buildings
  - c) Adapting and extending existing school buildings
  - d) Improving school grounds, sports and physical education facilities
  - e) Purchasing new equipment above a de-minimis limit of £10,000 required as a direct result of the additional demand, or as part of a scheme to improve, extend or enhance the school accommodation.
- 43 It may not always be practical to use S106 contributions to provide additional capacity at the catchment school, because for example the site may be constrained, or the school may not have the infrastructure spaces necessary to support the increased capacity. In these circumstances the contributions would be used to provide additional capacity through extension, refurbishment or re-modelling of existing schools where the needs could be best met.
- 44 In addition, due to the advent of academies and the number of schools making changes to their age range, admission arrangements and catchments areas, it is essential to have the flexibility to use the funding at the most appropriate school, and therefore the wording within the S106 agreement should enable the County Council to do this.
- 45 When the County Council commissions additional places through a free school or academy and uses S106 funding to provide those places, the County Council will require the provider to enter into a legal agreement detailing the funding to be provided and the number of additional places to be provided.

### **Transitional Costs**

- 46 In addition to the contributions set out in Sections 3 and 4 above, a contribution, in the case of major developments which result in the need for a new school, or significant extensions to existing schools, a contribution may also be sought to fund transitional costs, this will be assessed on a site by site basis and could be either:-



- 47 The full cost of any temporary accommodation required on schools sites pending the delivery of any new schools or extended school facilities;
- 48 And/or the cost of transporting children to a school where it is not possible to provide additional school places within an available walking distance of the development. This contribution will be in addition to any pupil places contributions and will relate to the cost of providing a new transport route for the additional pupils for a defined period of time. This claim will usually apply during the early phases of a major development prior to the opening of the new school on site.

### **Safe Routes to School**

- 49 The County Council has a statutory duty to promote the use of sustainable methods of transport. We will seek to ensure the provision of safe walking and/or cycling routes between new sites and schools. A contribution will be sought and/or off site works required to make a route safe, or to create a new route where one does not exist.

#### **Trigger Points**

- 50 Trigger points will be agreed on an individual site by site basis, however in general the first instalment will be required on commencement of the development and will equate to 10% of the total contribution. The remaining payments should be linked to time or delivery milestones whichever is the sooner and agreed by all parties, but must keep pace with the completion of the development to ensure additional provision is in place for when the pupil numbers arise.
- 51 In cases where the S106 provides for a new school the trigger points should relate directly to the contract for the building of the new establishment and ensure the funding received meets the costs incurred at each milestone.
- 52 Trigger points should not be linked to final completion of the development due to the uncertainty and delay this can create when planning S106 projects.

### **Provision of New Schools through Section 106 Agreements**

- 53 When the scale of development is such to necessitate a new school, the Developer/s will be expected to provide the site free of charge, or fund site acquisition, fund the building costs, including the infrastructure and the playing fields and all furniture, equipment and ICT costs.
- 54 Where a number of sites are contributing to a new school, each site will be required to pay a proportionate amount of the total cost, including land, design, and building and infrastructure costs.

- 55 The use of the DfE cost multiplier will not apply to new schools, as these figures are based on extension of existing facilities where all of the other infrastructure requirements are in place. The cost must be requested from the Children and Young Peoples Service on a site specific basis, as the cost of a school is dependent on many variable factors and cannot be applied uniformly.
- 56 The phasing of any contributions to fund the cost of a new school, or the timetable for the building of a new school, where the developer/s is undertaking this will be agreed on a site by site basis. The opening date for all new schools will be the first September before the completion of the 300 dwelling, or a specified date whichever is the later.

### Sites for New Schools

- 57 Where a developer is required to provide land to accommodate or provide for a new school, the County Council will require the land meets a checklist of requirements, to include the following:-
- 58 Be sufficient for the size of school required, with ideally space for further expansion. (using current site size guidance contained in Building Bulletin 98 and 99) with the possibility of have early years provision on site:
- a) Be of regular shape, level and largely free from building constraints such as underground sewers, landfill sites, tree preservation orders.
  - b) Be located centrally within the development, ideally close to the local centre.
  - c) Be located within 400 metres of housing it is designed to serve.
  - d) Provide space for home to school transport (including school buses) and parents to drop off and pick up either in the school grounds or close to school, on the same side of the road as the school.
  - e) Have separate pedestrian and vehicle access.
  - f) Be located to encourage walking and cycling to school.
  - g) Provide room for coaches to access school to pick pupils up for trips etc.
  - h) Have playing fields located in close proximity to building.
  - i) Be free from contamination, or be remediated prior to the Council taking ownership.
  - j) Have uncontaminated topsoil applied to a minimum depth of 300mm
  - k) Have adequate drainage to discharge surface water from the grassed playing field on the site.
- 59 Proposed Sites for New Schools Should **NOT** be:-
- a) Located on a flood plain or be subject to flooding.
  - b) Located in a cul de sac.
  - c) Crossed by overhead power cables or be any public footpath or right of way.
  - d) Located within a 57dBA Leq noise contour of an airport or similar facility (57dBA Leq marks the approx. onset of significant community annoyance due to daytime aircraft noise)

- e) Situated in proximity to any development, business or land use that may disrupt the normal functioning of a school, detract from pupil's learning or place anyone associated with the school at risk.
- f) Within an air quality management area.

#### Provision of Utilities/Site Security

- 60 The schools site must be fully serviced with all utilities e.g. water, electricity, gas and broadband.

#### Access to the School Site

- 61 There must be an adopted permanent or intended permanent public vehicular road serving the school site.
- 62 Vehicular access is preferred on two sides of the school site and must facilitate a safe delivery route to the school building.
- 63 Safe and direct walking and cycling routes must be planned to the school site from the areas where it will draw pupils.
- 64 Separate vehicle and pedestrian access routes are required.

#### Building Design

- 65 The location and design of the building should facilitate community use.
- 66 The building should be designed to a specification to meet the current Department for Education guidance and best practise for the type of school as well as latest government advice and guidance.
- 67 The County Council will use its reasonable endeavours to ensure the building offers community facilities and access but given that any new school will be an Academy this cannot be guaranteed.

<b>EDUCATION SUMMARY SCHEDULE</b>	
<b>Current guidance</b>	<ul style="list-style-type: none"> <li>• National Planning Policy Framework</li> <li>• Policy Statement Planning for Schools development (DCLG) 2011</li> </ul>
<b>Type of facilities for which provision may be required</b>	<ul style="list-style-type: none"> <li>• Sites for new schools</li> <li>• Construction costs of new schools</li> <li>• Other building provision at existing schools (including additional grass/artificial turf sports pitches)</li> </ul>
<b>Type of development which would trigger need</b>	<ul style="list-style-type: none"> <li>• Planning obligations will be generated by residential development which creates extra demand at local schools (subject to a lack of capacity at the local catchment schools)</li> <li>• Normally request for contributions will be made for all residential developments of 10 dwellings or more</li> <li>• When building a new school the County Council will carefully consider the wider community use of both the school buildings and the playing fields where appropriate</li> <li>• A contribution will be required for existing schools, towards the cost of additional primary and secondary school places, where there is a need. Contributions will be calculated on the basis of a minimum of 24 primary places and 20 secondary places per 100 houses. For flats/apartments the current figures are 4.3 primary pupils and 3.2 secondary pupils per 100 units.</li> <li>• Information about local pupil yields will be taken into account in setting the precise requirements. The costs per pupil place based on DfE cost multipliers, are</li> </ul>

	<p>£12,099.01 for primary, £17,876.17 for 11-16 year old pupils and £19,327 for 16+ students based on April 2009 figures. These cost multipliers are updated on April 1<sup>st</sup> each year.</p> <ul style="list-style-type: none"> <li>• When a new school is required the developer would be expected to provide a site and construction costs including professional fees, furniture and equipment.</li> <li>• The value of contributions will be based upon either DfES cost multipliers current at the time of the signing of the formal agreement or the appropriate cost multipliers plus an index linked update (as defined earlier), whichever is the greater.</li> </ul> <p>Proposals to redevelop an existing school site by a developer may trigger the need for a replacement school.</p>
<p><b>What if there is spare capacity at the local catchment school?</b></p>	<ul style="list-style-type: none"> <li>• Contributions will be required for every pupil place required in excess of the projected capacity</li> <li>• If calculations indicate that spare capacity/places will exist in the catchment school by the time the development reasonably can be expected to generate new demand for places then the requirement will be adjusted accordingly</li> <li>• Projected capacity is calculated on the basis of:- <ul style="list-style-type: none"> <li>- the catchment school's existing net capacity/number on roll</li> <li>- any planned changes to the school building stock affecting the school's net capacity/number on roll calculation</li> <li>- pupil projections (revised annually on 1<sup>st</sup> September)</li> <li>- developments with planning permission which will generate a need for pupil places</li> </ul> </li> </ul>

<p><b>Discounts?</b></p>	<ul style="list-style-type: none"> <li>• discounts only apply for one bedroom flats or houses or specialist units for example residential care homes for the elderly.</li> <li>• There is no discount for developments which wholly or partially comprise affordable housing as there is evidence to show this type of housing can reasonably be expected to generate at least as many children as open market housing.</li> </ul>
<p><b>Major Developments</b></p>	<ul style="list-style-type: none"> <li>• Major developments for example SUE's will not necessarily rely on the figures above as they are not applicable to situations where a new school is required.</li> <li>• In such cases the County Council may require land from the developer within the site and sufficient monies to build the school</li> <li>• The cost of the new school will depend on the its required size, the relevant building standards requirements and issues relating to the proposed development</li> <li>• The County Council will make every reasonable effort to minimise the cost of providing a new school and offer the developer the option to build the new school subject to meeting the required building and design standards.</li> </ul>
<p><b>Form in which contributions payments should be made</b></p>	<ul style="list-style-type: none"> <li>• Land where required and financial contribution towards the cost of construction of buildings or works in kind including equipment/fitting out of new school to the County Council's design and building specifications</li> </ul>

**APPENDIX 4****ECONOMIC GROWTH**

- 1 National planning objectives seeks to proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs. It is committed to ensuring that the planning system does everything it can to support sustainable economic growth. One of LCC's key priorities is to ensure that Leicestershire has a thriving local economy underpinned by a good infrastructure that creates jobs and prosperity is one of our top priorities. To do this LCC will continue to work with partners including the Leicester and Leicestershire Enterprise Partnership (LEEP), local businesses and the City and District Councils. From 2014 LCC will work with our partners and government to implement a new Strategic Economic Plan 2014-2020 setting out LCC's growth ambitions for the area and how it plans to capitalise on its economic assets. LCC aims to maximise benefits from the new Local Growth Fund from 2015, European Structural and Investment Funds and City Deal funding and freedoms for the benefit of the local economy. The vision is to create a vibrant, attractive and distinctive place that will ensure a prosperous economy, secure and well-paid jobs and a sustainable environment, through growth by innovative businesses and a highly skilled workforce, making Leicester and Leicestershire destinations of choice for successful businesses.
- 2 LCC's economic priorities are grouped under three main themes – Place, Business and People – and cover improving the economic infrastructure including related strategic transport improvements, helping businesses to survive and grow and supporting people into sustainable employment. LCC will agree and implement a new Enabling Growth Action Plan setting out our priority economic interventions and how we will support delivery of the Strategic Economic Plan priorities across the Place, Business and People themes.
- 3 Development within the County can contribute to that growth directly and through appropriate contributions towards helping build the economy through skills and training, the provision of land and buildings for employment uses, investment in the regeneration of town centres. Development that is capable to contribute to these objectives will be considered on a case by case basis.

**APPENDIX 5****HIGHWAYS & TRANSPORTATION**

- 1 One of the core planning principles in the National Planning Policy Framework (NPPF) is to actively manage patterns of development growth to make the fullest possible use of public transport, walking and cycling, and to focus significant development in locations which are or can be made sustainable. The transport system should be balanced in favour of sustainable transport modes, giving people a real choice about how they travel.
- 2 All planning applications that propose developments that generate significant amounts of movement must be supported by a Transport Statement or Transport Assessment prepared in accordance with current Department for Transport guidance. In coming to a view as to whether a development is acceptable the County Council will take account of whether the opportunities for sustainable transport modes are sufficient for the nature and location of the site in order to reduce the need for major transport infrastructure.
- 3 To achieve sustainable development through integrated transport, the County Council will likely seek off-site public transport, cycling and walking measures, in the general area within which the development lies. These could include road based improvements such as crossings, footways, cycle routes, intelligent transport systems, public transport services, and bus priority measures. This may include general highway capacity improvements where journey times would otherwise be delayed.
- 4 In some instances the County Council may consider it more appropriate to seek a contribution towards integrated transport measures including infrastructure improvements and bus subsidy. This may be where the quantum of development is insufficient to afford worthwhile improvements in isolation and a contribution can be put towards integrated transport investment in the area, where there is a proposed integrated transport initiative in the area that would benefit the development and a contribution would help bring it forward, where the contribution can be pooled with that from other nearby developments to fund improvements, or to cover the cost of future travel plan initiatives.
- 5 Developers will be required to commit to travel plan monitoring and to pay a separate fee to cover the County Council's travel plan monitoring costs proportionate to the size of the development and the likely staff time involved. Contributions will be sought in all cases where it is necessary to make the development acceptable in planning terms.



HIGHWAYS AND TRANSPORTATION SUMMARY SCHEDULE	
<b>Current Guidance</b>	National Planning Policy Framework Local Transport Plan LTP3 6Cs Design Guide
<b>Type of facilities for which provision may be needed</b>	pedestrian and cycle facilities public transport improvements; travel plans park and ride facilities & services; road improvements; traffic management schemes; car parking; traffic regulation orders; associated landscaping includes planting and hard surfaces
<b>Type of development which might trigger need</b>	<p>Any type of development residential or other which leads to a material increase in traffic on the network or is detrimental to road safety or has inadequate access to walking cycling and public transport or inadequate parking provision or creates on street parking issues or affect a right of way.</p> <p>Requirements will depend on the particular circumstances of a development proposal and may include for example parental car parking at schools and traffic management.</p> <p>The submission of a Transport Assessment will assist in assessing the requirements for a particular development.</p>
<b>Form in which payments should be made</b>	Required infrastructure generally will be provided by the developer however other requirements might be covered through financial contributions.
<b>Contributions to capital costs or revenue costs</b>	<p>Generally capital but revenue also, for example bus services and required maintenance liabilities usually in the form of a commuted sum.</p> <p>Liabilities include compensation arising from development highways work.</p> <p>Travel Packs; to inform new residents from first occupation what sustainable travel choices are in the surrounding area (can be supplied by LCC at £52.85 per pack).</p> <p>6 month bus passes, two per dwelling (2 application forms to be included in Travel Packs and funded by the</p>

developer); to encourage new residents to use bus services, to establish changes in travel behaviour from first occupation and promote usage of sustainable travel modes other than the car (can be supplied through LCC at (average) £350.00 per pass – NOTE it is very unlikely that a development will get 100% take-up of passes, 25% is considered to be a high take-up rate).

Demand responsive transport service; to reduce early reliance on cars as the modal choice in the initial stages of the development, prior to the extension of the bus service, as below / or / to reduce reliance on cars as the modal choice as the development is over 800m from any bus services. \*\*

New/Improvements to 2 nearest bus stops (including raised and dropped kerbs to allow level access); to support modern bus fleets with low floor capabilities. At £3263.00 per stop.

Information display cases at 2 nearest bus stops; to inform new residents of the nearest bus services in the area. At £120.00 per display.

Bus shelters at 2 nearest bus stops; to provide high quality and attractive public transport facilities to encourage modal shift. At £4,908.00 per shelter.

Contribution towards equipping the nearest bus route with low floor vehicles; to provide high quality and attractive public transport facilities to encourage modal shift. \*\*

Contribution towards equipping the nearest bus stop(s) and suitable bus route with Real Time Information (RTI) system; to assist in improving the nearest bus service with this facility, in order to provide a high quality and attractive public transport choice to encourage modal shift. \*\*

3 line display - In shelter: £2,575 per display

3 line display - On flag pole: £2,920 per display

Ticket Machine software upgrade: £300 per bus

New/Increase in daytime bus frequency to every 15 minutes for 5 years; to ensure that sufficient levels of bus service(s) are available to accommodate the increased population in the area. \*\*

New/Increase in daytime bus frequency to every 30 minutes for 5 years; as above.

New/Increase in daytime bus frequency to every 60 minutes for 5 years; as above.

New/Increase in evening bus frequency to hourly for 5 years; as above.

New/Increase in Sunday bus frequency to hourly for 5 years; as above.

Travel plan; to establish a means to encourage and inform

	<p>new residents of their sustainable travel choices.</p> <p>Travel plan contributions we may require for major employment sites and residential sites of more than 80 dwellings:</p> <p>A monitoring fee of £11,337 for a Framework Travel Plan (for a multi-use employment site or a multi developer residential site), and £6,000 for a Travel Plan (for a single use employment site or a single developer residential site), to enable Leicestershire County Council to provide support to the developers Travel Plan Co-ordinator; audit annual Travel Plan performance reports to ensure Travel Plan outcomes are being achieved and for it to take responsibility for any necessitated planning enforcement.</p>
<p><b>Threshold for size of development for which contributions are appropriate</b></p>	<p>There is no specific level as a need for highways related contributions will depend on the local circumstances and situation pertaining to a particular development.</p>

## LIBRARY SERVICE

- 1 The County Council has a statutory responsibility under the terms of the 1964 Public Libraries and Museums Act, to provide “a comprehensive and efficient library service for all persons desiring to make use thereof”.
- 2 The County Council considers that its proposed continuing of library services should be - modern and attractive; located in highly accessible locations for example, market towns or centres with high footfall in close proximity to retail or other services for example health or education.
- 3 Libraries will need to be flexible to meet the diverse range of users and be adaptable to the use of new technologies and other means of delivery to meet the needs of their clients. They should provide access to printed (e.g. books) and digital materials and a range of information services; the internet; and opportunities for learning and leisure.
- 4 Therefore contributions from new developments which place demand on library services are required in order to maintain this statutory responsibility and vision for libraries, where appropriate.

<b>LIBRARIES SUMMARY SCHEDULE</b>	
<b>Current Guidance</b>	<p>National Planning Policy Framework            Community Infrastructure Levy Regulations            Museums Libraries and Archives Council (MLA): Public Libraries, Archives and New Development, A Standard Charge Approach. May 2010            Department of Culture Media and Sport (DCMS) Public Library Standards. 2001            Arts Council England: The Community Infrastructure Levy, advice note for culture, arts and planning professional. April 2012            This is Leicestershire Evidence Base. 2008            Adults and Communities: Annual Service Plan            Communities and Wellbeing: Annual Service Plan.            Askews and Holts: average book price indicators            Leicestershire County Council: Property Services guidance on internal building costs</p>
<b>Type of facilities for which provision may be needed</b>	<p>Access to static and mobile library services to support reading learning and information provision.            Building work including internal adaptation and fitting out, extension and new building provision.            Resources including books, newspapers/magazines, study support material, audio visual stock.            Infrastructure including ICT network and equipment            Provision or enhancement of community facilities with appropriate partners</p>
<b>Type of development which might trigger need</b>	<p>Any new residential development has potential for increasing the service delivery.            A large commercial/employment development could lead to an increase in the use of local library services            Student accommodation or halls of residence</p>
<b>Form in which payments should be made</b>	<p>financial in the majority of cases, however, for some large scale developments shared use of new/converted buildings may be more appropriate.</p>

Where new development generates a need for additional library provision, a contribution will be required. The need for a contribution will be established by comparing the current capacity of the library and population it serves against the number of people likely to be generated by a new development using standards developed by the MLA and DCMS. The formula used for calculating contributions is detailed below.

Contributions will be sought for the library that will be most affected by a proposed development. This may not necessarily be the local community library in all cases but a larger sub-regional library that draws its catchment from the geographical area of the proposed development. Catchment populations are identified using post code data derived from the library management system.

**A contribution will be required for the enhancement of existing static library buildings and mobile provided services. Calculations are based on:**

MLA Public Libraries, Archives and New Development: A Standard Charge Approach. May 2010. Assumed occupancy rates are:

1 bed open market or affordable	= 1.5 persons
2 bed + open market or affordable	= 3.0 persons
1 bed student accommodation	= 1.0 persons

MLA standard for public space in libraries per 1,000 pop = 30 sq. m

RICS building costs per sq m for the East Midlands 2008 = £2,807

Cost per 1,000 pop	= £84,210
Cost per individual	= £84.21

Building contribution per dwelling based on MLA assumed occupancy rates:

1 bed dwelling	= £126.31
2 bed + dwelling	= £262.63
1 bed student accommodation	= £84.21

Leicestershire County Council: Property Services guidance on the cost per sq m for internal building work = £1,300 per sq m

**A contribution will be required for library materials and equipment to support reading, learning and information**

	<p><b>services. Calculations are based on:</b></p> <p>Average number of residents per type of dwelling using the MLA assumed occupancy standards as above.  DCMS standard for provision of library materials per 1,000 pop (upper and lower thresholds)  Current average supplier price per item of stock including discount and servicing</p> <p>These factors are converted into a formula for a cost per type of dwelling.</p> <p>National Library Standard of level of stock per 1,000 pop Lower threshold =1.157</p> <p>National Library Standard of level of stock per 1,000 pop Upper threshold =1.532</p> <p>Current average price per item added to stock, March 2013 = £8.70</p> <p>Cost per 1,000 pop. Lower threshold = £10,065  Cost per 1,000 pop. Upper threshold = £13,328</p>												
	<p>Cost per individual. Lower threshold = £10.06  Cost per individual. Upper threshold = £13.33</p> <p>Library materials contribution per dwelling based on MLA assumed occupancy rates:</p> <table data-bbox="470 1361 1268 1597"> <tr> <td>1 bed dwelling. Lower threshold</td> <td>= £15.09</td> </tr> <tr> <td>1 bed dwelling. Upper threshold</td> <td>= £19.99</td> </tr> <tr> <td>2 bed + dwelling. Lower threshold</td> <td>= £30.18</td> </tr> <tr> <td>2 bed + dwelling. Upper threshold</td> <td>= £39.99</td> </tr> <tr> <td>1 bed student accommodation. Lower threshold</td> <td>= £10.06</td> </tr> <tr> <td>1 bed student accommodation. Upper threshold</td> <td>= £13.33</td> </tr> </table> <p>These costs are reviewed annually in June and adjusted to reflect the CIPFA submitted costs of providing Library Services</p>	1 bed dwelling. Lower threshold	= £15.09	1 bed dwelling. Upper threshold	= £19.99	2 bed + dwelling. Lower threshold	= £30.18	2 bed + dwelling. Upper threshold	= £39.99	1 bed student accommodation. Lower threshold	= £10.06	1 bed student accommodation. Upper threshold	= £13.33
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1 bed student accommodation. Lower threshold	= £10.06												
1 bed student accommodation. Upper threshold	= £13.33												
<p><b>Threshold for size of development for which contributions are appropriate</b></p>	<p>Any new development has the potential for placing demands on and increasing the need for service delivery however the normal threshold for notification is 10 or more dwellings although there may be occasions when developer contributions may be required for developments of less.</p>												

**SPORTS AND RECREATION**

- 1 Leicestershire and Rutland Sports (LRS) is the County Sports Partnership for Leicestershire, Leicester and Rutland. It is a partnership of the local authorities of Leicestershire, Leicester and Rutland working together with schools, National Governing Bodies of Sport, club coaches and volunteers to create a lasting legacy for sport and physical activity. Its focus is to ensure the national sport and physical activity resources have a local dimension and the national sport and physical activity policies are delivered or implemented at a local level. It is responsible for the development of sport and physical activity at County level working with partners to increase participation in sport and physical activity.
- 2 LRS will where appropriate use the national standards and a local evidence base to negotiate for the provision of sports facilities where it is identified that it is required to mitigate the impact of developments on existing sports facilities or provision. In some cases the developer will be expected to secure long term maintenance of those sports facilities
- 3 New developments, particularly major schemes can have significant effects on the sports facilities and capacity. In order to mitigate those impacts the methodology for the assessment of sports facilities will be based on a combination of local authority policy and specific modeling which can be undertaken in line with Sports England tools and information on facilities and planning which is available on the Sport England website including the sports facility calculator.

**Threshold for the Level of contribution**

- 4 Normally residential development proposal of 10 or more dwellings is likely to trigger a demand for sports, recreation and community facilities. The level and type of obligation will be dependent on current provision in the area and a development's proximity to existing provision. Generally the approach will be to require the developer to provide additional facilities on site where feasible. Although where this is not practical, the developer will be required to ensure provision is made off site at an accessible, convenient location to the proposed development.
- 5 Where it is not considered practical for the provision to be made by the developer then financial contributions will be sought to secure the necessary off site sports or recreation provision. In some cases the developer will be expected to secure long term maintenance of those sports or recreation facilities



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## **Implementation**

- 6 Where contributions towards specific types of open space or recreational provision have been agreed, the Council will ensure that funding is held and pooled if needed in order that a specific scheme can be implemented. In other cases it may be that such provision needs to be secured solely through partnerships with the voluntary or other public sector bodies. In both cases, funding will be disbursed either to District Council projects or to Voluntary Sector agencies through the Grants Panel referred to earlier via an application process.

**SUSTAINABLE URBAN DRAINAGE**

- 1 In April 2015 it is anticipated the sustainable drainage provisions within the Flood and Water management Act 2010 will be implemented and the requirement for the majority of new developments will be to seek drainage approval from the County Council and/or its agents alongside planning consent. Currently the County Council is expected to adopt and maintain approved drainage systems and a mechanism for funding the ongoing maintenance is expected to be introduced by the Government.
  
- 2 In the interim developers are urged to use sustainable drainage systems (SuDS) wherever possible with the aim of reducing flood risk to surrounding areas, improving water quality entering rivers and providing biodiversity and amenity benefits. The national SuDS guidance will be used to determine if drainage proposals are appropriate. Under certain conditions the County Council may consider adopting SuDS ahead of the schedule and if this is the case would expect the cost of ongoing maintenance to be included as part of a planning obligation.

## NOTIFICATION PROCEDURE PLANNING OBLIGATIONS

### Introduction

- 1 New development often requires planning obligations from developers to provide for necessary improvements to local infrastructure and services. These may be provided by the District or Borough and/or the County Councils in Leicestershire or may be secured on behalf of other agencies. It is in the interest of all parties to ensure a full range of relevant infrastructure or facilities arising from any particular development is made available for the benefit of the local community irrespective of the distribution of responsibilities for different services.
- 2 The District or Borough Councils, as local planning authorities, are the first points of contact for the majority of developments proposals which would be likely to require planning obligations. A formal protocol was established through the original County – wide supplementary guidance document to ensure that all responsible parties are offered the opportunity to assess the implications/impact for service provision arising from new development proposals. This procedure has evolved and has been improved and needs to respond to changes in circumstances.
- 3 The procedure for consultation between the District/Borough Councils and the County Council on proposals as set out in the previous Development Control Agreement will continue to operate.

### The Procedure

- 4 The County Council's Developer Contributions Officer (Chief Executive's Department) will be the coordinator for developer contributions matters and will be responsible for contacting nominated officers within the relevant County Council services and responding to the District or Borough Councils on any development proposal notified by them.
- 5 Individual planning officers at the District/Borough Councils will be responsible for notifying the County Council Developer Contributions Officer of relevant development proposals as defined in the following paragraphs:-
  - a) Residential development of at least 10 dwellings or 0.25 hectare @ 36 dwellings per hectare in size;

- b) Significant or major proposals for employment; retail; leisure; mixed use developments which are likely to give rise to requirements for developer contributions which is likely to give rise to requirements for developer contributions, based on the advice given in the guidelines and/or locations of 'special concern' set out in paragraph XX below.
  - c) There may be circumstances where there are a large number of proposals below 10 dwellings in an area. The County and District Councils will need to advise each other of these smaller proposals, where it is established that individual services and facilities are close to capacity or will require improvement as a result of development. Individual service providers have identified separately in the guidelines the locations where there are 'special concerns' for particular services and these will be reviewed by the service departments on a regular basis. In the case of education provision, the roll of schools can vary from term to term and in order to obtain up-to-date information on spare capacity it will be necessary to consult the Education Department.
- 6 Individual service providers will review the contents of the guideline tables on a regular basis, in the context of annual programmes and changes in circumstances. In some locations, the cumulative impact of proposals for 'small sites' (i.e. below the identified thresholds) may result in the need to improve service provision. The County Council will maintain records of the accumulation of 'small' developments, based on the 'small sites' information provided by District Councils.
- 7 Relevant development proposals (referred to in para.XX above) will include planning applications, any pre-application inquiries and development briefs on the following:
- a) proposals that are identified as Local Plan allocations. although there may have been consultation on these sites through the local plan process, it will be necessary to notify the County Council of subsequent planning applications, in order that its service requirements agreed through the local plan process can be formally secured. It will also be necessary where the local plan does not set out the specific contributions that will be required. It may exceptionally be appropriate to consider additional contributions in addition to those set out in local plans where there are new considerations to be taken into account;
  - b) 'windfall sites', which can often give rise to previously unidentified requirements for services and facilities;
  - c) proposals which are the subject of appeal and/or 'call-in' proceedings, where notification procedures have not been concluded or require confirmation.

- 8 Notification by the District Council shall be in an appropriate form either by email or letter the contents of which shall be agreed by the County and District Councils and reviewed as necessary. Details of the site of the proposal, the description of the proposed development and the application number should be provided to the County Council and provision of an access/web link to identify the site of the proposal, an adequate location plan, and written submission or details which accompany the developer's application or inquiry.
- 9 In agreed cases, the County Council developer contributions officer, together with a representative of other County Council Services as may be necessary, will be given the opportunity to attend any meetings which may be held between the District Council and a developer and / or agent to discuss potential contributions, with the agreement of the developer.
- 10 The County Council developer contributions officer will respond to all notifications of planning proposals by the District Council within 21 days, unless an extension of time is granted at the discretion of the District Council's officer.
- 11 Prior to the final decision on the proposal being made, in the event of any requirements for developer contributions associated with Leicestershire County Council service provision not being agreed, the District Council officer will formally notify the County Council developer contributions officer of the circumstances. The County Council will be given the opportunity to respond if any of its requirements are not agreed and where appropriate to prioritise its bid for contributions towards service provision and facilities. The County Council will respond to the District Council within 14 days of the subsequent notification, unless an extension of time is granted at the discretion of the District Council officer.
- 12 On occasions, a developer or agent will contact an individual service department of the County Council to discuss the matter of contributions arising from a potential development. In these circumstances, the nominated officer of the service department shall advise the County Council developer contributions officer, within 3 days, of the nature and location of the proposed development. Within 3 days of receiving this advice the County Council developer contributions officer shall notify the relevant officer of the District Council of the proposal, using the pro-forma and documentation set out in paragraph XX above.

### Legal Agreements

- 13 The cost of preparing and securing legal agreements will normally be met by developers. In other cases, the County and Borough/District Council will separately be responsible for the costs relating to its own specific service requirements. On the matter of involvement or otherwise of service departments in legal agreements, practice varies from District to District although it is more usual than not for the service department to be involved. In many cases the developers will want the service provider to be involved to give covenants as to how and when it will spend the money it is receiving.
- 14 After any legal agreement, obligation or unilateral undertaking has been signed and the planning permission has been issued, a copy of the relevant document shall be sent by the District Council to the County Council Legal Services. In the case of County Matters, a copy of the agreement shall be sent by the County Council to the District Council's case officer.
- Timing of payment
- 15 This will vary but broadly speaking payment should be made at a time that enables the provision of the facility that is being funded at the time when it is needed. There is no rigid formula to calculate this and it can be varied according to individual circumstances.
- 16 In the field of education contributions, for example, a payment scheme has developed which normally requires:-
- a) 10% on commencement of development to enable commencement of the design of the project;
  - b) 45% at about the mid point in the development;
  - c) 45% towards the end of the development.
- 17 The payment scheme does vary however, for example where the money will be used to fund part of a larger contract that will incorporate the additional accommodation being funded.
- 18 Similar types of trigger points and timings of payment of obligations can apply to highway contributions.

### Method of payment

- 19 Payment does not necessarily have to be in the form of a financial contribution. It might for example necessitate additional educational facilities and the developer may be given the option of either paying a financial contribution or constructing the additional facilities to the County Council CYPS specification and design requirements. Alternatively, if the work being funded by the developer is part of a larger extension, the developer may be told that the only option is to make a financial contribution.

- 
- 20 The same sorts of general consideration on the method of payment and whether the developer or the Highway Authority does the work apply to highway contributions.
- 21 A record and database will be kept and maintained of payments received. The trigger points at which payments will normally be made will be monitored by the District Council or the County Council as appropriate. If considered appropriate the legal agreement must include clauses requiring the developer to notify the local authority when trigger points are reached or a prescribed period has elapsed. Payments of contributions must be made to the appropriate council or service provider

Supplementary Notes:

- 22 The District Councils will continue to consult directly with Fire, Police and Health Authorities to ascertain any appropriate service requirements, as they are not part of the County Council's function.

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**CABINET – 13<sup>th</sup> OCTOBER 2014**

**REPORT OF THE CHIEF EXECUTIVE**

**COMMUNITIES STRATEGY**

**PART A**

**Purpose of Report**

1. The purpose of this report is to detail the responses to the consultation on the draft Communities Strategy and to seek the Cabinet's approval of the revised final Strategy for the County Council and for the development of a detailed Delivery Plan incorporating the views of local partners.
2. This report and the proposed final Communities Strategy should be considered in the context of the reports approved by the Cabinet in May 2014 regarding the County Council's Strategic Plan and its Transformation Programme.

**Recommendations**

3. It is recommended that:
  - (a) The outcome of the consultation on the draft Communities Strategy as summarised in paragraphs 20 to 34 and detailed in Appendix C to this report be noted;
  - (b) The Communities Strategy attached to this report as Appendix B be approved;
  - (c) A detailed Communities Strategy Delivery Plan be developed and that partners, communities and their representatives be engaged in the development of this Plan;
  - (d) The final Communities Strategy Delivery Plan be presented for consideration to the Cabinet at its meeting in January 2015.

**Reasons for Recommendations**

4. The draft Strategy represents a move away from generic support for all communities in Leicestershire and towards a more nuanced approach which focuses on new ways of working with communities to utilise the Council's reduced resources to best effect.

5. The consultation exercise has informed the content of the final Strategy and helped to refine the outline Delivery Plan. However, a strong recommendation, arising from both the on-line consultation and the eight workshops held during the consultation period, was that additional work should be undertaken with partners and communities to develop a more detailed Delivery Plan.

### **Timetable for Decisions (including Scrutiny)**

6. As part of the consultation, the draft Strategy was considered by the Scrutiny Commission on 11<sup>th</sup> July 2014. The comments of the Scrutiny Commission are attached as Appendix A.
7. This Cabinet report will be presented to the Scrutiny Commission on 10<sup>th</sup> October to enable it to consider the final Strategy. Comments of the Scrutiny Commission will be reported to the Cabinet.
8. A further report, summarising the outcomes of the further engagement undertaken in relation to the Delivery Plan, and a final Delivery Plan will be presented to an appropriate meeting of the Scrutiny Commission and then to the Cabinet at its meeting on 14<sup>th</sup> January 2015.

### **Policy Framework and Previous Decisions**

9. The Medium Term Financial Strategy (MTFS) 2014/15 – 2017/18, including the 2014/15 revenue budget and capital programme, was approved by the County Council on 19<sup>th</sup> February 2014. The MTFS sets out a new vision for the County Council and a new Target Operating Model (TOM) which reflects the need to adopt a much more integrated approach to prevention and early intervention so that fewer people are reliant on costly public services.
10. The Cabinet agreed on 5<sup>th</sup> March 2014 to consult on the allocation of savings of £590,000 against the Chief Executive's Department's 'Funding and Support to Agencies' budget (S72) and approved the proposed approach for delivering savings of £430,000 against the 'Provision and refocusing of grants to individuals and community groups' budget (S71) as set out in in the MTFS. Both of these budget lines contribute to the delivery of the Communities Strategy.
11. Along with the Council's new Strategic Plan and the Transformation Programme agreed at the Cabinet meeting on 6<sup>th</sup> May, the draft Communities Strategy provides an overview of the Council's ambitions and intentions regarding how it will work with communities over the coming months and years.

### **Resource Implications**

12. There are no direct financial implications in relation to the Communities Strategy. However, it is proposed that various funding streams be tailored to support the Council's new approach to working with communities. The Strategy will guide the extent to which communities play a role in all relevant future transformation and service change proposals.

13. The Director of Corporate Resources has been consulted in the preparation of this report.

**Circulation under the Local Issues Alert Procedure**

14. A copy of this report has been sent to all Members of the Council under the Members News in Brief service.

**Officers to Contact**

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## PART B

### Background

15. The Council has a longstanding track record of working in partnership with its communities and 'helping them to help themselves', including through its previous Big Society and Communities in Charge initiatives. In 2010, the Council worked with partners, local community groups and voluntary sector organisations to develop and agree the following four Leicestershire aspirations:
  - i. Everyone can be involved in their community;
  - ii. Everyone has opportunities to influence decisions that affect them;
  - iii. Local people are able to shape and deliver public services;
  - iv. Local people and organisations grow the Big Society together.
  
16. However, there is now less money, increasing demand for services and major changes being made to both public services and the welfare system. The combined effect of these changes on communities is that fewer services will be available for fewer people and there are therefore likely to be more vulnerable people at risk.
  
17. The final proposed Communities Strategy attached at Appendix B sets out the County Council's thinking about the role of Leicestershire communities (both communities of place and of interest) in this new context. It is essential that the Council works with partners in the public, private and voluntary and community sectors to reduce demand for services and empower communities to work alongside it to deliver key services to Leicestershire citizens.
  
18. The Communities Strategy moves away from the generic aspirations set out in paragraph 15 above, to instead focus on working with communities to reduce demand for services (a longer term demand management role), supporting communities to work alongside the Council to deliver services/take on devolved service delivery and repositioning the voluntary sector as part of a vibrant and effective market that supports the Council in delivering its ambitions. This Strategy builds on the Council's previous approaches (and learning), but is closely aligned to the Council's new transformation programme and priorities.

### The draft Communities Strategy

19. The draft and final Strategy sets out how the Council will address three specific priorities:
  - Priority 1: Unlock the capacity of communities to support themselves and vulnerable individuals and families - thus reducing demand for public services
  
  - Priority 2: Support communities to work in partnership with us to design and deliver services, including those currently delivered by the council
  
  - Priority 3: Develop voluntary and community sector (VCS) organisations in Leicestershire as effective providers in a diverse market which supports

delivery of Council priorities to devolved services and support vulnerable people.

### **The Consultation Process**

20. The draft Strategy was subject to a 10 week consultation process between 23<sup>rd</sup> June and 1<sup>st</sup> September 2014. All members of the County Council were consulted, along with County Council staff, Town and Parish Councils, community groups, equalities groups, voluntary sector organisations and public sector partners and stakeholders.
21. The consultation took the form of an on-line consultation survey and eight workshops with different groups of stakeholders (Councillors, Senior Managers, Staff (two), wider Stakeholders, Voluntary and Community Sector, Town and Parish Councils and the Leicestershire Equalities Challenge Group).
22. The draft Strategy was also considered at a number of partnership meetings, including the Health and Well Being Board.

### **The Consultation Findings**

23. 90 individuals/representatives of groups completed the on-line consultation survey and more than 200 people participated across the eight workshops. The findings are set out in detail in Appendix C, which is a full report on the responses to all elements of the consultation process. A summary is given below.

### **General Comments**

24. The majority of respondents supported the Communities Strategy. For example, almost 4 in 5 of respondents strongly agreed/agreed with focussing County Council resources on delivery of the Strategy's three priorities around supporting vulnerability, devolving services and developing the voluntary and community sector. In addition, there was 75% net support for all but one of the Building Blocks the strategy proposes and only 1 in 10 of respondents did not feel that the right actions had been identified.
25. Within the minority, there were some respondents who were opposed to the Strategy in principle, linking it with a reduction in services and a failure to identify savings or income elsewhere - for example, reducing the Members budget, using the Council's reserves or increasing Council Tax.
26. More generic comments suggested that the Strategy was too long and complex and lacked detail, and needed to be clearer as to what the Council can and will do and what it meant by 'community'. Other less critical responses highlighted the need to work with and involve other local authorities, local businesses and local groups. The County Council needed to foster a culture that recognised the capacity, diversity, responsibility of these components.

Vulnerability (Priority 1)

27. Respondents stressed the need to empower vulnerable people and felt the need to reduce demand was required across the whole system, not just the County Council. Respondents felt that communities required a better understanding of vulnerability, but there was a recognition that existing networks and groups could support vulnerable people. Responses stressed the need to distinguish between short-term and long-term vulnerability as well as being in a position to understand the type of specialist support it would be appropriate for communities to provide.

Service Devolution (Priority 2)

28. Respondent's concerns focussed on the sustainability of devolved services based on volunteers. For example, will there be enough volunteers? What value could volunteers add by replacing or working alongside paid, specialist staff?
29. A list of service devolution opportunities was identified – Highways (reporting of minor defects and minor works), Libraries, Recycling and Reuse, Youth services/work, Grass Cutting, Public and Community Transport, Home Care, Befriending, Meals services, Public Health Services, Mental Health support and Country parks/open spaces were all mentioned multiple times. Communities, the voluntary and community services (VCS) and local councils also want to be able to see the complete picture in terms of service changes/reductions/ cuts and have this information clearly communicated.

VCS (Priority 3)

30. Respondents recognised the need for VCS contracts to support the delivery of the Communities Strategy. This VCS requires infrastructure support in order to diversify and secure different resources. It was felt that VCS support was most needed to 'support older people to live independently', 'support people with mental health problems' and 'support vulnerable families'.

Building Blocks

31. 'Funding', 'training' and 'support/advice' were the top three areas of support identified, with the need for the County Council and district councils to join up their respective offers also being referenced. In addition, respondents felt communities needed access to good quality evidence and information to help achieve the Strategies aims around supporting vulnerable people. More specific responses highlighted were as follows:
- the need to combine Building Blocks 2 and 3 (communicate effectively and engage actively);
  - that Local Councils and residents groups should not be included in the same Building Block; and
  - that the Helpline at the County Council should direct people to appropriate support.

### Engagement and Communication

32. The three preferred methods for receiving information from the County Council were 'by e-mail', 'on the website' or 'in my community newsletter or magazine'. The three least preferred methods were 'by post', 'through social media' and 'by attending meetings and events'. The preferred methods of engaging with decision makers were also 'by e-mail', but also 'by attending specific public meetings/events/forums based on local priorities/issues and 'through representative or infrastructure groups'.

### Community Champions

33. Respondents recognised 'people who lead on community projects', 'people who support local groups/charities' and 'Town/Parish councillors' as community champions. Many felt that Community Champions should represent their whole community and not operate as 'gatekeepers' and the County Council needed to empower people to become these role models.

### Volunteering

34. The top three barriers to volunteering were 'lack of time', 'fear of liability' and 'family/caring responsibilities'. Suggestions to address these included, a volunteering hub (the County Council does operate a hub through its contract with Voluntary Action Leicestershire), local events and taster sessions to promote volunteering and free training for volunteers. Respondents asked that the County Council also consider providing:
- a paid resource to support volunteer recruitment and matching, training, retention and on-going support;
  - a County Council employee volunteering scheme/volunteering challenge;
  - incentives and rewards for volunteering, e.g. community volunteer credit scheme, certificates, access to small grants.

### Changes made to the draft Strategy

35. The main changes that have been made to the Strategy in response to the feedback received during the consultation process are summarised below. The final proposed version of the Strategy is attached as Appendix B.
36. In general, the language used in the Strategy has been simplified and where more complex key words are included, explanations/definitions have been provided (e.g. for words such as commissioning, public sector, capacity). The length of the strategy has also been reduced.
37. The Strategy is more explicit about the need to work in partnership with other local authorities and public sector partners, local businesses and local community groups in order to deliver it effectively and many of the key points from the consultation have been incorporated into the Strategy, including those outlined above.

38. In addition, some specific alterations have been made including the following:
- The name of Building Block 1 ‘Understand community needs and priorities’ has been changed to ‘Communities understand their needs and priorities’;
  - Building Blocks 2 and 3 (‘Active engagement with decision makers’ and ‘Effective, clear and regular communication’) have been combined into a new Building Block 3 ‘Communities communicate their needs and engage effectively with decision makers’;
  - A new Building Block 2 has been added: ‘Communities take responsibility for meeting their own needs’;
  - Each Priority and Building Block now includes a section about what the heading means. This often includes key findings from/points made through the consultation process;
  - A new section has been added under each priority and headed ‘We already support this Priority/Building Block by...’ which includes an overview of existing and planned County Council support;
  - New indicative actions have been included throughout the revised Strategy (Appendix B) under the Priorities and Building Blocks based on the consultation results which will be further developed during the proposed engagement on the Delivery Plan.

### **Further Consultation**

39. A further engagement process is proposed in order to develop the detail in the Delivery Plan which sits alongside the Communities Strategy. Whilst the actions included in the delivery section of the Strategy have been updated and expanded, it was felt that a more detailed Delivery Plan should be produced. This engagement will be focussed around a series of themed workshops to be held between October and December 2014.

### **Background Papers**

Report to the Cabinet 12<sup>th</sup> June 2012 - Final Report of the Scrutiny Review Panel on the Big Society

[http://politics.leics.gov.uk/Published/C00000135/M00003392/AI00031496/\\$BBigSocietyPanelReport.doc.pdf](http://politics.leics.gov.uk/Published/C00000135/M00003392/AI00031496/$BBigSocietyPanelReport.doc.pdf)

Report to the Cabinet 16<sup>th</sup> January 2013 - Communities in Charge Programme

[http://politics.leics.gov.uk/Published/C00000135/M00003628/AI00033436/\\$Hcommunitiesinchargeprogramme.doc.pdf](http://politics.leics.gov.uk/Published/C00000135/M00003628/AI00033436/$Hcommunitiesinchargeprogramme.doc.pdf)

Report to the Cabinet 5<sup>th</sup> March 2014 - Reduction in Funding and Support to Agencies

[http://politics.leics.gov.uk/Published/C00000135/M00003988/AI00037205/\\$9reductioninfundingandsupporttoagencies.docxA.ps.pdf](http://politics.leics.gov.uk/Published/C00000135/M00003988/AI00037205/$9reductioninfundingandsupporttoagencies.docxA.ps.pdf)

### **Appendices**

Appendix A – Extract from the minutes of the meeting of the Scrutiny Commission held on 10<sup>th</sup> October 2014

Appendix B – Draft Communities Strategy

Appendix C – Consultation Results – Full Report



## **Relevant Impact Assessments**

### 40. Equality and Human Rights Implications

An Initial Equalities and Human Rights Assessment (EHRIA) has been carried out on the Strategy. It is proposed that a full EHRIA be conducted on the Delivery Plan and this will be included in the report to the Cabinet in January 2015.

### Partnership Working and Associated Issues

41. It is anticipated that the County Council will work with a wide range of partners to deliver specific aspects of the Communities Strategy, specifically District Councils, businesses, faith organisations and health organisations.

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**EXTRACT FROM THE MINUTES OF THE SCRUTINY COMMISSION MEETING  
HELD ON 11 JULY 2014 RELATING TO THE DRAFT COMMUNITIES STRATEGY**

The Commission considered a report of the Chief Executive, the purpose of which was to seek the Commission's comments on the Council's draft Communities Strategy. A copy of the report, marked 'Agenda Item 9', is filed with these minutes.

The Chairman welcomed Mrs. P. Posnett CC, Lead Member for Communities to the meeting.

Arising from discussion, the following principal points were noted:

- i) The draft Communities Strategy recognised that due to austerity, the County Council had to refocus its resources on delivering its statutory responsibilities, core functions, and protecting the most vulnerable people in Leicestershire. The Strategy also sought to make best use of the remaining resources still available to the Council to focus on helping communities to support individuals and families in most need, and enabling community groups to provide services for their communities, including services that the County Council could no longer afford to provide;
- ii) There was some concern expressed as to whether there was a sufficient number of volunteers available to support the Council's intentions to reduce the demand on public services and use community volunteers to help design and deliver some services that it currently provided;
- iii) As such, members considered that capacity building of volunteers could be helped through a re-focusing of the support contract the Authority held with the Rural Community Council to ensure a greater amount of support to urban and built up un-parished areas. It was considered the development of community champions would also help in this regard, as would the cascading of information through District Voluntary Sector forums and via other networks such as Residents' Associations;
- iv) In seeking to broaden the pool of volunteers in Leicestershire, the Strategy would also seek to link in to the work and skills agenda, i.e. helping unemployed volunteers develop particular skill sets that could help them back into work;
- v) With regard to supporting community groups in delivering relevant services that the County Council may no longer be able to support, for example rural libraries, such support could include providing assistance to community groups in the recruitment of volunteers and providing a level of tapered infrastructure support;
- vi) It was acknowledged that the level of support that the County Council needed to provide in support to community groups may differ between localities. In all cases where support was considered, an equality impact assessment would be undertaken;

- vii) A criticism of the Government's Big Society policy had been that it was very aspirational but difficult to measure in terms of performance outcomes. The intention of the draft Communities Strategy was to be more focussed and measurable, through the production of a delivery plan and targeted outcomes such as service devolution;
- viii) An all-member briefing would be held as part of the consultation on 7 August, prior to Cabinet considering the consultation outcome on 14 October 2014.

RESOLVED:

- a) That officers be requested to take into account the Scrutiny Commission's comments now made as part of the consultation process for the draft Communities Strategy;
- b) That a further report on the outcome of the consultation exercise be considered by the Scrutiny Commission prior to consideration by the Cabinet at its meeting on 14 October 2014.

# Leicestershire Communities Strategy

Leicestershire County Council working in  
partnership with communities

October 2014



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Four case studies have been included within this document as examples of activity initiated and led by communities in Leicestershire and beyond.

We have chosen two case studies that demonstrate the role that communities can play in supporting vulnerable people and two different examples of service delivery which communities have taken on.

The case studies are for illustrative purposes only.



Councillor Pam Posnett,  
Cabinet Lead Member -  
Communities

## 1. Foreword

In my role as Cabinet Lead Member for Communities, I am pleased to introduce the Council's new approach to working with the communities of Leicestershire.

This is a time of change and challenge for all organisations in the public sector (the organisations that provide services to the public, including education, health, police and local government). There is less money, more people in need of services and customers expect more and more from those providing their services.

We have always worked with communities to help them to help themselves - to enable and empower communities to tackle the things that matter most to them. The current situation means that we need to make some difficult decisions and prioritise community activity that helps us to deliver our priorities, whilst doing what we can to continue to help communities to help themselves.

The Council is transforming the way it plans and delivers services. We are therefore asking our partners and the communities of Leicestershire to work with us to make sure that we make the most of the money that we have. Truthfully, this will mean communities doing more (for example running services and helping to find volunteers to support people in need), but will also mean that communities have greater influence over services and new opportunities to have a say. More importantly, it will give communities more control over their local area and the services delivered for and by them.

Councillor Pam Posnett, Cabinet Lead Member –  
Communities

Building the resilience of communities to  
reduce demand on high cost services

## CASE STUDY: DEMENTIA CAFÉ – MARKET HARBOROUGH

### Background

Harborough has the highest proportion of people aged 65 plus in the County, and the NHS estimates that by 2025 up to 15% of families within Leicestershire will experience some form of dementia.

A local initiative to support those newly diagnosed with dementia and their families was established in 2011. Sessions provide an opportunity for people to get together, with those they care for, to have time out, to share information and meet others. Since March 2011 more than 120 people have signed up as members and a steady stream of new members are finding their way to our door.

Developments include a members' resource library and memory workshops at monthly meetings. Recently a 'Singing for Memories' group was established which meets on the first Tuesday of the month at the same venue.

### Benefits

A new diagnosis of dementia is devastating and isolating. The café is one of the few facilities in Harborough district that offers support to both the cared for and carers. Everyone is made welcome and speakers are invited along to talk on topics of interest to members; often there are fun activities such as 'laughing yoga', but above all each meeting is an opportunity for coffee, cake and conversation.

During its 'set-up', the café benefited from the expertise of the NHS Community Mental Health Team and Voluntary Action South Leicestershire. On-going funding has been via a two-year sponsorship deal with Sainsbury's supermarket in Harborough which provided funding, provisions for café meetings, and supported a group of staff to become volunteers and help at café events. The Rotary Club of Market Harborough and Robert Smyth Academy have also joined forces to provide a regular Christmas Special Concert, with the school's renowned jazz band playing.



## 2. Overview

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- 2.1** This Strategy sets out the Council's thinking about working differently with Leicestershire communities. We need to work differently because lots of people need services but there isn't enough money to provide everything that we currently provide. When we talk about 'communities' we mean both people in different places (communities of place/geography) and different groups of people (communities of interest) and we recognise that people belong to many different communities at any one time.
- 2.2** The Council has always helped communities to 'help themselves', including by helping people to understand what their needs are and develop their own solutions to these needs. Communities already help the council to deliver some services, for example snow, flood and heritage wardens, composting champions and Youth Offending Service volunteers.
- 2.3** We need to ensure that we are able to deliver the most important services and protect the most vulnerable people and communities (we talk more about who might be vulnerable – in need of support – later in the Strategy). The Council needs to work with other organisations, including District Councils, the police, health organisations, businesses and the voluntary sector, to reduce demand for services by supporting others in the community, including by helping to deliver services.
- 2.4** The Council's approach is captured in a new vision: **“Leading Leicestershire by working with our communities and partners for the benefit of everyone”**. The Council also thinks that it is extremely important to:
- Support and protect the most vulnerable people and communities
  - Enable and support communities, individuals and families
- 2.5** To be successful, the Council and its partners must focus on prevention and early intervention in order to keep costs down. Most of the time people won't ask for help until a problem has become too much for them to handle themselves and so the Council needs to encourage people to get help earlier (early intervention) and support people to help themselves so that more serious problems that cost a lot of money can be avoided (prevention).
- 2.6** The Council has identified three priorities (areas that are important) for working with communities:
- Priority 1: Unlock the capacity of communities to support themselves and vulnerable individuals and families - thus reducing demand on public services
  - Priority 2: Support communities to work in partnership with us to design and deliver services, including those currently delivered by the council
  - Priority 3: Develop voluntary and community sector (VCS) organisations in Leicestershire as effective providers in a diverse market which supports delivery of our (service devolution and support for vulnerable people) priorities
- 2.7** These priorities will help us to transform how we deliver services in Leicestershire. The rest of this strategy provides more detail about how we think we can do this. It includes case studies to show how things could be done differently and how the council can work with partners, communities and the voluntary sector to deliver real change across Leicestershire.



## 3. Why things need to change

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### Less Money

- 3.1** Leicestershire County Council has to save at least £110m (or a third of its budget) over the next four years. The scale of the funding cuts means that we must change the way in which we commission and deliver services, including by delivering some services in partnership with communities. Commissioning is the process of deciding how we use money and other resources so that they have the biggest impact on the things that we have said are most important.

### Rising Demand for Services

- 3.2** Demand for services is growing. People are living longer, which means that when they need our services, they need them for longer and people are working for a smaller proportion of their lives. However, this also means that there may be more people who can volunteer and support people in communities.
- 3.3** The same people use services from different organisations at the same time so we need to make the system simpler - particularly where services overlap, for example when people move between hospitals, care settings and their own homes. Better care for elderly people in their own homes should mean that less people need to go to hospital. This would cost the National Health Service (NHS) less money but could cost the council more. This is why we need to work together to ensure that money is being spent in the right place at the right time and that we think about resources as a whole rather than in chunks. Ultimately, all partners must be able to reduce both demand for their services and the cost of those services.

### Radical Reform

- 3.4** The Welfare State is changing and the amount of money available in benefits is shrinking. Schools and doctors now have more control over how to spend the money that they get from the Government. Communities, charities and businesses are being asked to deliver public services, and there is an increasing role for social enterprises and other social businesses in a number of areas. The Government has also introduced new tools, including asset transfers – moving buildings owned by councils into community ownership. All of this means that the role of local government (councils) and the wider public sector (including health organisations and the police) is changing.

### Demand Management

- 3.5** Demand management means trying to ensure that fewer people need services and that the right services are provided first time. This is difficult to do. Since it was formed in the 1940's, the NHS has made people healthier - people live longer and fewer conditions kill us – but this has increased demand for health services.
- 3.6** Lots of money is spent on services for vulnerable people, including older people, people with physical and learning disabilities and/or mental health problems and looked after children. Reducing demand from vulnerable people will help the Council and partners to save money. We want vulnerable people to be able to get support from other organisations, groups and people, ideally in their own community. This will mean that they can seek help as soon as possible and go for longer without needing services.

## Changing Services

**3.7** Service users are now given a lot more choice about their services. “Personal budgets” are used by adults and the families of children with disabilities to buy social care services that meet their needs. People want to be cared for at home for as long as possible and to be able choose services within their local community rather than travelling to a central location.

## Rethinking Public Services

**3.8** These changes mean that fewer public services will be available to fewer people. We need to reach the people that need our services most and so there will be less money available to support ‘universal’ services - services for everyone.

**3.9** This is why we are rethinking what we do, who does it and how it is done. We need to ensure that individuals, communities and those who represent them know what to expect. People need to know how things will change and we want to be clear that the council will be doing less but that we will support communities if they do more for themselves.

**3.10** Communities have an important role to play in helping the council to decide what services are needed by people in Leicestershire. Communities can help us to identify who should be involved and help us to make decisions about what is most important for the local area. They can also help us to deliver services and tell us how well these services are working for individuals and for the community as a whole.

**3.11** So, in summary, why have we developed a Communities Strategy?

- **We can't make the changes on our own** – there is a close relationship between our services and those provided by other organisations so we (public sector, voluntary sector and communities) have to work, plan and commission services together wherever possible.
- **We need communities to help us to identify who needs help and support** – and the problems that these people face, so that we can get to them before they need lots of services.
- **We need to support (build the capacity of) individuals, communities and voluntary organisations** to provide help to people who live in their local area or are part of their community of interest. This will enable us to get support to people earlier and stop them getting worse.
- **We need to make sure that our services reach the areas and people that need them most** - whilst doing all that we can to support everyone in Leicestershire to ‘help themselves’.
- **We want to deliver the ‘best possible services within the budgets available’** - by working the ‘Leicestershire pound’. This means making sure that funding and other types of support (e.g. volunteer time) are available within communities.

Building the resilience of communities to reduce demand on high cost services

## CASE STUDY: THE GOOD NEIGHBOUR SCHEME: LONG CLAWSON

The Good Neighbour Scheme was partly funded by a £3,847 grant from the County Council. The scheme offers practical help to residents of Long Clawson in the following ways:

- Companionship for folks who would like a chat and a cup of tea.
- Support while recuperating from illness with things like gardening; taking the children to school; light housework or caring for pets; transport to hospital appointments, doctors, opticians, hairdressers, dentists or shopping.
- Household tasks such as changing light bulbs; replacing batteries or moving small items of furniture.
- Help with writing letters or filling in non-legal forms; reading to people with a visual impairment; learning to use email and the Internet.

A co-ordinator is available to call between 8 am and 8 pm every day. This person will then arrange for one of the registered (and DBS checked) volunteers to provide the support requested.

The scheme is available to everyone in the village and is a good example of how giving support at an earlier stage could help prevent people from needing expensive services in the future (for example, by helping to avoid a fall in the home which could result in a hospital stay). It also helps reduce demand on public services because people often only seek help from the council or health services when things become more serious.



Building the resilience of communities to reduce demand on high cost services

## CASE STUDY: EXPANSION OF BIRSTALL YOUTH CAFÉ

Leicestershire County Council provided funding of £9,250 to assist with the expansion and development of Birstall Parish Council's youth facilities and activities, including their Youth Café which works with 'hard to reach' young people

### Summary

Planning permission was granted to extend the current pavilion for the Youth Café. The structural extension has now been completed and the additional meeting and activity space is now in use.

The additional space allows wider activities to take place. The expansion also provided additional 'alternative curriculum' activities/services from the Centre, particularly for hard-to-reach and disaffected young people. The counselling/education and skills work has now expanded into the areas of sexual health awareness, tobacco, drug and alcohol awareness and behavioural contracts.

The extended building also provides an attractive venue for other community groups, such as fun and family groups.

### Who was involved?

All twenty Parish Councillors have taken an active interest in the project and the contractor companies have all been locally based. Four youth workers and many of the members of the youth café were actively involved in elements of the interior design and the painting of the interior walls.

### Outcomes and impact

The funding enabled Birstall Parish Council to address key issues of concern to the community. The creation of the Youth Café has demonstrated that with the support of community leaders, issues of concern to the community, in this case youth behaviour, can be addressed. One success of the project has been the notable reduction in anti-social behaviour.

### Next steps

The Youth Café is now being used as a model for other parishes - Mountsorrel, Barrow upon Soar and Anstey are all keen to adopt the methodology successfully employed in Birstall.

## 4. The Communities Model

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- 4.1** We are not starting with a blank piece of paper. Individuals, communities and organisations (including Town and Parish Councils) are already showing that they are willing to work with us to help make changes to public services.
- 4.2** Each section of the Council needs to think about how things could be done differently and better with the help of communities and voluntary organisations. When a service has to be changed, reduced or removed, we need to look at how this service could be delivered in a different way, including communities supporting people so that they don't need to access services and/or communities designing and delivering this service in the future.
- 4.3** The County Council may need to provide funding and other kinds of support (including practical support and advice) to communities and the groups that represent them (including Parish and Town Councils), on an 'invest to save' basis. Invest to save means spending money now to help us to make changes that will save money in the future. This funding and support will help communities to take on their new role by building their ambition, knowledge and capacity (the ability to do things).
- 4.4** We will continue to talk to communities about the things that are most important to them and help them to understand what opportunities and risks there would be in doing things differently.
- 4.5** The diagram opposite sets out the four dimensions to our proposed approach to working with communities. These are described on the following page (bottom up):

### Level 1: Individuals and communities help themselves and others

The bottom, 'foundation' level of the diagram is about how we encourage individuals to make better choices. This includes how to live healthier lives and how and where to live. We want to encourage people to take responsibility for themselves and others, including by staying physically and mentally healthy – well and happy. If people are able to support themselves then they will not need as much support from public services.

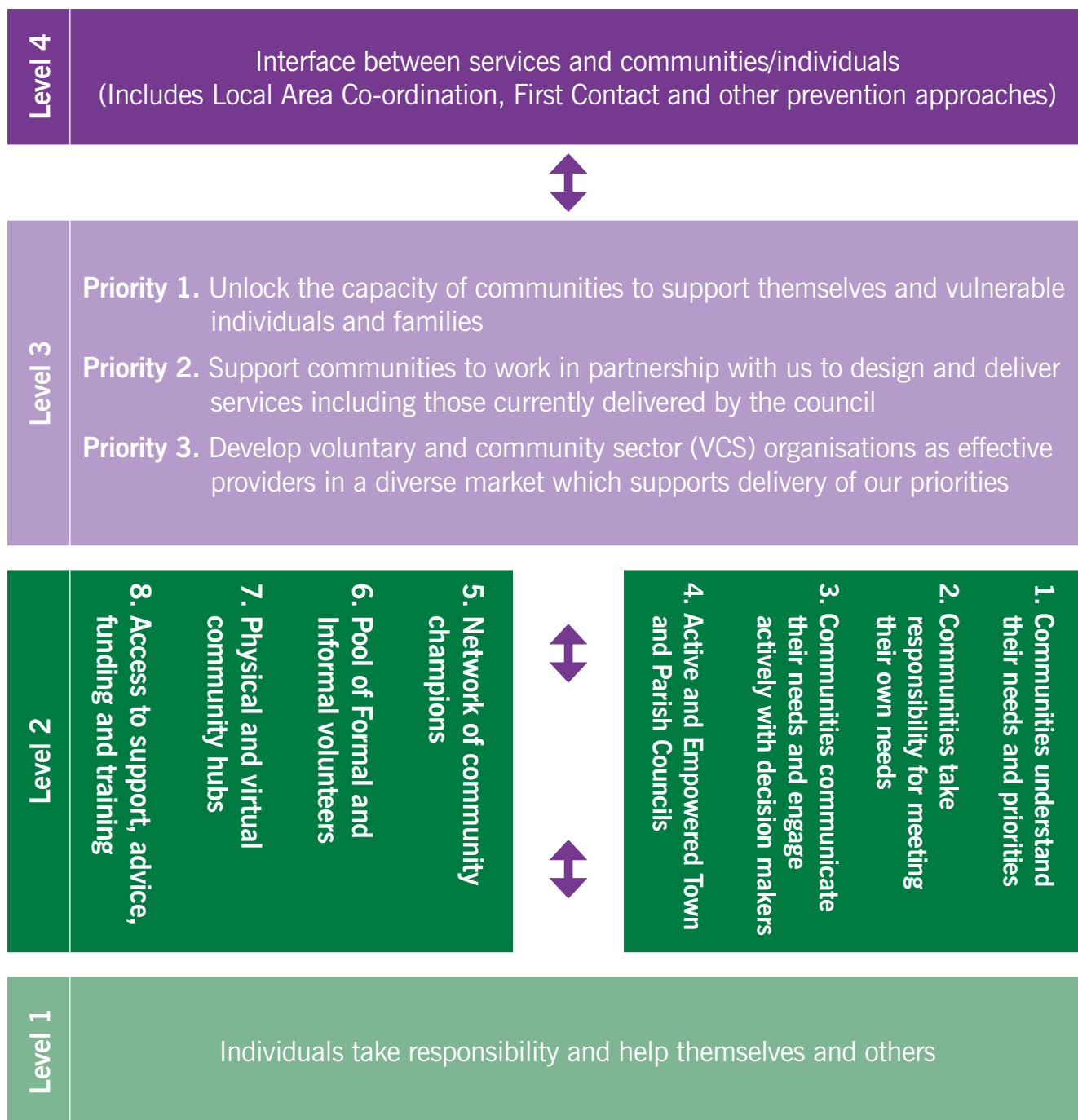
### Level 2: The 'Building Blocks'

The second level shows the 'building blocks' of the Communities Strategy. The Building Blocks are the things that need to be in place in each community to enable them to support delivery of the three priorities. Each of these is described in more detail in Chapter Five, including proposed actions that we will take to make the strategy happen.

### Level 3: Our Three Priorities

The third level in the diagram is our three priorities:

## Leicestershire Communities Model



## Priority One:

Unlock the capacity of communities (including local assets and networks) to enable them to support themselves and vulnerable individuals and families

### BACKGROUND:

The Bishop of Leicester has developed a definition of vulnerability that focuses on three areas – poverty of resources, poverty of relationships and poverty of identity. Through our consultation, people identified a wide range of people who might be vulnerable (for example elderly people, carers, lone parents, people in debt, socially isolated, with disabilities, health issues and homeless), but just belonging to one of these groups does not make someone 'vulnerable'. Everyone is likely to be vulnerable or in need of support at some point in their life and it is usually a combination of things/events that make someone vulnerable. There is also a difference between short term/temporary vulnerability, for example because something has happened, and long term, more permanent vulnerability.

Our aim is to enable communities to understand who might need support and what support they could provide. We also want to help vulnerable people themselves to identify their strengths and networks – particularly if this means that they can then support others who need help. We know that working with communities will help us to reach more vulnerable people and families before they reach the point that they need services, particularly by reducing isolation and loneliness, although there will be some people who need specialist care and support that it may not be appropriate for communities or the voluntary sector to provide.

### We already support this Priority by...

- ✓ Managing the Leicestershire Welfare Provision Scheme
- ✓ Managing an Innovation Fund
- ✓ Funding the Leicestershire and Charnwood Citizens Advice Bureaux to support vulnerable people through advice (including money advice) and advocacy services
- ✓ Running the 'First Contact' scheme – a multi-agency approach to making sure that vulnerable people receive the right support
- ✓ Supporting initiatives such as Dementia Friendly Communities and Keep Safe Places

### ROLE OF COMMUNITIES:

Communities understand what might make individuals and families in their community vulnerable - in need of help or support - at different points in their lives. There is a range of informal help from friends, family and communities for people who need support, and community activities and events help people to stay well and happy and enhance community cohesion.

### ROLE OF THE COUNCIL:

County Council staff, partners and those who provide services on behalf of the Council understand vulnerability and the things that might make people vulnerable at different points in their lives. There are clear 'referral pathways' – routes through which people can be linked into other services - including First Contact, Local Area Co-ordination, Leicestershire Welfare Provision, Dementia Friends, Keep Safe Places etc.

## Priority Two:

Support communities to work in partnership with us to design and deliver services, including those currently delivered by the Council

### BACKGROUND:

Through the consultation, we identified a number of Council services that people thought might be suitable either to be delivered in partnership with or devolved to (i.e. taken over by, usually with no budget or much less budget) communities or the voluntary sector. These include highways (defect reporting and minor works), libraries, recycling and reuse, youth services/work, grass cutting, community transport, some home care services including meals, low level care and befriending, public health services, mental health support and country parks/open spaces.

We know from the consultation that communities, Town and Parish Councils and the voluntary sector want to be able to see as full a picture as possible of the service changes, reductions and cuts that are planned. The Council needs to be clear which services may not be suitable for delivery by communities because they are statutory, although often parts of these services could be devolved or delivered in partnership.

### We already support this Priority by...

- ✓ Funding Social Enterprise Support and providing small grants to start and grow social enterprises
- ✓ Supporting market development, particularly in relation to personal budgets for Adult Social Care

### ROLE OF COMMUNITIES:

Community groups, Town and Parish Councils and the voluntary sector help us to design and deliver services, including those devolved from, or delivered in partnership with, the County Council. Communities have a clear understanding of their role and level of accountability and responsibility. Groups receive an appropriate level of advice, training, support and funding (see Building Block 8).

### ROLE OF THE COUNCIL:

Councillors and staff consider alternative and innovative service delivery models when thinking about how services could be delivered differently. There is an ambition to design and deliver the services in partnership with communities/the voluntary sector that they are best placed to deliver. A range of tools are in place to support service devolution.

## Priority Three:

Develop voluntary and community sector (VCS) organisations as effective providers in a diverse Leicestershire market

### BACKGROUND:

A wide range of groups and organisation make up the voluntary and community sector in Leicestershire – small community groups, medium sized organisation delivering services on behalf of the public sector, infrastructure organisations that support and grow the rest of the sector and local branches of national charities, for example the Princes Trust or Age UK. The consultation told us that people felt that the voluntary sector in Leicestershire is most needed to 'support older people to live independently', 'support people with mental health problems' and 'support vulnerable families'.

It was felt that the voluntary and community sector (VCS) in Leicestershire still needs support to help it to diversify – take on new roles – and to secure funding and other resources from sources other than the public sector. All contracts between the Council and the sector must support delivery of the priorities set out in the council's strategic plan and this communities strategy.

### We already support this Priority by...

- ✓ Funding infrastructure support for Voluntary and Community Sector Organisations

### ROLE OF COMMUNITIES:

Voluntary sector organisations (local, county-wide and national) provide important services, including those that the Council can no longer deliver. The voluntary sector understands what is important to the Council and its partners. The VCS understands and has an opportunity to influence and shape LCC commissioning priorities.

### ROLE OF THE COUNCIL:

LCC staff commission effectively from the voluntary sector and community groups based on a shared, population based view of needs and clearly defined outcomes. For example, Leicestershire's Joint Health and Wellbeing Strategy 2013-16, published in January 2013, is based on a robust understanding of the health needs of the population. This Needs Assessment is refreshed regularly and will be updated in 2015, a process regularly informed by stakeholders from across the VCS. The VCS operates as part of a vibrant and diverse Leicestershire market that also includes individuals, communities, social businesses and the private sector. Our role is help to stimulate this market where possible – for example we have market development teams that work with the voluntary sector and promotes collaboration for bids and we have changed the way we fund smaller pieces of work, moving away from formal tenders to grants for things like lunch clubs and social groups.



## POTENTIAL ACTIONS TO DELIVER THE THREE PRIORITIES:

- A Vulnerability Toolkit and Training package to ensure wide understanding of vulnerability and the needs of vulnerable people in Leicestershire, including 'how to' guidance and case studies
- A communication campaign to highlight what communities and individuals can do to support vulnerable people/families and help to reduce future vulnerability
- A package of prevention-based support for vulnerable people that is easy to access and includes straightforward referral pathways – ways to link people into other services if needed
- Introduce Local Area Co-ordination at eight learning sites from September 2014
- Information about vulnerable people is managed and shared appropriately and effectively
- All Council Departments actively consider different ways of delivering services
- A clear and co-ordinated approach to engaging communities, Town and Parish Councils and voluntary sector organisations in planning and redesigning services
- Explore the idea of establishing a network of 'Parish and Community Liaison Officers'
- A package of 'service devolution' support (including models, a toolkit, templates, examples of good practice and named contacts for information and advice)
- When services are changing, the Council will provide clear guidance about what support (short and long term) will be available for communities and the voluntary sector
- Equality and Human Rights 'proofing' of all key proposed service changes
- An agreed approach to Right to Challenge and Right To Bid
- An agreed approach to supporting social business models, including social enterprises and staff 'spin outs' from the Council to deliver services previously delivered 'in house'
- Commissioning from the voluntary sector prioritises LCC transformation priorities, including around early intervention/prevention and service devolution, and delivers added value
- Effective management of all contracts with Voluntary and Community Sector organisations
- Work with the County Infrastructure Organisation (CIO) to develop (and potentially reposition) the VCS in Leicestershire
- Support communities and the voluntary sector to bid for funding, including tenders and grants
- Ensure that specialist advice is available and accessible as needed

## Level 4: The interface between services and communities/individuals

This level represents how the public sector works with communities and individuals. There are a number of different 'enablers' – things that help something to happen - that sit at this level (between services and communities), including Local Area Coordination (LAC).

LAC will be introduced in Leicestershire from autumn 2014 in eight learning sites across the two Clinical Commissioning Group (CCG) areas. Local Area Coordinators (LACs) are based in the community, have close links to local services (including GPs), and work with between 50-65 people and their families at any time. They provide an important link between individuals/families who need support and their communities and, if necessary, relevant services. They will underpin more intensive support such as the Supporting Leicestershire Families (SLF) programme.

They are a single point of contact who identify and support vulnerable individuals and families, particularly those with disabilities, frail older people and those with mental health issues, before they hit crisis – the point where they need health and social care and other services. They will also help people to move out of services. Safeguarding vulnerable adults, children and young people will be an important part of the programme.

LACs are an important part of the new Leicestershire unified prevention offer (set out in our Better Care Plan) – a joint approach to supporting people in need and trying to make sure that they don't need to access services for as long as possible.

Building the resilience of communities to  
reduce demand on high cost services

## CASE STUDY: THE ANSTEY AND THURCASTON FOOTPATH

The need for a footpath was first raised by local Ansteby mum Emma Bown who regularly walked her children to playgroup in Thurcaston. Before the footpath, the shortest pedestrian route between Thurcaston and Ansteby was two miles over fields. There was a quicker route via road, but there was no room to walk alongside and it was dangerous as the speed limit is 60mph.

### Background

Two Parish Councils - Ansteby and Thurcaston & Cropston - set up a joint committee for the organisation and delivery of the project. Ansteby Parish Council arranged storage and transport of the materials and got permission from landowners to cut-back hedgerows; their Quality Parish Council status (giving them 'the general power of competence') was helpful with undertaking legal aspects of the project. Thurcaston & Cropston Parish Council provided many of the volunteers. £9,311 was secured from Leicestershire County Council, with both parish councils contributing a further £1,000 each. 20 volunteers laid the footpath in September 2012, assisted by two excavator machine operators.

### Benefits

The villages now benefit from being accessible by pedestrians, including parents walking children between villages, dog walkers, joggers and children walking home to Thurcaston from Ansteby Martin High School (rather than relying on lifts from parents). There is now safe pedestrian access to the riding school and traffic has been reduced along Ansteby Lane.

Thanks to the volunteers, the project came in on time and on budget. The Co-op kindly provided lunch for volunteers at a subsidised cost. E L Fencing provided parking, storage and tea/coffee-making facilities. Park View Riding School allowed excess soil to be placed on their land.

LCC helped to identify land-ownership, provided service reports for BT lines and sewerage pipes, organised the road closure and looked into liability issues. A Highways Engineer was on site each day and his expertise was invaluable. The parish councils are undertaking the on-going maintenance of the path as detailed in a legal agreement with LCC.



## 5. Delivering The Communities Strategy

We have identified eight ‘building blocks’ - the things that need to be in place in communities for them to be able to support vulnerable people and support service delivery. The tables below set out the role of both communities and the County Council and include examples of potential actions. A detailed delivery plan will be developed to support the delivery of the Strategy and further engagement with communities, Town and Parish Councils and partners will help to inform this plan.

In order to unlock the community capacity – the skills, ability and competence - that we know exists in Leicestershire communities, we believe that communities need to have four things - the willingness to do things, an understanding of what works, support to get started and support to keep going.

### Building Block 1: Communities understand their needs and priorities

This Building Block is about the information and evidence that communities need so that they understand what’s most important to the members of that community – their priorities

We already support this Building Block by...

- ✓ Supporting the LSR Online Website, [www.lsr-online.org](http://www.lsr-online.org) including interactive mapping tools

Role of Communities	Role of The Council	Possible Actions
<p>Communities of ‘place’ (in different areas), including Town and Parish Councils, and ‘interest’ (people with a shared interest) have a clear understanding of the needs and priorities of all sections of their community, particularly the most vulnerable and hardest to reach.</p> <p>Communities also have the right information about existing resources, services and groups</p>	<p>Information about community needs/ priorities is shared effectively. This helps the council and its partners to make decisions on the basis of needs and evidence, rather than services or organisations.</p> <p>‘Community champions’ are people within communities who can help and support. They help LCC to gather information about communities (including ‘soft’ intelligence) which helps us to make decision about future services and changes</p>	<ul style="list-style-type: none"> <li>• Provide advice and support to communities about the best ways to collect information about community needs</li> <li>• Help communities to understand the range of information already available to them</li> <li>• Help communities to use this information about needs to identify and agree priorities</li> <li>• Share this evidence and information with partners and use it alongside a range of other insight, to make evidence-based decisions about the future of key services</li> </ul>

## Building Block 2: Communities take responsibility for meeting their own needs

This Building Block is about how communities meet local needs and priorities and the support that they might need to find innovative solutions to problems and issues in their community.

We already support this Building Block by...

- ✓ Funding the new Community Capacity Building contract (from January 2015)
- ✓ Funding initiatives like the Leicestershire Healthy Schools Programme where local schools, using local evidence and adopting best practice, plan, manage and review initiatives that seek to change behaviour and improve children and young people’s health and wellbeing.

Role of Communities	Role of The Council	Possible Actions
<p>Communities use evidence of needs to prioritise community activity, effort and funding.</p> <p>The right information also helps them to understand who might need help in their community and what help they might need.</p> <p>Communities encourage and enable individual community members to help themselves and others.</p> <p>Communities learn from each other and share examples of how things have worked in their community.</p>	<p>The council provides expertise to unlock the capacity of communities and help them to help themselves. This includes access to support, advice and information and examples of good practice.</p> <p>The council makes it easy for communities to access the information that they need to get community projects going via the Council’s website and through the Customer Service Centre.</p>	<ul style="list-style-type: none"> <li>• Support communities to gather further information about community needs and priorities through effective engagement and consultation</li> <li>• Help communities to define the right actions to tackle their priorities</li> <li>• Provide some of the practical help that communities need to get started and keep going through Building Block 8</li> <li>• Use our communication channels to promote the best ways of doing things and help communities and groups in communities to learn from each other</li> </ul>

### Building Block 3: Communities communicate their needs and engage effectively with decision makers

People told us that they would prefer to engage with decision makers ‘by email’, ‘by attending public meetings/events based on local priorities/issues’ and ‘through representative groups’. This building block is also about the communication within and between communities.

We already support this Building Block by...

- ✓ Funding a new Representation, Engagement and Equalities Challenge contract (from January 2015)
- ✓ Funding a ‘VCS Voice’ strand through Infrastructure Support for Voluntary and Community Sector organisations contract
- ✓ Implementing our Consultation, Engagement and Communications Strategy, including regularly updating communities on important news through Leicestershire Matters
- ✓ Focussing our engagement on the issues that are most important to particular communities e.g. the libraries consultation

Role of Communities	Role of The Council	Possible Actions
<p>Communities have regular opportunities to tell the public sector about how changes will affect them before key decisions are made and put forward ideas for doing things differently</p> <p>Communities share information effectively within their community.</p> <p>Events are held to bring communities and voluntary sector organisations together as relevant.</p> <p>Communities feel that they have on-going, honest conversations with the Council. Timely feedback is provided on how things have changed as a result of community input, even if the response is not what communities want to hear.</p> <p>A network of “community champions” acts as a link between service providers and the community.</p>	<p>We talk to people in communities about things that are important – to us and to them.</p> <p>‘Public’ meetings are held on issues identified by LCC and the community as important. We work together to plan these meetings to make sure that people don’t feel overloaded with information.</p> <p>The Council and its partners are much better at helping communities to understand who does what.</p> <p>Information from consultations tells us what people want future services to be like and helps us to decide how these services should be provided (commissioned).</p> <p>Community champions help us to get key messages out into the community, including to encourage people to behave differently.</p> <p>The Leicestershire Equalities Challenge Group is supported to challenge and ask questions about how things are changing from an equalities perspective.</p>	<ul style="list-style-type: none"> <li>• All LCC services use a new engagement model – a different approach to involving communities</li> <li>• Agree the best way of talking to and working with communities about service changes and opportunities to take on services</li> <li>• Provide the VCS with a range of opportunities to tell us the ‘community voice’</li> <li>• The Leicestershire Equalities Challenge Group provides robust challenge of all proposals for changes to policies and services. This includes looking closely at Equality and Human Rights Impact Assessments</li> <li>• Develop a Communities Communications Plan – this is a plan that says how we will communicate with and get information to and from communities using the ‘channels’ that they find most useful and accessible.</li> </ul>

## Building Block 4: Active and Empowered Town and Parish Councils

This Building Block is about Town and Parish Councils, also known as 'Local Councils'. Local Councils are a tier of local government, alongside County and District Councils, and cover most of the County, excluding the main towns and market towns

We already support this Building Block by...

- ✓ Funding support for Town and Parish Councils through the Leicestershire and Rutland Association of Local Councils (LRALC)
- ✓ Providing regular updates in the LRALC Newsletter
- ✓ Holding an Annual Liaison Meeting with Town and Parish Councils

Role of Communities	Role of The Council	Possible Actions
<p>Town and Parish Councils are actively involved in supporting vulnerable people and delivering services with the Council or services delivered by the Council in the past (devolved from the Council).</p> <p>A number of Councils are identified as 'vanguard councils'. These Councils work with us to develop innovative projects to tackle the issues that are important to communities. These Councils are able to access small sums of funding on an 'invest to save' basis</p>	<p>Departments recognise and value the role of Local Councils and have a good relationship with both the Leicestershire and Rutland Association of Local Councils and individual Councils.</p> <p>There is on-going dialogue with Town and Parish Councils through regular meetings and events. We can show that Local Councils are involved in both designing and delivering some priority services.</p>	<ul style="list-style-type: none"> <li>• Focus the Leicestershire and Rutland Association of Local Councils contract on LCC transformation priorities</li> <li>• Work with a set of 'vanguard' Town and Parish Councils to support delivery of these priorities, including by testing new service delivery approaches and models</li> <li>• Plan and deliver joint events and conferences to engage and inform Local Councils, including new quarterly workshops/events</li> <li>• Communicate with Local Councils through the agreed routes, giving as much time as possible for Councils to consider and respond</li> </ul>

## Building Block 5: Network of Community Champions

This Building Block is about 'Community champions' – people who lead on community projects, support local groups and charities and Town and Parish Councillors. These community based champions work alongside County and District Councillors and play a vital role in their communities as role models. It is important that they represent the whole community and essential that they don't act as 'gatekeepers'.

We already support this Building Block by...

- ✓ Recruiting a network of digital community champions
- ✓ Supporting the Think Leicestershire project and on-line resources

Role of Communities	Role of The Council	Possible Actions
<p>Within each community is a number/ network of voluntary 'community champions'. These community role models are supported to work with more formal champions (including County Councillors) to champion community and individual needs and help people to access other services and organisations. They are seen as the 'eyes and ears' on the ground.</p> <p>County, District and Town/Parish Councillors lead their communities through change and stimulate action on the ground to tackle community priorities.</p>	<p>This network of champions is valued by the Council. The Council and its partners work with these champions to get information to and from communities.</p> <p>Using the knowledge and connections that the champions have helps LCC and partners to better understand and respond to community needs.</p>	<ul style="list-style-type: none"> <li>• Provide training and support for County Councillors to enable them to lead and champion communities</li> <li>• Identify a network of volunteer community 'champions' or community role models to work alongside the network of 55 County Councillors</li> <li>• Explore what training, information and support these community champions might need to fulfil the role of community role model</li> </ul>

## Building Block 6: Pool of formal and informal volunteers

This Building Block is about volunteers, both those who provide help informally for their neighbours and other members of the community (for example lifts, shopping or small jobs around the house) and those who take part in more ‘formal’ volunteering schemes. We know from the consultation that the main barriers to volunteering are ‘lack of time’, ‘fear of liability’ and ‘family/caring responsibilities’.

We already support this Building Block by...

- ✓ Funding support for Volunteering through the ‘Infrastructure Support for VCS organisations’ contract
- ✓ Supporting the ‘Get Set’ programme which supports young people into work
- ✓ Supporting a Timebanking initiative through the Better Care Fund

Role of Communities	Role of The Council	Possible Actions
<p>There is a range of volunteers within each community who provide informal support for individuals/families or community activities and take part in more formal volunteering e.g. Good Neighbour schemes and service delivery.</p> <p>People understand why volunteering, particularly to support vulnerable people and/or to retain services, is important. It is easy for them to volunteer and they feel valued and supported in their volunteering role.</p> <p>Vulnerable people are encouraged and supported to volunteer because of the social and health benefits.</p>	<p>Council Departments and partners value and support volunteers and work together to provide a joined up selection of volunteering opportunities. We most want people to volunteer to deliver services and/or support vulnerable people.</p> <p>Volunteering can be a really good way to support people who are out of work and help them get the skills that will help them back into work.</p> <p>We support the ‘sharing economy’ and encourage communities to get involved in initiatives such as Timebanking.</p> <p>The efforts of volunteers are recognised, celebrated and rewarded.</p>	<ul style="list-style-type: none"> <li>• Volunteering to support Council services is supported in the same way by all departments. This includes how we tell people about volunteering opportunities and help them choose which one would be best for them and how volunteers are supported by Council officers</li> <li>• Explore ways of engaging new groups of people in volunteering, including young people and those trying to get back into work/training</li> <li>• Test different approaches to promoting volunteering including local events and taster sessions</li> <li>• Explore the need for additional professional resource within the Council to support volunteering</li> <li>• Explore the costs and benefits of an employee volunteer scheme or volunteering challenge</li> <li>• Co-ordinate volunteering across Leicestershire by delivering the actions in our Volunteering Strategy and Action Plan</li> <li>• Think about non-financial incentives for volunteers e.g. free training/community volunteer accreditation scheme/ recognition e.g. through awards ceremonies</li> <li>• Explore the potential to further develop the ‘sharing economy’ in Leicestershire</li> <li>• Explore ways to reduce concerns about liability amongst volunteers</li> </ul>



## Building Block 7: Physical and Virtual Community Hubs

This Building Block is about physical hubs – buildings which are focal points for community, voluntary and public services – and virtual hubs – web based forums, groups and networks where people communicate on-line

We already support this Building Block by...

- ✓ Funding a Community Buildings Support Services through the Rural Community Council
- ✓ Supporting community and local council websites, including The Jitty (young people), Leicestershire Rural Partnership (rural communities) and Leicestershire Parishes (Parish Councils)

Role of Communities	Role of The Council	Possible Actions
<p>Ideally, in each community there is at least one building (a physical hub) that provides a range of community activities and services, including those that support vulnerable people.</p> <p>Communities are encouraged and, where possible, supported to use websites and social networks (virtual hubs) to tell people about their work and encourage people to get involved.</p> <p>Communities/individuals make use of Think Leicestershire tools and resources which are all about thinking, planning and achieving goals</p>	<p>Wherever possible the council and partners actively support and use these 'hubs', exploring opportunities to make them more useful through different organisations sharing the building. The aim of this is to bring together community and public services.</p> <p>Partners take decisions together about how to make the most of these community hubs.</p> <p>The Council does what it can to support community groups to use new technology to develop projects and communicate what they are doing to others</p>	<ul style="list-style-type: none"> <li>• Map the 'hubs' in each community across Leicestershire</li> <li>• Explore further opportunities for different organisations to share space in the same building (co-location of services) and how services could be delivered differently through community hubs</li> <li>• Change the Community Buildings Advice service so that it supports delivery of the Councils vulnerability and service delivery priorities</li> <li>• Develop a new Community ICT Strategy for 2015/16 onwards</li> <li>• Promote the Think Leicestershire virtual resources – information that is available on-line</li> </ul>

### Building Block 8: Access to Support, Advice, Training and Funding

This Building Block is about the practical tools that communities need in order to get started on community projects. People told us that 'funding', 'training' and 'access to advice/expertise' were the most important, followed by 'help to engage and retain volunteers', 'networks' and 'clear referral paths into services'.

We already support this Building Block by...

- ✓ Funding the new Community Capacity Building contract (from January 2015)
- ✓ Running a Shire Grants Programme, which includes Shire Communities Solutions Grants (grants up to £10,000) and a new participatory 'Your Shire' Grants programme (grants up to £2,500)
- ✓ Supporting the Leicestershire Funding Toolkit [www.fundingtoolkit.org](http://www.fundingtoolkit.org)
- ✓ Supporting the Community Foundation to establish a funding programme that secures funding from private donors to support local projects

Role of Communities	Role of The Council	Possible Actions
<p>Community and voluntary sector groups access a range of support in the form of on-line tools and information. They can also access face-to-face support to help build their capacity.</p> <p>The process of applying for funding is simple and clear. Communities understand why projects that tackle LCC priorities, particularly around service devolution and vulnerable people, are important.</p>	<p>The council encourages communities to 'take charge' and resolve their own problems by providing information, advice and support in a number of ways. Face to face capacity building support is targeted to the most vulnerable communities (of place and interest).</p> <p>Grant funding is targeted at the most important areas of work and, where possible, we work with partners (including District Councils) to provide funding for communities. This will help us to make sure that we are not all giving money to the different organisations for the same activities in an area.</p>	<ul style="list-style-type: none"> <li>• Explore opportunities to join community grants together across both LCC departments and partners</li> <li>• Make sure that we know how each of the projects that the Council funds helps to deliver our priorities</li> <li>• Explore other national and local funding opportunities and try to secure more funding to help to deliver the Communities Strategy</li> <li>• Develop closer links to the private sector and explore how businesses could work with us to support local communities through their Corporate Social Responsibility (CSR) programmes</li> <li>• Use the planned engagement around the Delivery Plan to identify general (e.g. leadership) and specific training needs relating to delivery of the three priorities</li> <li>• Explore the opportunities for additional community funding offered by community renewable energy schemes</li> </ul>

Building the resilience of communities to  
reduce demand on high cost services

## CASE STUDY:

### A COMMUNITY RUN LIBRARY: CHALFONT ST GILES, BUCKINGHAMSHIRE



"We are a 100% volunteer organisation - all unpaid...individuals with skills such as management, financial, marketing and fundraising are all useful. The organisation also needs access to the necessary expertise to handle legal issues including data protection and safeguarding.

We have around 50 volunteers, mostly retired people but not exclusively so. Two volunteers are on duty in the library at any one time and typically each volunteer serves in the library for half a day once a fortnight. The County Council provided initial library system training and we continue to hold update training sessions as required.

#### What the public gets

Residents use the Community Library in the same way as any County library.

- Access into a wider library network, so our users can reserve over 6 million books online.
- We have increased the library's opening hours from 20 hours to 34.5 hours per week.
- We have increased the book stock by 60% and the library's lending has increased every year from 2007-12.

#### Conclusions

Our experience indicates that there are opportunities to give small libraries a new lease of life whilst saving money. The model that we have followed in Chalfont St Giles is not universally applicable. Our library is small with light to moderate use. Buckinghamshire is a relatively prosperous County with a sufficient pool of people with the time and skills to operate the local library. Trying to follow the same model in a busy town library in a deprived area would, I think, be less likely to succeed.

Nevertheless the overriding requirement for a successful volunteer-run small library is, in my view, a strong local community with a desire to keep the local library open. It can be done!"

Tony Hoare, Chairman of Chalfont St Giles Community Library

(A full version of this case study is available [online](#))

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Visit us online [www.leics.gov.uk/communities\\_strategy](http://www.leics.gov.uk/communities_strategy)

Our web pages will be kept up-to-date with the latest information and developments. You'll also be able to access the survey here.

Send an email to [future@leics.gov.uk](mailto:future@leics.gov.uk) to register for the latest news and updates



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or email  
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ਜੇ ਆਪ ਆ ਮਾਹਿਤੀ ਆਪਨੀ ਆਖਾਮਾਂ ਸਮਝਵਾਮਾਂ ਥੋੜੀ ਮਦਦ  
ਓਝੜਨਾਂ ਡੋ ਨੋ 0116 305 6977 ਨੰਬਰ ਪਰ ਫ਼ੋਨ ਕਰਥੋ ਅਤੇ  
ਅਮੇ ਆਪਨੇ ਮਦਦ ਕਰਵਾ ਔਵਥਾ ਕਰੀਥੁੰ.

ਜੇਕਰ ਤੁਹਾਨੂੰ ਇਸ ਜਾਣਕਾਰੀ ਨੂੰ ਸਮਝਣ ਵਿਚ ਕੁਝ ਮਦਦ ਚਾਹੀਦੀ  
ਹੈ ਤਾਂ ਕਿਰਪਾ ਕਰਕੇ 0116 305 6977 ਨੰਬਰ ਤੇ ਫ਼ੋਨ ਕਰੋ ਅਤੇ  
ਅਸੀਂ ਤੁਹਾਡੀ ਮਦਦ ਲਈ ਕਿਸੇ ਦਾ ਪ੍ਰਬੰਧ ਕਰ ਦਵਾਂਗੇ।

এই তথ্য নিজের ভাষায় বুঝার জন্য আপনার যদি কোন  
সাহায্যের প্রয়োজন হয়, তবে 0116 305 6977 এই নম্বরে  
ফোন করলে আমরা উপযুক্ত ব্যক্তির ব্যবস্থা করবো।

اگر آپ کو یہ معلومات سمجھنے میں کچھ مدد درکار ہے تو براہ مہربانی اس نمبر پر کال کریں  
0116 305 6977 اور ہم آپ کی مدد کے لئے کسی کا انتظام کر دیں گے۔

假如閣下需要幫助，用你的語言去明白這些資訊，  
請致電 0116 305 6977，我們會安排有關人員為你  
提供幫助。

Jeżeli potrzebujesz pomocy w zrozumieniu tej informacji  
w Twoim języku, zadzwoń pod numer 0116 305 6977,  
a my Ci pomożemy.

## **Leicestershire Communities Strategy – Consultation Results**

### **BACKGROUND**

#### **The Communities Strategy**

The Leicestershire Communities Strategy sets out the way in which the County Council proposes to work with communities in the coming months and years.

The Council proposes to focus its limited resources on three priorities - helping communities to help the individuals and families most in need, enabling community groups to provide services for their communities and effective commissioning of, and support for, the voluntary sector.

In the draft Strategy, we identified eight ‘building blocks’ – things that people told us make communities strong and resilient - to underpin the delivery of the three priorities.

Through the consultation, we asked whether these priorities and building blocks are the right things to focus on, what order of priority people would put the building blocks in and whether we have identified the right actions to support delivery of the priorities and building blocks.

We also asked detailed questions about the priorities and buildings blocks – including who is most in need of support in Leicestershire communities, what support communities would need to help us to deliver these priorities and where support from the voluntary sector should be focussed. In addition, we asked about how people want to engage with the Council, who the ‘community champions’ are within local communities and how to overcome barriers to volunteering.

#### **Consultation Questionnaire**

90 responses were received to the on-line consultation questionnaire and a further three submissions were received by e-mail. The form consisted of a total of 41 questions, although the routing of the on-line form took people to alternative questions depending on whether they were completing the form as individuals or on behalf of an organisation. The maximum number of questions completed by any respondent (including the eight demographic questions) was 35 and these were a mixture of closed and open questions. More detail about respondents is provided in the ‘Who Responded...’ section below.

#### **Engagement Workshops**

Eight workshops were held during the consultation period – three for LCC staff (including one set at the Senior Managers Conference) and one each for the Leicestershire Equalities Challenge Group (LECG), LCC Members, Stakeholders/Partners, Parish Councils and the Voluntary and Community Sector. These workshops lasted for between 1 and 3 hours and

therefore the format and questions covered varied depending upon the time available and the target group attending. The Parish Councils workshop was part of the Annual LCC and Local Councils Conference and focussed specifically on Priority One around Vulnerability.

In addition, the Communities Strategy was considered by the Council's Scrutiny Commission, Health and Wellbeing Board, Leicestershire Rural Partnership, a group of CYPS Service Managers and the Public Health and Adults and Communities Departmental Management Teams.

The results from the discussions at these workshops and meetings/events are shown in the relevant section of this report alongside the consultation questionnaire results.

## **WHO RESPONDED TO THE CONSULTATION?**

### **Q1. What type of organisation do you represent?**

48 people (53.5%) completed the on-line survey as Individuals, 16 people (18%) represented Voluntary Sector organisations, 15 (17%) represented Community Groups, 12 (13.5%) Town or Parish Councils/Meetings, 9 (9.5%) Public Sector Organisations, 6 (7%) Faith Based Groups, 1 (1%) a Residents Association and 2 (2%) Other.

This means that 48 people responded as individuals and 42 people responded on behalf of one or more organisations.

More than 200 people in total participated across the eight different workshop sessions.

### **Q3 How many full time equivalent (FTE) paid staff work for your organisation?**

Of the 42 people responding to the on-line consultation on behalf of organisations, only 30 completed the question about number of Full Time Equivalent (FTE) staff. Of these, 12 (or 40%) had no FTE staff, 3 (10%) had between 1 and 5 FTE staff, 1 (3%) had between 6 and 10 FTE staff, 5 (16.5%) had between 11 and 20 FTE staff, 7 (23.5%) had more than 20 FTE staff and 2 said that this question was not applicable.

### **Q4 Does your organisation work with volunteers?**

30 respondents stated that their organisation worked with volunteers and 1 that their organisation did not.

### **Demographic Questions (34-41)**

Less than 50% of respondents completed the demographic questions at the end of the survey. Of these, 21 were Male and 22 Female.

100% of the 39 people who completed the relevant question stated that they do not identify as Transgender, 9 respondents stated that they have a long-standing illness or disability. 34 respondents are White, 3 said that they were from another ethnic group, 2 that they were Asian or Asian British and 1 Mixed.

## GENERAL - PRIORITIES AND BUILDING BLOCKS

### General Comments

A significant number of those responding to the online survey and participating in the workshops were concerned about the sustainability of services based on volunteers and the impact on the capacity to deliver when volunteers move on “there is a shrinking pool of volunteers as more people work and work longer. People who volunteer for one project won’t necessarily volunteer for another, and most are happy to make a commitment that has a limit on its life rather than for a decade or more”.

Whilst the emphasis on vulnerable people was welcomed by many/most, there was a reminder that strengthening communities generally will build the capacity of the wider community to support their most vulnerable members. It is also felt important to empower vulnerable people themselves to help others in need by giving them the right tools to do so, thus decreasing both their own and others’ vulnerability and reducing demand in the long run. Whilst some consistency is needed, a single approach to supporting vulnerable people may not always be the right one – the solution might require ‘tailored consistency’ which takes into account individual needs.

One of the immediate concerns, expressed through a number of different workshops was the challenge of “*helping communities to recapture their community spirit*”. The LECG questioned whether the community spirit that LCC is relying on to support its new approach exists, what a modern ‘community’ looks like and how can we create this “*new sense of community*”. One participant questioned whether we are trying to “*re-engineer society into what we want it to be, not what it is*”. Another participant suggested that we need to “*build a community first*”. It was felt that increased demographic ‘churn’ – turnover of the population – could have a real impact on the ambitions set out in the Strategy and on both community cohesion and social capital.

The question was raised as to whether the required level of capacity exists, or can be generated, within communities without voluntary organisations, who are experiencing significant challenges as public sector funding is slashed. One respondent also points out “*the whole strategy is highly dependent on the voluntary sector but this is not a coherent group but a collection of individuals and small groups*”. Others felt that existing and future VCS contracts must support delivery of the ambitions set out in this strategy.

A number of respondents emphasised the need for culture change if the Communities Strategy is to be effective – a change of mind set within communities *“we need to look at a culture change in how communities work and who communities are”* and the Council/public sector, accompanied by honest conversations about the challenges that we face collectively. Transparency as to exactly what LCC can and will do, both now and in the future is essential. Linked to this is the need to be clear about both short and long term levels of support for service change *“reassurance for volunteers and communities about what is expected of them”* i.e. what communities can expect from LCC. Developing and maintaining an on-going relationship with communities will be key to the sustainability of any new ways of working.

Several people mentioned the need to break free of the entitlement culture and the associated perception of ‘rights’ to services. It was felt that changes are required, again within both LCC and communities, to move away from the current, top-down, paternalistic ‘parent-child’ relationship. The aim is reduce dependency and move towards a more enabling and capacity building culture which generates community autonomy, self-help and self-sufficiency and it was suggested that LCC and the wider public sector may need support to adapt and change its culture to enable it to do this. Building social capital was also seen as important in supporting this culture change.

Some emphasised the danger that *“those who can do and those who can’t get left behind”* but others took the opposite viewpoint and were concerned that about the concept of ‘rationing’ community support and that *“struggling communities will benefit at the expense of others”*, even suggesting that this would be discriminatory and against the policies of the Council. The point was also made that LCC needs to be clearer what it means when it talks about communities i.e. to acknowledge and respond to the differences between communities of geography and communities of interest and the fact that people are often members of multiple, diverse communities at any one time.

The majority of those who responded recognised the importance of early intervention and prevention but highlighted the need to reduce demand across the whole system, not just LCC. . It was agreed that there are links between the Communities Strategy and a number of other key strategies e.g. the Better Care Plan, with its focus on self-care and community based support.

A number of people emphasised the need for wider involvement in the development and implementation of the strategy – *“partnership working is essential to this strategy”* and a multi-agency approach - *“services, voluntary, community, private and public sectors to work together”*. Specific sectors and organisations identified included businesses/the private sector and District and Borough Councils *“there is mention of delivering the best possible services within the budgets available by working the Leicestershire pound – this would require a clear strategy to work with partners, including District Councils”*. Churches were also identified as a potentially key partner not mentioned in the draft Strategy.



Others felt that the role of social enterprises should be clearer within the strategy and that the social enterprise model offered a potential solution in a number of areas. There were concerns that an emphasis on volunteering would impact on the local economy by reducing opportunities for paid employment and some felt that a better aim may be to support community groups to develop commercial CIC type enterprises.

A final plea was to start with what communities need – *“what is best for my community/what my local community needs”*. The LECG emphasised the importance of information/needs assessment to ensure that service provision meets the needs of all communities (particularly the protected characteristic groups) and others simply felt that all key decisions about the future of services (particularly where these involved services changing, reducing or stopping) must be evidence based.

Finally, it was suggested that the Council should facilitate wider discussions/debates about what communities, including Town and Parish Councils, should and could do as part of the development of the Delivery Plan through simple and clear engagement mechanisms and that on-going contact/dialogue with individual communities is required if the Strategy is to succeed.

**Q5 To what extent do you agree or disagree with the principle of using LCC resources to support delivery of the three priorities rather than providing generic support to all communities?**

Number	%	Response
23	25.5%	Strongly agree
48	53.5%	Agree
8	9.0%	Neither agree nor disagree
5	5.5%	Disagree
4	4.5%	Strongly disagree
1	1.0%	Don't Know

79% of respondents therefore strongly agree or agree with the principle of using LCC resources to support delivery of the priorities and 10% either disagree or strongly disagree. 9% of respondents neither agree nor disagree and 1% don't know.

**Q6 To what extent do you agree or disagree that the three identified priorities are the right priorities for the Council to focus on?**

Priority	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly Disagree	Don't know
Helping communities to support vulnerable people	38 42%	38 42%	6 7%	4 5%	2 2%	2 2%
Helping communities to design and deliver services	18 20%	44 49%	12 13.5%	10 11%	4 4.5%	2 2%
Development and effective commissioning of the VCS	26 29%	37 41.5%	15 16.5%	6 6.5%	4 4.5%	2 2%

84% of respondents therefore strongly agree or agree with Priority 1: Helping communities to support vulnerable people, 7% disagree or strongly disagree, 7% neither agree nor disagree and 2% don't know. The net support (strongly agree plus agree minus disagree plus strongly disagree) for Priority 1 is therefore 77%.

69% of respondents therefore strongly agree or agree with Priority 2: Helping communities to design and deliver services, 15.5% disagree or strongly disagree, 13.5% neither agree nor disagree and 2% don't know. The net support for Priority 2 is therefore 53.5%.

70.5% of respondents therefore strongly agree or agree with Priority 3: Development and effective commissioning of the VCS, 11% disagree or strongly disagree, 16.5% neither agree nor disagree and 2% don't know. The net support for Priority 1 is therefore 59.5%.

Several of those who 'Disagree' or 'Strongly disagree' were concerned about volunteers replacing paid workers *"communities should rely on professional staff and not the other way round...it is unrealistic to expect volunteers, even trained ones, to carry out the work of paid employees"* and *"you are expecting volunteers to do too much for no reward"*. It was also proposed that *"communities lack the specialist expertise and knowledge and will be unable to fill a void left by cutting essential front line services"*.

Others felt that the Council was taking it for granted that there would be enough volunteers – people with the right skills who are interested in delivering services. Concerns were expressed about problems in terms of equality, legality, inclusion, and particularly sustainability if volunteers take over running services *"people often start new projects with enthusiasm, led by an energetic and committed individual. When that person leaves, many projects start to slide"*. It was suggested that the wording around communities delivering services needs tightening up to ensure that it fits with Public Contract Regulations.

The comments in this section reinforced the general points about the need for a tighter definition of vulnerability, with several people suggesting that the approach proposed should reduce demand on services by supporting increased independence, but warning *“there are many reasons why people might be deemed vulnerable and there are a broad spectrum of impacts of being ‘vulnerable’”*. It was suggested that the Strategy needs to be clearer that certain vulnerable people require specialist care/support that it would not be appropriate for communities to provide. One respondent said *“I would only support vulnerable people if it was in a role that added value to council services - not replace them”*.

Individual respondents were concerned about the impact of the wider changes at the Council on their organisation or community, for example withdrawal of funding for community transport, move to 2-hourly bus services in some areas or about the vulnerability of people with specific (e.g. MSK) conditions. Others were concerned about the reasons behind the reduction in funding for local government from central government, suggesting that the Council should lobby harder against the cuts being imposed upon it *“the need to save £110 million should be challenged with the Government rather than much needed public services being dismantled”*.

Final comments in this section related to the role of the County Council and the need to ensure the right balance between leading and enabling *“communities should be encouraged to use their own initiative”* and the Council *“should enable support not give support”*.

**Q8/Q9 To what extent do you agree or disagree that the eight proposed building blocks are important/the right ones if we are to help communities to be strong and resilient**

Building Block	Strongly agree	Agree	Neither agree nor disagree	Disagree	Strongly Disagree	Don't know
Understand local priorities	50 56%	33 37%	3 4%	1 1%	0 0%	2 2%
Engage actively with local services	31 35.5%	42 48.5%	8 9%	2 2.5%	0 0%	4 4.5%
Communicate effectively with service providers	40 46%	38 43.5%	4 4.5%	1 1%	0 0%	4 4.5%
Have active local councils and residents groups	36 41%	39 44.5%	7 8%	3 3.5%	1 1%	2 2%
Nurture a network of community champions	17 19.5%	39 45%	20 23%	6 7%	1 1%	4 4.5%
Support formal and informal volunteering	30 34%	44 50%	9 10%	2 2%	1 1%	2 2.5%
Operate a wide range	26	44	13	0	2	2

of activities from at least one hub	30%	50.5%	15%	0%	2.5%	2.5%
Have access to the right funding, support and training	54	29	3	0	0	2
	61.5%	33%	3.5%	0%	0%	2%

In order of the level of net agreement (strongly agree plus agree minus disagree plus strongly disagree), the Building Blocks are therefore as follows:

Have access to the right funding, support and training	94.5%
Understand local priorities	92.0%
Communicate effectively with service providers	88.5%
Engage actively with local services	81.5%
Support formal and informal volunteering	81.0%
Have active local councils and residents groups`	80.0%
Operate a wide range of activities from at least one community hub	78.0%
Nurture a network of community champions	56.6%

The figures above show that there is at least 50% net support for all building blocks and at least 75% net support for seven of the eight. The comments in this section were also supportive about the areas of focus proposed through the Building Blocks *“I think that the proposed building blocks are appropriate for developing integrated communities and building on the strengths of established services and networks.* Specific comments included:

Have access to the right Support, Funding and Training – see responses to Q20 and Q21

Support formal and informal volunteering – see responses to Q29

It was suggested that the objectives around ‘communicating effectively with service providers’ and ‘engaging actively with local services’ could be combined into one objective around improving capability in engaging and communicating with service users.

Operate a wide range of activities from at least one Community Hub – see responses to Q31 and Q32.

Network of community champions – see responses to Q27 and Q28

Active local councils and residents groups – there were some concerns about their effectiveness and whether *“party politics and dogma”* get in the way for local councils. It was suggested that Parish Councils have opportunities to secure additional funding for community projects by increasing their precept (currently increases are uncapped). Two respondents felt that Local Councils and residents groups/associations should not be included in the same building block *“don’t confuse local councils and residents associations – the former is usually party political, the second is seldom party political”*.

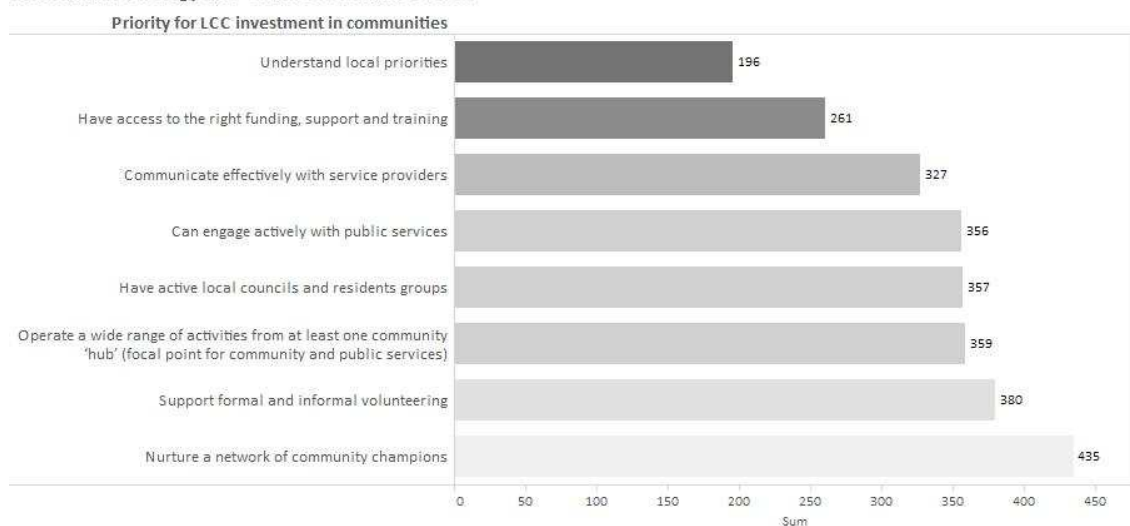
A final comment suggests that communities need to start slowly and build up *“I think each community needs to agree on projects one at a time and gain expertise at setting up and running them...otherwise there could be duplication, inadequate resourcing and eventually things started in good faith and with lots of enthusiasm could become too onerous for the very small proportion of people who actually do the work”*

### Q10 What is your order of priority for LCC investment in communities?

The Building Block identified by the largest number of people responding to the on-line consultation as their first, second or third preference was ‘Understand local priorities’, followed by ‘Have access to the right funding, support and training’ and ‘Operate a wide range of activities from at least one community hub’. ‘Understand local priorities’ was the overall highest priority with 46 people identifying this as their first choice, followed by ‘Have access to the right funding, support and training’ which was selected by 21 people as their first choice and ‘Communicate effectively with service providers’, selected by 9 people.

The lowest priority Building Block was ‘Nurture a network of community champions’, which was the lowest priority for 26 people, followed by ‘Operate a wide range of activities from at least one community hub’ (10 people selected as their lowest priority) and ‘Support formal and informal volunteering’ (8 people selected as their lowest priority). 41 people identified ‘Nurture a network of community champions’ in their bottom three, and 30 people each identified ‘Operate a wide range of activities from at least one community hub’ and ‘Support formal and informal volunteering’ in their bottom three.

Communities Strategy Q10 - Rank of Priorities Overall



Sum of Sum for each Priority for LCC investment in communities. Color shows sum of Sum.

At the relevant workshops, participants were asked to choose three Building Blocks for investment from the total of eight. The table below summarises how people used these three votes

	LECG	Staff	Stakeholders	Members	VCS	Total
Understand local priorities	11	7	18	8	15	<b>59</b>
Engage actively with public services	9	0	0	1	4	<b>14</b>
Communicate effectively with service providers	7	3	1	5	4	<b>20</b>
Have active local councils and residents groups	5	4	3	4	1	<b>17</b>
Network of community champions	5	1	1	0	1	<b>8</b>
Formal and informal volunteering	3	6	9	1	3	<b>22</b>
At least one physical or virtual community hub	1	2	3	2	12	<b>20</b>
Access to the right funding, support and training	1	10	3	6	23	<b>43</b>
<b>TOTAL</b>	<b>42</b>	<b>33</b>	<b>38</b>	<b>27</b>	<b>63</b>	<b>203</b>

A total of 121 people across the online consultation and the workshops (where this question was asked) identified 'Understand local priorities' in their top three, 97 people identified 'Access to the right funding, support and training and 55 people identified 'Operate a wide range of activities from at least one community hub'.

### **Q11/Q12 Do you think that there are additional priorities or building blocks that should be included in the Communities Strategy? Why?**

29 respondents (33.5%) to the survey thought that there were additional priorities or building blocks that should be included and more detail is provided about these below. 20 respondents (23.0%) did not think that there were additional priorities or building blocks and 38 or 43.5% did not know.

Additional Priorities and Building Blocks suggested through the consultation responses were:

- Enabling communities and individuals to thrive and develop
- Helping people find innovative solutions to issues in their communities
- Supporting the requirements of each community
- Delivering services efficiently and without waste

- Equal and fair delivery of services to all communities
- Equal and fair access to services for all residents of Leicestershire
- Working with a range of partners to develop sustainable communities
- Local issues matter
- Sustaining the development of effective commissioning
- Employee focussed corporate volunteering opportunities
- Developing effective prevention activities
- Innovation and the use of technology

The stakeholder workshop suggested that BB1 should be renamed “Communities understand their own needs and priorities” and BB2 renamed “Communities take responsibility for meeting their own needs”.

Other comments included a suggestion that larger/stronger communities could help, support or share services with smaller, neighbouring communities.

The point was reiterated in this section about the need for paid professionals to provide training and work with communities to help deliver these priorities *“the idea of this ‘Big Society’ is great but put it in practice and all you’ve got is a bunch of retired people who want to do their bit for their community, not fully qualified staff delivering an effective service”*.

Information management was felt to be an essential set of skills, particularly when working with people with any level of vulnerability. The comments were reiterated about the need to be more specific about the groups of vulnerable people to be targeted and a plea was made not to forget less obvious groups like disaffected youth who *“could be a massive resource if correctly appreciated, respected and motivated”*.

A final comment suggested the need to ‘think outside the box’ specifically by looking for ways to make buildings e.g. libraries and community centres generate more income so that they are self-funding.

### **Q13/Q14 Do you think that we have identified the right actions against the eight building blocks? Why?**

45 respondents or 52.5% said that the County Council had identified the right actions against the eight building blocks, 10 respondents or 11.5% said that the right actions had not been identified and 31 or 36.5% did not know.

It was suggested that more work should be done with communities and their representatives, including Town and Parish Councils to develop the actions *“rather than*

*thinking that you have the monopoly on ideas, intelligence and organisational skills".* Others suggested that the actions must be more service-user orientated.

Other comments included the need to lobby central government against the funding reductions, concerns about the imbalanced delivery of services under a model that prioritises vulnerable people - and the potential of this approach to create division and conflict, the challenge of ensuring some level of consistency of service, and the need to think about the nature of 'community' and the challenge of sustaining projects in communities made up of diverse people linked only by place (in relation to geographical communities).

## COMMUNITIES STRATEGY PRIORITIES

### Q15/Q16 Who do you think might be vulnerable/in needs of support in your community/the communities that you work with?

A number of workshop participants and survey respondents highlighted that simply belonging to one or more of these groups or categories does not in itself make people vulnerable. The groups and individuals shown in the table below were all identified by four or more groups. The on-line consultation results are shown in the right hand column of the table and for the purposes of the table are identified as one 'group' of responses with the number of respondents identifying this groups shown in brackets.

Group	Parish Councils Workshop	Staff Workshops	Stakeholder Workshop	Member Workshop	VCS Workshop	On-line Survey
People who abuse drugs and alcohol	X	X	X		X	X (5)
Unemployed - (long term, ESA stopped, JSA not received, sanctions)			X	X	X	X (5)
Elderly People	X	X (living alone with no support)	X	X	X (in care homes, housebound)	X (40)
Frail, old and isolated/housebound/no transport	X	X (particularly in rural or deprived areas)	X (particularly in rural areas)	X	X	
Children and Young people (including Teenagers)	X	X (living alone, poor, no support)	X (at risk of harm or abuse)		X	X (13)
Carers (including vulnerable and young carers)		X (with mental health issues)	X	X	X	X (5)
Lone parent, particularly on benefits/low income	X	X (no social network or parenting model)	X			X
Young parents, particularly if disabled		X			X	X (5)
Families with issues/problems		X	X	X		X (3)
Victims of domestic	X		X		X	X (2)



abuse/violence						
People in debt	X	X (in rural areas – transport costs)	X	X		X (1)
Low income/working poor	X	X	X		X	X (6)
New to an area	X					X
Socially isolated - without support groups/networks	X	X	X	X	X	X (14)
Isolated in rural areas	X		X	X	X	
People with mental health problems/needs	X	X	X	X	X	X (17)
Learning Disabilities		X	X		X	X (10)
Disabilities	X	X	X	X	X	X (18)
Disabled children/young people		X (with learning disabilities)			X	X
Health issues/declining health	X		X newly diagnosed		X	X (5)
With chronic and/or long term conditions		X	X		X	X
Homeless/in housing need	X	X	X	X	X	X (5)
Poor housing	X		X			X (2)
Victims of abuse/at risk of abuse/hate crime		X	X			X

There were a number of additional suggestions that were mentioned by two or three different 'groups':

<b>People with multiple problems</b>	<b>Refused access to services</b>
Travelling communities	Ex Offenders
Redundancy	Living in Fuel Poverty
Immigrant and refugee communities	LGBT – particularly Transgender
Special Educational Needs	Not in Education, Employment or Training
Lack of qualifications	Young Parents (part.if Disabled)
Older person without family/friends/social network	People with Dementia
Bereaved	Young People in or leaving Care
Difficulty communicating	People dependent on Benefits
Victims of crime/ASB	People without good English

A further set of suggestions were mentioned by one single group/workshop/person:

People released from prison	People going through big life changes
Children of parents with addictions	Older unemployed
Older people who are made redundant unemployed	People who call emergency services in desperation
Frail elderly just below eligibility criteria	Unable to deal with online systems
Young people with nowhere safe to go	
People with autism/their carers and parents	Eastern Europeans, particularly Polish
Divorced	Communities without a voice
Young parents	People without transport
New mothers	Anyone living alone
Living in Food Poverty	Those that we don't know about
People who find it difficult to access services	Those in difficulty for the first time

Individuals with less recognised long term conditions 'Sofa Surfers'	People dependent on impersonal, unresponsive services Underemployed
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### Workshop Responses

Several of the workshop discussions around vulnerability emphasised the need to distinguish between short-term/temporary vulnerability and longer-term/permanent vulnerability. Some participants questioned the wisdom of 'putting people into boxes' and challenged whether vulnerability is the right term to use. Others emphasised the importance of using the right evidence and information to identify vulnerable communities and individuals and of using existing groups and networks, where they exist, to speak to/target vulnerable people. The point was also made that LCC may identify people as vulnerable who wouldn't identify as such themselves, for example an older person living alone in a rural area without transport, and the need to clarify this within the Strategy.

Another key point was the need to prioritise even within the target group of 'vulnerability' due to limited resources i.e. to identify the 'most vulnerable'.

Others emphasised the need to support communities to better understand who might need help or support by increasing community knowledge and understanding of vulnerability. A key component of vulnerability is social isolation and it was felt that communities clearly have an important role to play in addressing/reducing this.

### **Service Devolution**

Five workshops (LCC Senior Managers Conference, LCC Staff, LCC Councillors, Stakeholders and VCS) considered the question "Which LCC/Public Sector services could potentially be devolved to/delivered in partnership with communities/the VCS?" The responses are shown in the table below with the number in brackets indicating at how many workshops this service was considered a devolution/service partnership opportunity:

<b>Identified in multiple workshops</b>	<b>Identified in one workshop</b>
Highways – reporting of defects and minor works (5)	School transport
Libraries (4)	Traffic/speed reduction
Recycling/Re-use (4)	Kitchen and food waste
Youth Services/work (4)	Out of school hours support
Grass cutting (4)	Trading standards
Transport – public and community (3)	Youth offending
Leisure facilities (3)	Short breaks
Schools – home education/advice & guidance (3)	Post hospital discharge
Home care – shopping and cleaning (3)	Transition services
Good Neighbours/befriending (3)	Peer to peer support

Meals services (3)	Dementia friendly communities/cafes
Some public health services (3)	Community led advice hubs
Mental health services (2)	Consultation/Community Forums
Country parks/open spaces (2)	Businesses to train communities – link CSR
Museums (2)	Customer service call handling
Flood alerts/wardens (2)	Corporate parenting
Environment/biodiversity (2)	SEN support

A number of workshop participants raised the need for communities, the VCS and Parish Councils to be able to view the complete picture in terms of public sector service change/reduction/cuts to ensure that they commit money and time to the services that are valued most by their community.

During the workshop discussions about service devolution, some warned about the danger of creating greater inequality by devolving services down to a lower level and forming partnerships only with *“willing and able”* communities, and highlighted the challenge of ensuring some level of consistency of services.

It was also suggested that there could be benefits through joining up existing services e.g. local pubs providing meals services, libraries moving to within school sites or CAB services offered from libraries and mobile libraries. Parish and Town Councils were felt to offer *“an effective and efficient route for communities to design and deliver services”*.

Others emphasised the need for responsibility, power and autonomy to be devolved along with services whilst continuing to provide support *“not just walking away and forgetting them”* and the importance of *“trusting the judgement of communities”* was emphasised by several workshop groups.

A key point was the need to identify and clearly communicate which services are statutory and therefore unsuitable to be devolved.

#### **Q17/18 To what extent do you feel that you/your organisation already engage in the supporting vulnerable people and/or delivering services for the community?**

54 respondents, or 73% of those who answered this question, said that they or their organisation already engage in **supporting vulnerable people** ‘a great deal’ or ‘a fair amount’. 14 or 19% said ‘not very much’ and 5 said ‘not at all’.

50 respondents or 67.5% of those who answered this question, said that they or their organisation engaged in **delivering services for the community** ‘a great deal’ or ‘a fair amount’, 19 or 25.5% ‘not very much’ and 4 or 5.5% ‘not at all’.

### Q19 In which ways could you assist in supporting vulnerable people and/or delivering services?

Individual respondents were asked about how they could assist in supporting vulnerable people and delivering services and the format of the question enabled people to tick all responses that applied. The top four responses were ‘provide advice and information to individuals’, ‘help as a volunteer’, ‘provide practical help to individuals’ and ‘help to ensure that individuals can access services’. The full list of responses is as follows:

Action	Number	%
Provide advice and information to individuals	25	58%
Help as a volunteer	19	44.5%
Provide practical help to individuals	19	44.5%
Help to ensure that individuals can access services	19	44.5%
Help manage a community group/voluntary group/charity	14	32.5%
Donate cash	9	21%
Help with fundraising efforts	5	11.5%
Don't want to help	4	9.5%

### Q20/Q21 What support do you/do communities need to be able to work with others in your community to support vulnerable people and take on services?

In terms of the support needed to take on roles in relation to supporting vulnerable people and take on services, Funding (15), Training (13) and Support/Advice (8) were all identified by more than 5 respondents. Workshop participants felt that these three elements are key to a successful community project and that benefits could be achieved by joining up support for communities with District Councils.

A similar question was put to the Workshops – “What additional support do communities need to be able to support vulnerable people and/or take on services, a large number of the issues identified by participants were also identified by the respondents to the on-line consultation (those shown in bold italics are common to both workshop and on-line consultation survey responses):

Help to engage and retain volunteers, networks, clear referral pathways into services “*what support exists and who to contact*”, infrastructure support for voluntary organisations and community facilities – ideally shared across a number of organisations, were all identified by between 2 and 5 respondents to the online survey. Other suggestions were:

- ***Good quality information (business intelligence) about needs and issues – needs not service-led***
- *Listen to the needs* – and respond

- **Good information about resources, existing provision and groups in the area**
- Honest conversation about priorities and help/right information to prioritise
- Toolkits for communities – information, ‘how to’ guidance, case studies, templates – simple and easy to access
- A well-developed model so each community doesn’t have to make it up for themselves
- **Examples and templates e.g. annual accounts, constitution etc.**
- Nurture peer support
- **Training to build skills and confidence to deliver and leadership skills**
- **Specific training – working with vulnerable people, money, business planning, legal, managing leases, HR, insurance, DBS checks etc.**
- **Network of expertise to go to – LCC staff to buddy up with communities**
- **Paid professionals to train and co-ordinate “well trained people to lead and coordinate...these people need to be able to react to change positively and flexibly”**
- **Specialist advice e.g. safeguarding, HR, insurance, health and safety, data protection, policies and procedures**
- **Referral systems that facilitate access to services**
- Mentoring
- Collaborative working events where groups can form partnerships
- Time banking
- **Support to recruit, train and support volunteers, and to match volunteer skills to volunteer opportunities**
- **Paid time off for LCC staff to volunteer – lead by example**
- **Incentives and rewards e.g. access to grants, certificates**
- Help to set quality standards, measures and frameworks
- Support in measuring value
- Help to understand, assess and manage risks
- Support to help groups to bid for services and simple routes to access funding “for low level amounts, at sensible periods, without too many hoops to jump through”
- Help with succession planning, sustainability and service continuity
- Involve and engage young people
- **Develop closer links to private sector - Corporate Social Responsibility (CSR)**
- **Use of buildings – particularly empty ones – and help managing and maintaining**
- Shift in mindset and culture – LCC and communities
- Devolved finance and other resources
- **Support – especially if things get difficult**
- Capacity building and empowerment
- Develop an ethos of trust
- Ask people for help – effective marketing and communication
- Parish and Communities Liaison Officers – single point of contact at the Council
- Invite volunteers/communities to future workshops
- Market to get the message across – time intensive
- LCC has statutory responsibilities – some things can’t be handed over
- Invest to save training and ‘transformational grants’ to offset the start-up costs of devolved or joint services of early intervention activities to support vulnerable people

A number of people made the point that they already volunteer/contribute/are active within their community or that they don't have the time to contribute more that they currently do: *"I don't have time to help as much as I would like to, working full time and with child care commitments, I have very little time for myself at present", "I am a volunteer, I support community groups, I donate cash, help with fundraising, provide information where I can and help others – as well I pay all my taxes personally and as a local business owner".*

## **Q22 Where do you think support from the voluntary sector is most needed in Leicestershire**

The top three areas where people felt that support from the voluntary sector is needed most in Leicestershire are 'supporting older people to live independently', 'supporting people with mental health problems' and 'support for vulnerable families'.

The results are shown in the table below in order of the number of responses:

<b>Area of Support</b>	<b>Number</b>	<b>%</b>
Supporting older people to live independently	45	53.5%
Supporting people with mental health problems	33	39.5%
Support for vulnerable families	25	30%
Supporting youth projects and activities	19	22.5%
Supporting people with disabilities	18	21.5%
Providing community transport	16	19%
Preventing offending and re-offending	15	18%
Supporting children and families	15	18%
Supporting library services	12	14.5%
Supporting people with learning disabilities	11	13%
Supporting young people leaving care	11	13%
Supporting museums and arts services	8	9.5%
Supporting waste reduction and recycling	7	8.5%
Other	8	9.5%

At the workshops, it was felt that a lot of public sector funding goes into the VCS and that there is therefore a need to build the capacity of the sector and enable it to diversify in order to secure different resources. There was also discussion about the non-voluntary nature of parts of the sector and whether 'third sector' is actually a more appropriate name.

The participants at the VCS Workshop and individual survey respondents identified the following areas as those where support from the VCS is most needed in Leicestershire:

<b>Early Help and Preventative/Early Intervention Work to stop escalation (2)</b>
Advice, information and signposting/raising awareness of what help/information/advice is available (2)
Support for Health and Well Being (2)
Identification of Needs – local community groups can identify the isolated and those in need earlier
Integration of Services
Training
Support for Vulnerable Families
Support for Isolated Elderly and Younger Individuals
Identifying and providing a voice for individuals that slip through the gaps
Personal, face to face services/help (less 'officialdom', more trust)
Engaging 'hard to reach' through volunteering
Targeting the most deprived in specific communities
Helping people with complex problems
Specialist work tailored to the locality
Supporting community groups to help themselves Delivering principle authority services through technology and local community hubs
Supporting the implementation of structured ongoing exercise and pain management services
Support in community for people with low level physical health needs e.g. poor diet
Support all people with disabilities, young or old, man or woman, families and individuals
Homeless and vulnerably housed - including those sofa surfing
Supporting people with dementia
None of these - they should all be provided by the local authority to create a cohesive community

## COMMUNITIES STRATEGY BUILDING BLOCKS

### Q23 Which would be your most preferred methods of receiving information from/finding out more about LCC?

People were asked to select up to three preferred methods of receiving information from/finding out more about LCC – the top three responses were 'By e-mail', 'On the LCC website' and 'In my community newsletter or magazine'.

Method - Preferred	Number	%
On the LCC website – <a href="http://www.leics.gov.uk">www.leics.gov.uk</a>	45	53%
By e-mail (e.g. an e-mail newsletter)	45	53%
In my community newsletter or magazine	30	35.5%
In the Leicestershire Matters magazine	21	24.5%
Information in community buildings	19	22.5%
Through the Town/Parish Council	15	17.5%
Through social media (e.g. Twitter, Facebook)	15	17.5%

By attending meetings/events	11	13%
Via Leicestershire Villages/Parishes websites	9	10.5%
By Post	4	4.5%
Via the leicestershireforums.org website	1	1%

**Q24 Which would be your least preferred methods of receiving information from/finding out more about LCC?**

People were also asked to select up to three least preferred methods of receiving information from/finding out more about LCC – the top three responses were ‘By post’, ‘Through social media’ and ‘By attending meetings and events’

Method – Least Preferred	Number	%
By Post	40	47%
Through social media (e.g. Twitter, Facebook)	35	41%
By attending meetings/events	24	28%
Via the leicestershireforums.org website	21	24.5%
Information in community buildings	18	21%
On the LCC website – <a href="http://www.leics.gov.uk">www.leics.gov.uk</a>	15	17.5%
Via Leicestershire Villages/Parishes websites	15	17.5%
Through the Town/Parish Council	15	17.5%
By e-mail (e.g. an e-mail newsletter)	14	16.5%
In the Leicestershire Matters magazine	11	13%
In my community newsletter or magazine	7	8.2%

**Q25/26 To help you/your organisation to play an active role in supporting vulnerable people and/or delivering services, which would be your preferred methods of engaging with decision makers at the County Council?**

Method of Engaging	Individuals		Organisations	
	Number	%	Number	%
By contacting managers of the relevant services directly: by e-mail	25	57%	18	60%
By attending specific public meetings /events based on local priorities/issues	14	32%	13	43.5%
By contacting managers of the relevant services directly: via the website	11	25%	4	13.5%
By contacting my County Councillor	11	25%	6	20%
Through regular topic/theme based Forums	N/A	N/A	10	33.5%
Through representative/infrastructure groups	N/A	N/A	10	33.5%
By contacting managers of the relevant services directly: through the contact centre	6	13.5%	9	30%



By contacting managers of the relevant services directly: through social media	6	13.5%	1	3.5%
By raising them with my Town/Parish Council	6	13.5%	4	13.5%
By contacting managers of the relevant services directly: by writing a letter	4	9%	0	0
By contacting managers of the relevant services directly: by text	1	2.5%	0	0
By organising a petition	3	7%	0	0
I don't need to engage with decision makers at the County Council	2	4.5%	0	0
Other	1	2.5%	3	10%

The preferred methods of engaging with decision makers were 'by e-mail' and 'by attending specific public meetings/events or forums based on local priorities/issues' and 'through representative or infrastructure groups'. Several participants/respondents emphasised the need for communities to see the impact of the efforts *"we do engage using different methods yet nothing changes"* and a practical suggestion was the establishment of a Helpline at LCC which could direct people to appropriate place and person – *"Parish Councils find it very difficult to get in touch with Officers and get timely responses"*.

#### Q27/28 Who would you identify as the community champions in for your/Leicestershire communities?

Who would you identify as the community champions	Number
People who lead on community projects	48
People who support local groups/charities	38
People who organise social events e.g. the village Fair	30
Town/Parish Councillors	31
District/Borough Councillor	23
County Councillor	20
People on the Village Hall/community building committee	13
Publican/shopkeeper	12
People who attend Public Forums	8
Local Activist	6
Think Leicestershire Coaches/TAG Leaders	4
Don't Know	10
Other	8
<i>"I am one of them and know a few others"</i>	

‘People who lead on community projects’, ‘people who support local groups/charities’ and Town/Parish Councillors are the people who most people identify as community champions.

The view from several respondents was that it is essential to ensure that they are representative of all of the local community, not just the most vocal few. There were also concerns that the community champions model has not been as successful as expected when tried in the past (through the Think Leicestershire initiative).

### Workshop Responses

Participants at several of the workshops were keen to emphasise that Councillors are community champions *“at least those of us who do our job properly – there is a responsibility on all Councillors to be available and accessible”*. The LECG saw individual community champions as working alongside Councillors and more formal champions but asked for more clarity about what would be expected of a ‘community champion’. The group felt that champions could play a key role in supporting vulnerable people – connecting with them through personal contact – but warned of the importance of identifying the right people to take on the role and the danger of champions acting as gatekeepers *“we don’t want the Council to be a ‘locked gate’ for people – rather the Council and its services should be open to all”*. Others suggested that community champions should operate as networks within a community to reduce the onus/reliance on one individual.

It was felt that the Council needs to have a clear approach to empowering people to become community role models (promoting ideas to others and building willingness within communities) and ensuring that champions represent communities of interest as well as communities of place/geography.

When asked who would you identify as the ‘champions in the communities that your work with – without a list to choose from – the following list was generated at the Voluntary and Community Sector workshop session:

- 
- Anyone who cares about the community and is willing to get involved
  - Schools – Teachers, PTA Members, School governors
  - Youth Club Leaders
  - Guide Leaders
  - Early Years practitioners
  - Children and Young People
  - Parents and Carers
  - Matriarchs
  - Some District and County Councillors
  - Parish Councillors/Chairman
  - Churches – including Church Warden
  - Faith Leaders
  - Pubs/Pub Landlord
  - Post Office
-

- 
- Chemist
  - GP
  - Shopkeepers
  - Libraries
  - Large Businesses
  - Retired professionals
  - Social Clubs
  - Front-line staff/volunteers in VCS organisations
  - A number of people also suggested relations or friends
- 

**Q29 Which barriers to volunteering do you think that we need to tackle as a priority?**

Barrier	Number	%
Lack of time	50	57.5%
Fear of liability	34	39%
Family/caring responsibilities	28	32%
Red tape	23	26.5%
Work/training/education	23	26.5%
Can't afford to	23	26.5%
Don't know how to start	14	16%
Don't think it's my role	12	14%
Not sure I have anything to offer	9	10.5%
Finding others to work with	9	10.5%
Lack of transport	8	9%
Other	4	4.5%

- Being aware of volunteer activities that are needed & the type of skills needed for those activities
- A more local point than VAL for local volunteer opportunities

The top three barriers to volunteering are therefore 'lack of time', 'fear of liability' and 'family or caring responsibilities'. Comments were reiterated that volunteers should be used to add value to services, not replace paid staff "*it is very important to have committed, paid workers*" and that trained professional people are needed to support volunteers. Others emphasised that volunteering is transient, time limited/short term "*I would volunteer if I was trained by paid professionals*" and often used as a means to gain skills for employment which means that volunteers can be difficult to retain once trained "we believe that there are some activities and services where a reliance solely on volunteers may not be appropriate due to this risk/impact locally should volunteer levels/commitment drop". Volunteering relies on people's good will, time and ability and "will people care enough unless something affects them personally".

It was suggested that culturally there is a sharp divide between work and volunteering (outside work time) which makes it difficult for a healthy volunteering ethos to develop "LCC

*and partners encourage various workplace physical activity and environmental challenges – why not a work-based volunteering challenge?”.*

### **Q30 Ideas about how we should do this...**

The ideas put forward to tackle the barriers to volunteering identified above include:

- A volunteering hub – a single, central source of information for volunteers *“something akin to a jobshop where people wishing to volunteer can see what local organisations may need their services”*, raise the profile of individual volunteering opportunities and provide information about the full range of community resources for a particular area
- Make better use of existing resources on the web
- Promotion of volunteering – local events for people who are interested in volunteering, taster sessions, meetings to discuss ideas and concerns, share examples of why people volunteer and what it has done for them, promote through libraries, Parish Councils
- Training, including free workshops and training sessions on specific topics
- Support from a paid professional who can coordinate and advise
- Recognition – a community volunteer credit scheme *“you can award people certain stars or levels when they complete so many hours of voluntary service”* and ‘thank you’ evenings
- Easier to access funds for projects involving community volunteers – seed corn funding because you can’t expect volunteers to also have to raise funding
- Simplify funding contracts with VCS groups
- Volunteering opportunities must be accessible and free of red tape and have lots of options for your skills and time available
- Help to reduce concerns about liability, health and safety
- More employee volunteering opportunities in both the public and private sectors – local to the workplace or to home, audit what volunteering LCC employees are already doing and use as baseline *“this would help to create a powerful message to the local population and attract investment to (re)create ‘Leicestershire – the volunteering county”*
- Work with organisations to develop volunteering policies
- Reduced rate/free rates for use of LCC premises
- Work with established volunteer based organisations and churches
- Effective, real time communication, a more inclusive approach – not ‘we know best’

### Workshop Responses

A number of people reiterated the danger of over-reliance on volunteers, either to run services or support vulnerable people – *“you need to be realistic about what can be achieved with volunteers”*. Specific concerns were expressed about the large number of

volunteers within a community required to support a community partnership library and the necessary commitment levels and the need for a different relationship with LCC.

It is felt that volunteers require a good organisational structure to support them and several workshops proposed that a paid member of LCC staff is required to support the recruitment, management and on-going support of volunteers.

Some raised the point that people volunteer for things that they like/have an interest in – which means that some things will get ignored or left behind, others flagged up the danger of formalising volunteering, because people do it informally because they want to.

### **Q31 What could LCC do to support community buildings to develop as community hubs (focal points for community and public services)?**

There was a wide range of responses to this question, some of the key points are summarised below:

- Provide a building or use existing buildings with a community use (e.g. libraries/museums) and spare space/capacity
- Support communities to identify what is already in place in terms of community buildings and what would need to change for it/them to be a designated hub. *“agree a vision e.g. to sustain a library service - is it better to keep it in its current location or could it be moved to another community facility where more activities are taking place and there are opportunities to expand?”*
- *“highlight and publicise existing successful hubs and how they did it”*
- Ensure that all members of the community can use it
- Provide property and infrastructure support and access to expertise (legal, technology, buying power etc.), help with marketing and advertising
- Funding – building running and management costs, small refurbishment funds, reduced costs for community groups using community buildings, paid organiser
- Continue funding for managers, don't threaten to close existing community buildings or reduce staff and services *“I feel your proposals here are counter-intuitive to your proposals for County libraries and museums”*
- Ensure that they are good quality, attractive, well maintained buildings with IT (Wi-Fi access so that people can access advice and support from trained volunteers or staff visiting on a surgery basis), good access, cheaper or free to use
- Training
- Facilitate discussions between different groups to share problems, ideas and solutions - *“highlight and publicise existing successful hubs and how they did it”*
- Serve as a catalyst but let the communities run them
- A clear strategy for recruiting and training volunteers that takes account of their interests and skills
- Engage with Parish Councils, village hall committee, Parish Plan group more
- Work with District Councils, the VCS and Local Councils to develop the hubs

- Don't sell buildings off before the community has a chance to mobilise
- Use your LCC staff and partners to engage, receive feedback and listen
- *"it would be great if all voluntary organisations share in the wider resources...e.g. access the community rooms for meetings, equipment and refreshment making facilities...anything that is a use and use again resource should benefit any community if funds are getting scarce"*

*"I'm involved now in the struggle to improve a community building. It is unbelievably time consuming hard work. To add services would be good, but the effort..."*

### **Q32 What could communities do to support community buildings to develop as community hubs (focal points for community and public services)?**

In terms of what communities could do to support community buildings to develop as community hubs, additional suggestions (those already made above about the role of the County Council have not been repeated) are:

- Anything they can offer – either practically or financially – should be encouraged
- Use local information to identify priorities and develop a strategy and a delivery plan/plans to combat social isolation and champion inclusion – meeting local priorities is key *"communities will only support the activities and events that are of need/value to them"*
- Run them e.g. support and keep open museums and libraries
- Maintain them – e.g. cleaning, general maintenance
- Staff them - get involved by volunteering to set up, operate, coordinate and deliver services
- Promote them/raise awareness - engage other members of the community through word of mouth, visits etc.
- Be involved in deciding how buildings are used...
- Use them – for local group activities e.g. coffee shops
- Organise events that are wanted and needed, including fundraising events if necessary
- Develop partnerships with private sector organisations, including local business sponsorship in different forms e.g. donated time – legal advice/accountancy etc. - as well as money
- Advertise services on offer via the community/resident's newsletter
- Work/come together and not compete
- Community leaders should consult properly about plans
- LCC should engage, support and work with Town and Parish Councils
- Town and Parish Councils could precept in order to provide such hubs

### Q33 Do you have any other general comments on the draft Communities Strategy?

A lot of the points made in this final section reinforce the comments made in relation to specific questions but a summary of additional points is provided below:

Some felt that the Strategy is too long, wordy *“not written in a language which is easily understood by the public”*, complex/complicated and difficult for people to engage with. Others that it is aspirational and needs *“more clearly articulated outcomes and deliverables”* in order to move beyond the theoretical and general *“it needs to take the next great step from theory to the practice...the idea is fine but most people are wrapped up in our own little world fighting to make ends meet”*. It was suggested that the Strategy lacks detail and focus and a couple of respondents felt that the Strategy is too top-down, needs to be more specific about money and set out how the Council and its partners will know whether the Strategy is succeeding or failing.

The danger of depending on volunteers and volunteering capacity that may not be available *“too much of its success depends on active support from a community of aging people”* was emphasised again *“it is unrealistic to expect LCC services to be delivered by volunteers”, love the ideas but it is a huge challenge to do so much with volunteers”* and *“I have grave doubts about volunteers taking over the roles of qualified, trained professionals...volunteers often lack the skills and commitment needed for meeting the needs of vulnerable people”*. It was suggested that more could be made of the social and health benefits accrued by volunteers who may well be potentially vulnerable and may be helped by early involvement as volunteers. A couple of respondents felt that the sharing economy – collaborative consumption where people can share skills and resources, including through schemes such as skillshare, slivers of time and timebanking – should be highlighted alongside the more traditional model of volunteering as *“the sharing economy may be more relevant for working people with busy lives and families”*. A further suggestion was to explore the potential benefits of community energy schemes.

A couple of respondents has specific views about the motives of the Council in proposing the changes set out in the Strategy *“you are trying to destroy some of the key services that villages and residents wish to have in place...you want the same money for doing less, so paying individuals more for delivering very little”* and *“you are going to break communities that have just started to build back up and in a couple of years time you will completely regret the decisions being made today because of the impact it will have”*. One respondent suggests that *“savings should be sought from the Councillors budget and the cost/waste of budget used for agency staff”*, with the suggestion of using the Council’s reserves to support the delivery of this Strategy.

Some are particularly concerned about the impact of other Council proposals on the communities of Leicestershire *“do not make cuts to voluntary organisations and libraries”*

whilst others propose increasing the Council tax – for those who can afford to pay more – to reduce the funding gap.

Others are more optimistic *“I think it is a sound approach to the problems of falling budgets”* and *“As always from this Council it is well presented and feels like the Council is on the front foot with grasping some really difficult issues and engaging with local people to think differently about future service provision”*.