



Meeting: **Cabinet**

Date/Time: **Tuesday, 23 June 2020 at 2.00 pm**

Location: **Microsoft Teams meeting via Sparkenhoe Committee Room, County Hall, Glenfield**

Contact: **Ms. J. Bailey (Tel. 0116 305 2583)**

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Membership

Mr. N. J. Rushton CC (Chairman)

Mr. R. Blunt CC	Mr. T. J. Pendleton CC
Mr. L. Breckon JP CC	Mr. J. B. Rhodes CC
Mr. I. D. Ould OBE CC	Mrs H. L. Richardson CC
Mr. B. L. Pain CC	Mr. R. J. Shepherd CC

Please note: This meeting will not be open to the public in line with Government advice on public gatherings. The meeting will be filmed for live or subsequent broadcast via YouTube: www.youtube.com/channel/UCWFpwBLs6MnUzG0WjeirQtQ

AGENDA

<u>Item</u>	<u>Report by</u>	
1. Minutes of the meeting held on 22 May 2020.		(Pages 3 - 8)
2. To advise of any other items which the Chairman has decided to take as urgent elsewhere on the agenda.		
3. Declarations of interest in respect of items on the agenda.		
4. Coronavirus (Covid-19) Impact and Response of the County Council - Recovery and Financial Impact.	Chief Executive and Director of Corporate Resources	(Pages 9 - 10)



<u>Item</u>	<u>Report by</u>	
5. Commissioning and Procurement of Home Care Service Post- November 2020 - Proposed Deferral Arising from Covid-19.	Director of Adults and Communities	(Pages 11 - 18)
6. Leicester, Leicestershire and Rutland Suicide Prevention Strategy and Action Plan 2020-2023.	Director of Public Health	(Pages 19 - 60)
7. Leicestershire Sexual Health Strategy 2020-2023.	Director of Public Health	(Pages 61 - 82)
8. 2019/20 Provisional Revenue and Capital Outturn.	Director of Corporate Resources	(Pages 83 - 122)
9. Annual Treasury Management Report 2019/20.	Director of Corporate Resources	(Pages 123 - 138)
10. Melton Mowbray Distributor Road.	Chief Executive, Director of Corporate Resources and Director of Environment and Transport	(Pages 139 - 142)
11. Coalville Transport Strategy.	Director of Environment and Transport	(Pages 143 - 226)
12. Items referred from Overview and Scrutiny.		
13. Any other items which the Chairman has decided to take as urgent.		



Minutes of a meeting of the Cabinet held at County Hall, Glenfield and via skype on Friday, 22 May 2020.

PRESENT

Mr. N. J. Rushton CC (in the Chair)

Mr. R. Blunt CC
Mr. L. Breckon JP CC
Mr. I. D. Ould OBE CC
Mr. B. L. Pain CC

Mr. T. J. Pendleton CC
Mr. J. B. Rhodes CC
Mrs H. L. Richardson CC
Mr. R. J. Shepherd CC

In attendance

Mrs. D. Taylor CC, Mr. O. O'Shea CC, Mrs. C. M. Radford CC, Dr. T. Eynon CC, Mr. S. J. Galton CC.

406. Minutes of the previous meeting.

The minutes of the meeting held on 28 April 2020 were taken as read, confirmed and signed.

407. Urgent items.

There were no urgent items for consideration.

408. 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. He and Mr. Breckon CC, Mr. Blunt CC, Mrs. Richardson CC, and Mr. Shepherd CC declared a personal interest in agenda item 4 (a) (Coronavirus (Covid-19) Impact and Response of the County Council) as members of district councils.

409. Coronavirus (Covid-19) Impact and Response of the County Council.

The Cabinet considered a joint report of the Chief Executive, Director of Corporate Resources and Director of Public Health regarding the impact of the coronavirus pandemic and work being undertaken by the County Council and its partners to respond to this. A copy of this report and two supplementary reports, circulated separately, marked 'Agenda Item 4', are filed with these minutes.

Having noted the original report, the Cabinet considered the supplementary reports -

Supplementary Report (a) Coronavirus (Covid-19) Impact and Response of the County Council

The Cabinet considered a joint report of the Chief Executive and Service Directors which advised of the work being undertaken within the County Council and with partners to address the impact of the coronavirus (Covid-19) within the County.

Members noted comments of Dr. T. Eynon CC on behalf of the Labour Group, a copy of which is filed with these minutes.

In introducing the report officers informed Members that the number of cases of Covid-19 in Leicestershire had decreased and plateaued, and was below the East Midlands and national averages, but in line with other East Midlands' counties; seven of the Council's Recycling and Household Waste Sites had re-opened and had generally operated well; the situation regarding the provision of Personal Protective Equipment (PPE) had eased, and the Council had a clear understanding of the needs of care homes and other domiciliary providers. Care homes would be prioritised for testing, especially those where staff were isolating. Recovery work would include a review of ways of working and optimising use of digital technology in line with the Council's environmental commitments.

Mr. Rushton CC commended Labour and Liberal Democrat members for supporting the establishment of a cross-party working group on recovery.

With the permission of the Chairman, Dr. Eynon CC asked whether he, as Leader of the Council, would issue a statement similar to that of the Leicester City Mayor with regard to schools reopening. The Chairman referred the matter to Mr. Ould, who said that he was content for schools in the County to use their own judgement as to when it was safe to open and the Council would continue to support them as needed.

Mr. Pendleton CC noted that a report on school transport arrangements would be considered by the Environment and Transport Overview and Scrutiny Committee at its meeting in September.

RESOLVED:

- (a) That the actions taken to date in response to COVID-19 be noted;
- (b) That thanks be conveyed to the Sichuan Provincial People's Government for its donation of 20,000 face masks;
- (c) That the work that has commenced on recovery be noted and the establishment of the cross-party member working group with the terms of reference as set out in Appendix B to the report be approved.

REASONS FOR DECISION:

To note the current position on the response to the coronavirus pandemic and to agree the establishment of a cross-party member working group to provide high-level direction and political perspective to the County Council's Recovery Plans.

Supplementary Report (b) Coronavirus (Covid-19) Financial Implications

The Cabinet considered a report of the Director of Corporate Resources regarding the expected financial implications of the coronavirus (Covid-19) and the measures being put in place to monitor and minimise the impact.

In introducing the report, the Director said that as well as the additional costs incurred, the Council would suffer badly from the predicted loss of income from Business Rates and Council Tax. He highlighted the increased costs related to meeting demand for Special Education Needs and Disabilities and highlighted the comprehensive package of support provided by the County Council to care homes. A report would be presented to the Cabinet at its meeting in September with further details of the financial implications of the pandemic.

Mr. Rhodes CC echoed the comments made by the Director regarding the gravity of the financial situation and added that additional funding was needed from the Government to cover the increased costs associated with Covid-19. He added that the letter referred to in recommendation (c) had been sent to Members of Parliament seeking their support.

RESOLVED:

- (a) That the increasingly serious financial position facing the County Council and the measures in place to monitor and minimise the impact be noted;
- (b) That the district councils, as collection authorities, be asked to provide the County Council as soon as possible with accurate, updated council tax collection figures;
- (c) That the County Council's financial position be drawn to the attention of Members of Parliament with a request that they advocate with Ministers the measures set out in this report to ensure the stability of the County Council and its ability to provide front line services, whilst noting that the ongoing pressures on the Special Educational Needs and Disabilities budget exacerbate the financial concerns;
- (d) That the support given to providers of adult social care and that further support will be provided, as set out in the report, be noted.

REASONS FOR DECISION:

To note the Council's financial position, both in the short and medium term, which will inform decisions on future service delivery and discussions with Cabinet Members and MPs in securing monetary resources to safeguard the ongoing financial viability of the County Council, and local government in general.

410. Country Parks and Open Spaces Strategy 2019 - 2029.

The Cabinet considered a report of the Director of Corporate Resources regarding the outcome of the consultation on the Country Parks and Open Spaces Strategy 2019-2029 and seeking approval for the final Strategy. A copy of the report, marked 'Agenda item 5', is filed with these minutes.

Mr. Rhodes CC commended officers for the development of the Strategy and highlighted the importance of Country Parks and Open Spaces for communities as the lockdown due to Covid-19 was lifted. Mr. Pain CC noted that the Strategy would underpin the

Environment Strategy and support the Council to meet its commitment for carbon neutrality in its own operations by 2030.

RESOLVED:

- (a) That the comments of the Scrutiny Commission on the draft Strategy, and changes made as a result, be noted;
- (b) That the Country Parks and Open Spaces Strategy 2019 – 2029 be approved.

REASONS FOR DECISION:

The Country Parks and Open Spaces Strategy has been developed to give a strategic direction to developments, including maintenance and preservation, within country parks in Leicestershire over the next ten years.

411. Leaders Farm Development Proposal.

The Cabinet considered a report of the Director of Corporate Resources concerning the development proposals for the Leaders Farm site near Lutterworth and seeking approval for the allocation of resources to support the associated planning application, design team fees and construction costs. A copy of the report, marked 'Agenda item 6', is filed with these minutes.

The Director, in introducing the item, reminded members that the report set out the plans and views of the Council as a landowner and developer only. It was recognised that part of the proposal did not accord with allocated planning use for the site, and the scheme would be subject to consideration by the relevant Planning Authority (to be confirmed), including full public consultation.

Mr. Rhodes CC said that he had reviewed the proposal and was satisfied that it was a good investment and gave a good rate of return.

RESOLVED:

- (a) That Option 2 for development of the Leaders Farm site as set out in paragraph 26 of the report be approved, namely
 - i. two Drive Thru restaurant units
 - ii. a 50,000 sq ft light industrial unit (subject to successful negotiations with the proposed tenant)
 - iii. further light industrial units on the remainder of the site (at an appropriate time in the future, subject to wider market assessment of the need for such units);
- (b) That £8.2m be allocated from the Corporate Asset Investment Fund for the development of the Leaders Farm Site as set out in (a) above;
- (c) That the Director of Corporate Resources, following consultation with the Cabinet Lead Member, be authorised to undertake all necessary preparatory work to enable the submission of a planning application for the proposed development.

(KEY DECISION)

REASONS FOR DECISION:

The development of the Council-owned land will support the delivery of both new business accommodation and income generating assets.

Having reviewed the various options available to the Council, Option 2 presents the best projected return for the capital invested based on current information.

OTHER OPTIONS CONSIDERED:

A further three options were set out in the report:

Option 1 - Develop the entire site including the Drive Thru units and the Light Industrial Units. This would require a capital contribution of approximately £7.95m.

Option 3 - Develop the site with the Drive Thru units, the unit for the potential occupier and dispose of the remaining land. This would require a capital investment of approximately £6.44m but would be offset by a £6m capital receipt from the occupier and possibly a capital receipt in the region of £750,000 from the sale of the remaining land.

Option 4 - In the event the occupier interest does not come to fruition, to develop the Drive Thru units and dispose of the remaining land. This would require a capital contribution of approximately £3m offset by a land sale of potentially £1.75m.

412. Leicestershire Youth Justice Strategic Plan 2020-23.

The Cabinet considered a report of the Director of Children and Family Services which sought agreement for the Leicestershire Youth Justice Strategic Plan 2020-2023 to be submitted to the County Council for approval. A copy of the report, marked 'Agenda Item 7', is filed with these minutes.

Members noted comments from Mr. Max Hunt CC, on behalf of the Labour Group, a copy of which is filed with these minutes.

Mr. Ould CC highlighted the benefits of a whole-family approach and in working with partners to support children with the most complex needs. He supported the actions included in the Plan to address criminal exploitation of children and young people.

RESOLVED:

- (a) That the comments of the Scrutiny Commission on the Youth Justice Strategic Plan 2020-2023, be noted;
- (b) That the County Council at its meeting on 8 July 2020 be recommended to approve the Youth Justice Strategic Plan 2020-2023.

(KEY DECISION)

REASONS FOR DECISION:

The County Council has a statutory duty under Section 40 of the Crime and Disorder Act 1998 to produce an annual Youth Justice Plan. Following guidance issued by the Youth Justice Board (YJB) in 2015, the Youth Offending Service Management Board (YOSMB) was able to choose whether to develop a one or three-year Plan. The new Plan will cover a three-year period with annual updates being provided to the YOSMB and YJB, so reducing the burden on the Youth Offending Service.

The Youth Justice Board may request the Youth Offending Service to undertake further reviews of the Plan before it is next refreshed in 2021 to ensure that it reflects changes in priorities and budget.

413. Dates of Council Meetings 2020-21 and 2021-22.

The Cabinet received a report of the Chief Executive regarding the proposed dates of Council meetings for the next two years. A copy of the report, marked "Agenda Item 8", is filed with these minutes.

RESOLVED:

That the County Council be recommended to hold meetings on the following dates during the next two municipal years:-

Wednesday 30 September 2020
 Wednesday 2 December 2020
 Wednesday 17 February 2021 (to consider the budget)
 Wednesday 19 May 2021 (Annual Meeting)
 Wednesday 7 July 2021
 Wednesday 29 September 2021
 Wednesday 1 December 2021
 Wednesday 23 February 2022 (to consider the budget)
 Wednesday 18 May 2022 (Annual meeting)

REASONS FOR DECISION:

To comply with the Local Government Act 1972 and the County Council's Standing Orders.

414. Items referred from Overview and Scrutiny.

There were no items referred from Overview and Scrutiny.

11.00 am - 12.20 pm
 22 May 2020

CHAIRMAN



CABINET – 23 JUNE 2020

**CORONAVIRUS (COVID-19) IMPACT AND RESPONSE OF THE
COUNTY COUNCIL – RECOVERY AND FINANCIAL IMPACT**

**JOINT REPORT OF THE CHIEF EXECUTIVE AND DIRECTOR OF
CORPORATE RESOURCES**

Purpose of the Report

1. The purpose of this report is to advise the Cabinet of the plans to support the recovery of functions and services in the context of the Covid-19 pandemic and the financial impact on the County Council. A supplementary report will be circulated to members nearer the time.

Recommendations

2. The Cabinet is asked to have regard to the information in this and the subsequent supplementary report.

Reason for Recommendations

3. To advise on the plans in place to support the recovery of the Council's functions and services.

Background

4. Coronaviruses are a family of viruses common across the world in animals and humans. COVID-19 is the illness seen in people infected with a new strain of coronavirus not previously seen in humans and began in Wuhan Province in China in December 2019. This has since spread to most parts of the world.
5. The Cabinet has considered reports regarding the impact of the coronavirus pandemic at its meetings in March, April and May. These have covered issues such as the impact of the virus across Leicestershire, the Council's plans to respond, the joint working with partners, and the financial implications for the Authority. The Cabinet has noted the Council's work to help the most vulnerable and its focused efforts on critical services, established a voluntary and community sector support scheme, and noted the significant financial impact that Covid-19 is having on the Council's finances.

6. A supplementary paper to this report is being produced by officers. This will focus on the latest financial position and recovery work that is taking place across the Authority.
7. Members continue to receive regular updates including on the latest public health information and guidance, issues pertaining to service areas, and resilience and co-ordinating activity being undertaken by the Local Resilience Forum and the Council. These can be seen at -
[Coronavirus updates \(https://bit.ly/3dPU1IZ\)](https://bit.ly/3dPU1IZ)

Circulation under the Local Alerts Procedure

8. This and the supplementary report will be circulated to all members of the County Council.

Officers to Contact

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CABINET – 23 JUNE 2020

**COMMISSIONING AND PROCUREMENT OF HOME CARE SERVICE
POST-NOVEMBER 2020 - PROPOSED DEFERRAL ARISING FROM
COVID-19**

REPORT OF THE DIRECTOR OF ADULTS AND COMMUNITIES

PART A

Purpose of the Report

1. The current (and forecasted) impact of the coronavirus pandemic on all health and social care services has necessitated a review of the proposals for the new Home Care service, which were previously agreed by the Cabinet in February.
2. This report sets out proposals for delaying the procurement and implementation of the Home Care for Leicestershire (HC4L) service following the outbreak of the coronavirus pandemic and its impact on the provision of home care within Leicestershire.

Recommendations

3. It is recommended that procurement of the new Home Care service for Leicestershire previously agreed by the Cabinet on 7 February 2020 be deferred for 12 months, subject to agreement by the East Leicestershire and Rutland and West Leicestershire Clinical Commissioning Groups' Governing Bodies.

Reasons for Recommendations

4. Due to the current pressures arising from the coronavirus pandemic, it is deemed unlikely that an Invitation to Tender (ITT) for a new Home Care service would elicit a positive or significant response from the care market at the present time.
5. There is a significant risk, that the current Covid-19 crisis would either not be over or reduced sufficiently in this period to enable either the procurement to start or to ensure a safe roll-out of the new service.

Timetable for Decisions (including Scrutiny)

6. In the absence of a meeting of the Adults and Communities Overview and Scrutiny Committee, this report will be circulated to all members of that Committee and any comments will be reported to the Cabinet.

7. The Adults and Communities Overview and Scrutiny Committee received reports on 2 September and 11 November 2019 on the re-commissioning of home care in Leicestershire and on 20 January 2020 the Committee considered the proposals that were subsequently agreed by the Cabinet.
8. As explained in Part B of this report, the new service is being commissioned jointly with the West Leicestershire and East Leicestershire and Rutland Clinical Commissioning Groups (CCGs). A report will be considered by the CCGs' Governing Bodies on 14 July 2020.
9. Subject to agreement of the Cabinet and the CCGs' Governing Bodies, it is intended that the project would re-commence in January 2021, with consideration by members and the CCGs in the early part of the year, followed by a procurement exercise in late spring 2021, and the new service beginning from late summer 2021.

Policy Framework and Previous Decisions

10. The Care Act places a duty on the local authority to:
 - ensure there is a market of high-quality provision able to meet the needs of the resident population whether they are funded by the Council or purchasing their own services;
 - provide support for people if they have unmet, eligible, assessed care and support needs.
11. On 7 February 2020, the Cabinet approved the proposals for the new Home Care service, to be commissioned jointly with the West Leicestershire and East Leicestershire and Rutland CCGs.
12. The current Help to Live at Home (HTLAH) service contracts (including the Supplementary and Contingency frameworks) have already been extended for one year to November 2020. A further option to extend to November 2021 is permissible under the same contract terms. Beyond this point a further extension is not permissible without an exception being agreed by the Director of Corporate Resources and the Director of Law and Governance.

Resources Implications

13. Financial modelling prior to presentation of the previous report to the Cabinet in February, indicated that paying a sustainable provider rate which would allow the Real Living Wage to be paid to care staff for all working time would result in higher average rates than those currently in place. Additional costs to the Authority at current demand were expected to be in the region of £1.0m to £1.1m per year. This will need to be reviewed and taken into account in the preparation of the revised Medium Term Financial Strategy.
14. The Director of Corporate Resources and the Director of Law and Governance have been consulted on the content of this report.

Circulation under the Local Issues Alert Procedure

15. None.

Officers to Contact

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PART B

Background

16. As explained in the report to the Cabinet in February, the domiciliary care service (Help to Live at Home) was designed to help service users achieve maximum possible independence at home. It aims to help service users manage their own care wherever possible, improve their resilience, and give better social outcomes. The main priority for any new service is to continue to help people to live as independently as possible, taking into account the views of service users, carers and professionals to deliver a quality service.
17. The impact of the coronavirus pandemic on all health and social care services has necessitated the review of the proposals for the new Home Care service. The Cabinet at its meeting on 24 May considered a report on the financial impact of the pandemic which included reference to potential changes to the care home market.

Impact of Covid-19

18. According to a recent report (Covid-19 Insight Report) from the Care Quality Commission (CQC) a survey of Domiciliary Care Agencies in the Midlands stated that:
 - Morale is low in adult social care and care staff have felt undervalued compared with their health care counterparts;
 - Some registered managers of adult social care services are suffering from burn out and extreme anxiety;
 - Some providers may now face a shortfall in people using their services due to increased deaths and not being able to admit new admissions;
 - Some providers are struggling financially with the cost of Personal Protective Equipment, including having to pay inflated costs to source what they desperately need.
19. The CQC has also heard concerns over insurance companies informing providers that, if they knowingly take COVID-19 positive patients, they are in breach of their insurance. Other providers have also been unable to renew their insurance, posing a risk to their ability to care for people.
20. The findings in this CQC report, back up the concerns raised within the Department and the need to allow for a sensible period of recovery, in order to ensure that the marketplace is on a firmer footing, prior to going out to procure a new service.

Proposed Changes to the Procurement Timetable

21. A number of alternatives were considered in order to determine the most likely timeframe in which the new service could be procured and safely rolled-out. The alternatives considered were a delay of six, nine, 12 months or longer, the key criteria being:
 - The avoidance of a procurement during the peak service pressure periods;

- The avoidance of an implementation during the peak service pressure periods;
 - A realistic postponement period to secure a sustainable market response and minimise the risk of needing a further postponement.
22. It is considered that a six-month delay would result in pushing the procurement into the winter pressure period. A nine-month delay would result in the implementation starting in late June/early July 2021 and thus be affected by the usual summer pressures primarily relating to workforce availability.
 23. A deferral of between six to nine months would also mean that there would be less time to reconvene the project team to restart any final checking/preparations prior to starting the procurement, given that several team members would likely still be actively engaged in managing the coronavirus response in both the County Council and the CCGs.
 24. A 12-month delay would effectively mirror the current timeframe, but 12 months into the future and, as now, avoid both winter and summer pressure periods. Whilst there is still a significant risk that there will be ongoing outbreaks of the coronavirus, the additional time allows for the peak impact to have passed, greater resilience to have developed in the local home care market, and an effective exit strategy from the Covid-19 pandemic to be in place.
 25. Delays greater than 12 months but less than 24 months would, as indicated above, result in a procurement, implementation or both, falling into one or both of the seasonal pressure periods. Whilst this ultimately may have to happen to avoid an even longer deferment, it is not currently recommended.

Design of the new Home Care Service

26. Should the home care market fundamentally change as a result of the pandemic e.g. significant reduction in the number of home care providers and/or home care workforce, additional costs to cover the provision of new safety measures; it may result in wholesale changes to the proposed design of the new service. Notwithstanding this, the conclusions set out in the previous report to the Cabinet in February currently stand, namely:
 - a) The proposals for the new service aim to address key concerns with the current service and thus incentivise providers to pick up packages of care in a timelier way across the County, including the more rural and remote areas.
 - b) Pre-setting price levels at rates determined by detailed market analysis will ensure bids are assessed purely on the quality of service being offered and robust evidence of provider performance, thereby removing the risk of unsustainably low or poor quality bids being submitted.
 - c) Retaining control of the allocation of packages of care within the Authority's brokerage function rather than with the current lead providers, as tried and ceased in the HTLAH model, is intended to build on an established and effective operating model and incentivise providers to deliver a responsive, quality service.

- d) Using a pricing model which supports the Authority's ambition to ensure providers pay the Real Living Wage and HMRC-recommended mileage rates will help to create a more sustainable workforce and reduce turnover in the sector, which should enhance the quality of provision.

Views of CCGs and Care Home Providers

27. Both East Leicestershire and Rutland CCG and West Leicestershire CCG have been consulted with regard to this proposal and supported the proposals when tabled at the project board. As a result, it is anticipated that the CCGs' Governing Bodies will also be supportive of this request. Regular dialogue with current home care providers is maintained through the Department's Commissioning and Quality Team and formal notification with regards to the deferment have been issued.

Views of the Adults and Communities Overview and Scrutiny Committee

28. This report will be circulated to all members of the Committee for comment on the proposed deferral, and any feedback will be reported at the Cabinet meeting.

Revised Key Milestones

29. Subject to deferment of 12 months being approved, the proposed revised key milestones are as follows:

Milestone	Date
Officer Project Board reviews next steps	13 October 2020
Preparatory work for restart completed	31 December 2020
Formal restart of project timetable	4 January 2021
Report to the Adults and Communities Overview and Scrutiny Committee	January 2021
Reports to the Cabinet and CCG Board	February 2021
Procurement starts	March/April 2021
Mobilisation begins (no later than)	August 2021
Mobilisation ends (no later than)	November 2022

30. Subject to agreement of the deferral, communications will be issued to all Elected Members, staff, and providers advising of the postponement along with the above timetable for recovery. A revised communications plan will be prepared ready for the formal restart of the project.

Equality and Human Rights Implications

31. The Equality and Human Rights Impact Assessment (EHRIA) previously attached to the report to the Cabinet on 7 February 2020 has been submitted to the Departmental Equalities Group. It provides a good picture of the current position and anticipated impacts of the planned approach, which gives a positive basis for assessing the impact of any proposed changes to the model, should these be required. This will allow the integration of actions to mitigate any potential equalities issues identified throughout the process (including during workshops and co-production). The EHRIA will need to be reviewed in line with any fundamental changes to the home care market as a result of the Covid-19 pandemic.

Partnership working and associated issues

32. Colleagues from both CCGs continue to be fully engaged with the project to ensure that both health and social care needs of service users living in Leicestershire are met.

Environmental Implications

33. Environmental implications were considered in the design of the new Home Care service and if as a result of the deferment there are any substantive changes to this then it will be addressed in subsequent reports to members.

Risk Assessment

34. An initial risk assessment was carried out and the resultant risks logged. The key risks identified were:
- Limited resource in the marketplace restricting the ability of providers to tender for the new contract
 - New providers may be adversely impacted by additional demand at short notice if current provider(s) exit abruptly from the market during the transition period
 - The procurement and possibly implementation timelines due to the potential impact of Covid-19 i.e. impact on the elderly and at risk groups and on the carers.
 - limited resources within the marketplace may restrict the ability of providers to take up service requests.
35. The current risk log has been preserved, along with other key project documentation, as at the time work stopped on the project and this will form part the review prior to restarting the procurement process. Whilst a full review of the risk log will take place prior to restarting the procurement process they key areas of risk are:
- The home care market may have been adversely impacted by Covid-19 e.g. workforce reduces due to the increased in risks associated with the work.
 - New legislation may increase costs beyond a point that many providers consider to be viable. A further wave/outbreak of Covid-19 may result in further delays to the proposed deferment.

Background Papers

Report to the Adults and Communities Overview and Scrutiny Committee: 20 January 2020 – Commissioning and Procurement of Home Care Services Post November 2020
<https://bit.ly/2Gchvso>

Report to the Cabinet: 7 February 2020 – Commissioning and Procurement of Home Care Service Post-November 2020
<http://politics.leics.gov.uk/ieListDocuments.aspx?CId=135&MId=5992&Ver=4>

Report to the Cabinet on 22 May 2020: Coronavirus (Covid-19) Financial Implications
<http://politics.leics.gov.uk/ieListDocuments.aspx?CId=135&MId=5995>



CABINET – 23 JUNE 2020

**LEICESTER, LEICESTERSHIRE AND RUTLAND SUICIDE
PREVENTION STRATEGY AND ACTION PLAN (2020-2023)**

REPORT OF THE DIRECTOR OF PUBLIC HEALTH

PART A

Purpose of the Report

1. The purpose of this report is to seek the Cabinet's support for the Leicester, Leicestershire and Rutland Suicide Prevention Strategy 2020-2023 and associated Action Plan (both appended to this report) which have been developed by the Leicester, Leicestershire and Rutland Suicide Audit and Prevention Group (LLR SPAG).
2. Local authorities play a key role in tackling suicide. Oversight and co-ordination of suicide prevention in Leicestershire sits under the LLR SAPG, which is jointly led by the Public Health departments in Leicestershire County and Leicester City Councils.
3. This report also provides an overview of what is known about suicide locally, including factors that impact on levels of suicide, identification of those who may be at higher risk, and the evidence for effective prevention. The report references recent developments and progress in efforts to limit the impact of suicide, particularly in the light of the Covid-19 pandemic.

Recommendations

4. It is recommended that
 - a) The comments of the Health Overview and Scrutiny Committee and the members of the Health and Wellbeing Board on the draft Strategy and Action Plan, and changes made as a result, be noted;
 - b) The Leicester, Leicestershire and Rutland Suicide Prevention Strategy 2020-2023 and associated Action Plan be supported.

Reasons for Recommendation

5. The Strategy builds on recent actions bringing together co-ordinated suicide prevention work across the Leicester, Leicestershire and Rutland area. The Leicester Leicestershire and Rutland Suicide Audit and Prevention Group

seeks to reduce death by suicide and to support the bereaved. The Strategy will assist multi-agency work in raising awareness of risks and influencing policy and seeks to promote open discussion and support services for vulnerable people.

Timetable for Decisions (including Scrutiny)

6. The draft Suicide Prevention Strategy and Action Plan were considered by the Health Overview and Scrutiny Committee on 4 March 2020 and were circulated to members of the Health and Wellbeing Board in March 2020 for comment (as the scheduled meeting was cancelled due to the Covid-19 outbreak). Feedback is given in Part B of this report.
7. The Suicide Prevention Strategy and Action Plan have also been discussed within equivalent committees in Leicester City Council and Rutland County Council, local Clinical Commissioning Groups (CCGs) and by other key partners.
8. The Strategy and Action Plan will also be considered by the appropriate member bodies at Leicester and Rutland Councils prior to its publication later in the summer.

Policy Framework and Previous Decisions

9. In April 2013 when Public Health transferred from the NHS to local government, suicide prevention became a local authority-led initiative working closely with the police, CCGs, NHS England, the Coroner's Service and the voluntary sector.
10. The National Suicide Prevention Strategy for England, published in 2012 and refreshed in January 2017, highlights the following key areas for action:
 - i. Reducing the risk of suicide in high risk groups;
 - ii. Tailoring approaches to improve mental health in specific groups;
 - iii. Reducing access to means of suicide;
 - iv. Providing better information and support to those bereaved or affected by suicide;
 - v. Supporting the media in delivering sensitive approaches to suicide and suicidal behaviour;
 - vi. Supporting research, data collection and monitoring; and
 - vii. Reducing rates of self-harm as a key indicator of suicide risk.
11. The County Council's Strategic Plan 2018-2022 sets out five strategic outcomes deemed to be essential for a good quality of life for Leicestershire residents. The Suicide Prevention Strategy for Leicester, Leicestershire and Rutland (LLR) aligns with two of these:
 - Wellbeing and opportunity: The people of Leicestershire have the opportunities and support they need to take control of their health and wellbeing.

- Keeping people safe: People in Leicestershire are safe and protected from harm.
12. The Cabinet at its meeting in October 2019 supported work taking place to tackle suicide through the 'Start a Conversation' website and programme and noted the launch of the Suicide Bereavement Support Service.

Resource Implications

13. Additional funding for specific aspects of 'Start a Conversation' and in Suicide Bereavement Support has already been committed from the public health grant. This is equivalent to £50,000 per annum.
14. Implementation of aspects of the Strategy and Plan will be covered by the Council and its partners using existing budgets where relevant. This includes a suicide prevention co-ordinator/engagement officer (half-time) in the Council's Public Health Team.
15. The Director of Law and Governance and Director of Corporate Resources have been consulted on this report.

Circulation under the Local Issues Alert Procedure

None.

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PART B

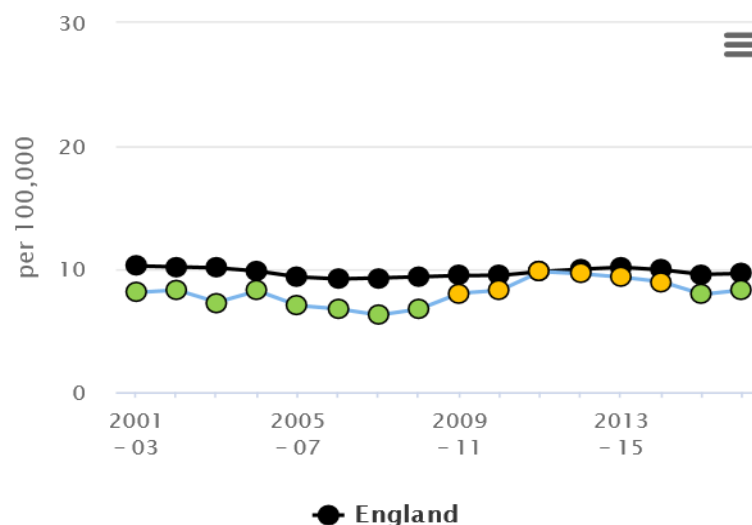
Background

16. Suicide is a devastating and tragic event which, though comparatively rare, affects a large number of people each time it occurs, creating a profound impact on families and communities.
17. Suicides are often the end point of a complex history of risk factors and distressing events, but they are not inevitable. The prevention of suicide must address this complexity through concerted action and collaboration amongst services, communities, individuals and across society as a whole. Tackling social factors linked to mental ill-health is critical. These factors include unemployment, debt, social isolation, family breakdown and bereavement. Concerted action and collaboration is required amongst services, communities, individuals and across society, underpinned by clear local plans and actions.
18. Leadership on suicide prevention at a local level sits with the local authority (Public Health) and involves close partnership with the police, CCGs, NHS England, and Coroner's Service, the voluntary sector, and local residents.
19. Oversight and co-ordination of suicide prevention in Leicestershire sits under the LLR SAPG, which feeds directly into Health and Wellbeing Boards in each local authority via annual and interim reports. The Strategy and Action Plan consolidate and articulate the collective effort.

Local Data

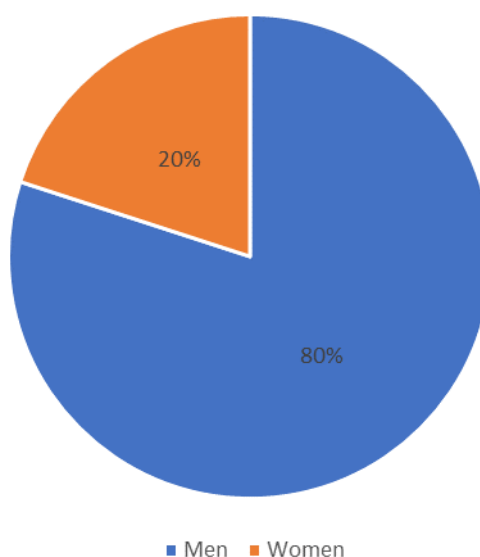
20. From 2001 onwards, suicide rates in England had been steadily falling and reached historically low levels in 2009. The rate then increased gradually until it started to drop again in 2015-2017. The most recent local rate for 2016-18 equates to 50 people dying from suicide per year across Leicestershire.

Graph 1
Suicide rates per 100,000 in Leicestershire V England 2001-2018

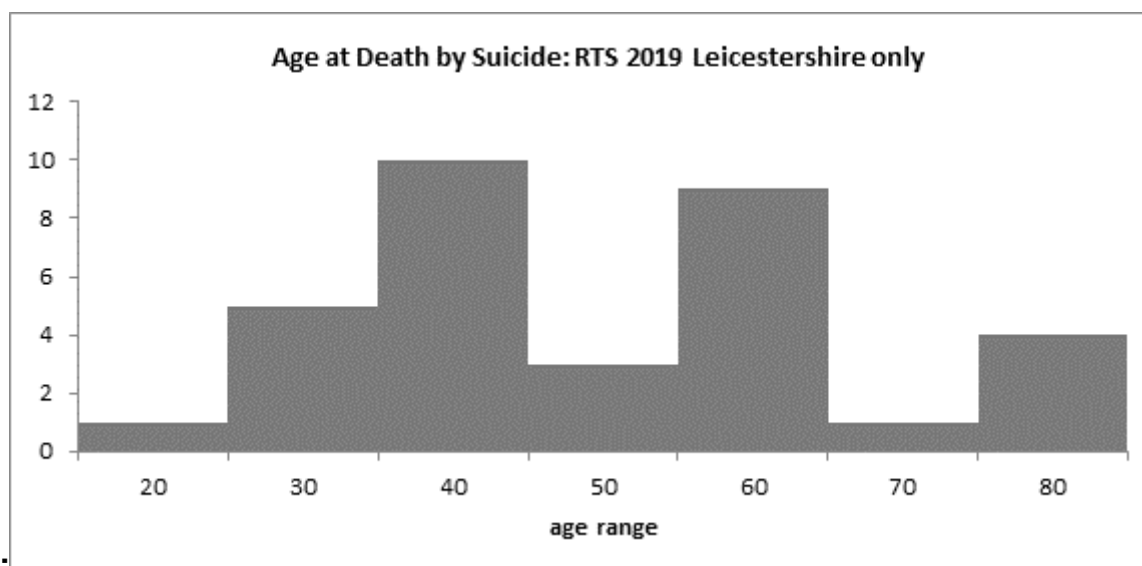


21. Around four out of five suicides in Leicestershire occur in men, but rates are rising in women. It remains the biggest killer of men under 50 and the leading cause of death in people aged 15–24. Suicides account for a disproportionate amount of years of life lost to premature death.

Graph 2
Male: Female ratio is 4:1
Suicide Prevention Statistics



Graph 3
Age of suicide: Suicides are commonest in middle age.



22. Specific groups at increased risk of suicide include looked after children, care, leavers, offenders; survivors of abuse or violence, including sexual abuse; veterans; people living with long-term physical health conditions; lesbian, gay,

bisexual and transgender people; and people from black and minority ethnic groups and asylum seekers.

23. The Mental Health Foundation estimates that 90% of suicides and suicide attempts are associated with a psychiatric disorder. Substance misuse, including alcohol are also significant underlying factors.
24. Whilst people who are in the care of Mental Health Services are at increased risk of suicide, the majority of those who take their own lives have not been in contact with mental health services within the previous 12 months. Sometimes suicides occur without warning.
25. Suicides are not inevitable. They are often the end of a complex history of risk factors and distressing events. Tackling social factors linked to mental ill-health is critical. These factors include unemployment, debt, social isolation, family breakdown and bereavement. Concerted action and collaboration is required amongst services, communities, individuals and across society, underpinned by clear local plans and actions.

Children and Young People

26. An audit report from the LLR Child Death Overview Panel in 2017 found that there had been 10 deaths of young people in the previous 8 years across Leicestershire, Leicester and Rutland that had been identified as suicide; all being adolescents 14-17 years' old.
27. Underlying themes were social isolation, bullying (including online), autism/ ADHD, and what could be described as 'negative changes' in their lives such as separation of their parents. Since 2017 there have been a further 4 suicides, in which perceived pressure at school and negative life changes were again indicated. All the children had at some point expressed suicidal thoughts.

Local Progress on Suicide Prevention in Leicestershire:

28. The LLR Suicide Audit and Prevention Group was established a number of years ago to bring together key partners across the health and care systems with the purpose of tackling the causes and the impact of suicide locally. It provides assurance to the appropriate bodies (such as the Health and Wellbeing Boards and Safeguarding committees) that suicide and self-harm risks within the Leicester, Leicestershire and Rutland area are being appropriately identified and addressed.
29. The Group meets quarterly. Its objectives include local strategic direction for suicide prevention across the area (in lined with national strategy), influencing commissioning structures, encouraging joint working to deliver the National Suicide Prevention Strategy, encouraging responsible reporting of suicide in the media, and helping to promote mental well-being in the wider population.
30. Membership of the Group includes the police, CCGs, NHS England, and Coroner's Service, and the voluntary sector (for example, the Samaritans),

specialist services (such as Homeless practice, ASSIST, drug and alcohol services), and representatives from the Prison Service and Armed Forces.

“Start the Conversation” and Bereavement Support

31. The County Council played a leading role in developing and launching the ‘*Start the Conversation*’, *Suicide is Preventable*’ website (<https://www.startaconversation.co.uk/>) and campaign to coincide with World Suicide Prevention Day on 10 September 2018. The key message of the campaign and website is that ‘suicide is preventable’ and that through raising awareness and talking openly death by suicide can be prevented and suicide-safe communities built. Broadly the campaign aims to:
 - i. Remove stigmas and myths and make it ok to have conversations about suicide;
 - ii. Provide information and advice to individuals at crisis point;
 - iii. Build safer communities through awareness raising;
 - iv. Help people maintain good mental health;
 - v. Support those who have been bereaved by suicide.
32. A suicide prevention co-ordinator/engagement officer, working half-time, has been recruited by the Council’s Public Health Team.
33. The Council has also developed a suicide bereavement support service that went live in October 2019 (delivered by the Tomorrow Project: <https://www.startaconversation.co.uk/latest-news/2019/11/bereavementsupport>).

Impact of Covid-19 Pandemic

34. There are concerns that the Covid-19 pandemic and associated lockdown may have a detrimental impact on mental health and wellbeing more broadly and there is a theoretical risk that numbers of suicides may increase in the absence of mitigating factors.

Current situation in the area

35. Numbers of suicides and unexplained deaths in March, April, May 2020 are higher than equivalent months in 2019. The background characteristics of people who have died from suicide in this period in the LLR area are broadly in line with known patterns and risk factors, many of which are likely to be exacerbated by lockdown.
36. Some themes are emerging in relation to suicide during the Covid-19 pandemic:
 - i. Males are at least twice as likely to die from suicide compared to females.
 - ii. The majority of suicide victims are **not** known to secondary mental health services.

- iii. Significant local risk factors (as with the potential for suicide prior to the pandemic) include: being single, experiencing unemployment, a recent relationship breakup, domestic violence, abuse of alcohol and/or illicit substances, and pending court appearances.

Response to Covid-19

- 37. Since the beginning of the Covid-19 lockdown, the LLR SPG has convened a sub-group to monitor suicides on a weekly basis, both the numbers and narrative as derived from Real Time Surveillance data. This includes suicides and unexplained deaths in both adults and children.
- 38. Intelligence on suicide data is being shared with key partners and is leading to a broadening of support across the spectrum of mental health and wellbeing.
- 39. A number of communications and tools have been shared with the public and healthcare professionals aimed at strengthening resilience and increasing wellbeing and mental health. Services that provide support for those who are struggling continue to be enhanced and strengthened on an ongoing basis.

The Leicester Leicestershire and Rutland Suicide Prevention Strategy and Action Plan 2020-2023

- 40. A Task and Finish sub-group of the LLR SAPG has used the National Suicide Prevention Strategy, real-time intelligence on local suicides and input from key stakeholders and partners to shape the local Strategy and Action Plan (2020-2023); Appendices A and B respectively.

Priorities and actions

- 41. The Strategy and Action Plan set out 9 strategic priorities, each with an accompanying action that form the overall Action Plan. The priorities reflect areas where significant gaps and opportunities have been highlighted locally. Milestones for the actions will be monitored quarterly by the LLR SAPG and will be reported annually and periodically to the three Health and Wellbeing Boards in the LLR area.

i. Target support at key High-Risk Groups:

Local and national data shows that some people are at higher than average risk of death by suicide e.g. middle-aged men, those with alcohol and drug use, relationship problems, unemployment, social isolation and low self-esteem.

ii. Prevent death by suicide in public places:

Work has already started with Network Rail, British Transport Police and East Midlands Railways to address the risk of suicide on railways.

iii. Protect people with a history of self-harm:

Following an act of self-harm, the rate of suicide increases to between 50 and 100 times the rate of suicide in the general population. Work will be undertaken to implement NICE guidance on self-harm locally.

iv. Support Primary Care to Prevent Suicide:

Ninety per cent of people who take their lives have seen their GP in the previous 12 months. There will be support for primary care to better identify and help patients at risk of suicide.

v. Engage with Private Sector to Enhance Their Efforts to Prevent Suicide:

It is recognised that more is needed to better engage with the private sector as a route into wider society to augment efforts to reduce the burden of suicide in LLR.

vi. Support Provision of Enhanced Suicide Awareness Training:

Will continue to tackle stigmatising attitudes to suicide, to raise general awareness about suicide risk and to help people to feel more confident in talking about suicide.

vii. Better use of media to manage messages about suicide:

Will work with and utilise different media platforms and opportunities to ensure that reporting of suicides is done sympathetically and safely and that awareness raising, and preventive opportunities are maximised.

viii. Raise awareness with better data and better use of data:

It is critical that the collection of timely information about death by suicide, continues to evolve and be refined, as a way of providing appropriate support for people bereaved by suicide, and to effectively respond to suicide hot spots and clusters.

ix. Work with key partners to provide a coordinated mental wellbeing approach to COVID-19, and to provide enhanced support for those at risk of suicide:

There are concerns that the Covid-19 pandemic and associated lockdown may have a detrimental impact on mental health and wellbeing more broadly and there is a theoretical risk that numbers of suicides may increase in the absence of mitigating factors.

42. The Action Plan, to be updated annually by the LLR SPAG, details the specific outcomes and milestones and the monitoring data with respect to each that will be submitted to meetings of the SPAG for consideration.

43. Progress against the Action Plan will be reported to the Health and Wellbeing Boards and relevant Scrutiny bodies for each partner local authority. The SAPG also reports to LLR Mental Health Programme Delivery Board of local providers and commissioners of mental health services.

Views of the Health Overview and Scrutiny Committee and Health and Wellbeing Board

44. The draft Strategy and Action Plan were considered by the County Council's Health Overview and Scrutiny Committee on 4 March 2020. The Committee supported the Strategy and Action Plan and made the following comments:
- (i) Concerns were raised that patients with long term physical disabilities were liable to suffer from mental health problems and there was insufficient mental health support for these people. It was noted that the Improving Access to Psychological Therapies (IAPT) service was being re-procured, with greater resource directed at supporting those with long term conditions. The Director of Public Health agreed to ensure that the interface between mental and physical health was being addressed and report back to the Committee at a later date. This action is being pursued with local CCGs.
 - (ii) In response to a suggestion from a member the Director of Public Health agreed to consider whether support could be provided to students at Loughborough College in relation to mental health and suicide, though he stated that it was not possible to engage with every institution in Leicestershire. Members of the SAPG are engaging with Loughborough and other higher education bodies in the area.
45. In the absence of the Health and Wellbeing Board meeting in March 2020 due to the coronavirus pandemic, the draft Strategy was shared with Board members via email. All the responses received indicated support for the Strategy.

Equality and Human Rights Implications

46. The Strategy recognises that suicide disproportionately affects socially excluded groups and that the approach to suicide prevention needs to address this. It will seek to ensure that additional support is given to individuals and groups at high risk of mental illness and suicide (for example, looked after children, survivors of abuse or violence, people living with long-term physical health conditions, lesbian, gay, bisexual and transgender people, people from black and minority ethnic groups).
47. Broadly speaking, adults and children who are socially excluded are at increased risk of mental illness and suicide, and the Strategy focuses heavily on addressing social exclusion and stigma in Leicestershire and providing extra support to those in greatest need.

48. The Strategy will be reviewed by the Leicestershire Equalities Group prior to its publication. An Equality and Human Rights Impact Assessment Screening was carried out and indicated that a full Impact Assessment was not required.

Crime and Disorder Implications

49. People and groups who experience social disadvantage are more likely to be victims of suicide and of crime. Suicide Prevention approaches must be aligned with efforts to reduce violence, for example through the Violence Reduction Network.

Appendices

Appendix A: Suicide Prevention Strategy for Leicestershire 2020-2023

Appendix B: Suicide Prevention Action Plan for Leicestershire 2020-2023

Background Papers

Report to the County Council on 6 December 2017 – Strategic Plan 2018 – 2022

<http://politics.leics.gov.uk/ieListDocuments.aspx?CId=134&MId=5104&Ver=4>

Report to the Cabinet on 22 October 2019 - Leicestershire Suicide Prevention Programme - 'Start a Conversation' and the Bereavement Support Service

<http://politics.leics.gov.uk/ieListDocuments.aspx?CId=135&MId=5606&Ver=4>

Report to the Health Overview and Scrutiny Committee on 4 March 2020

<http://politics.leics.gov.uk/ieListDocuments.aspx?CId=1045&MId=5976&Ver=4>

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Appendix A

Suicide is Everyone's Business

Leicester, Leicestershire and Rutland

Suicide Audit

and Prevention Group

Suicide Prevention Strategy

2020-2023

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Introduction

The impact of suicide on families and communities is devastating and long-lasting. Suicide reflects wider inequalities across society; the risk is highest in vulnerable people, those living in poorer communities and those with access to means.

This renewed strategy builds on recent actions bringing together co-ordinated suicide prevention work in Leicester, Leicestershire and Rutland [LLR]. It represents the joint efforts, of the LLR Suicide Audit and prevention Group [SAPG], to reduce death by suicide and to support the bereaved. Our partners share the common belief that each death by suicide is preventable.

We learn from, and act on, suicide prevention information. We raise awareness of risks and influence policy makers to join our multi-agency work and contribute to our plan. We promote open discussion to challenge taboos linked to suicide and aim to reduce risk by supporting services for vulnerable people. Our work is carried out according to an annual action plan.

The latest data show the average rate of death from suicide in LLR matches that for England. Our high-risk groups are men aged 35-54, people from minority groups, those in the care of mental health services, offenders and people who live in deprived areas. As this strategy is being developed at a time when people are self-isolating and social distancing because of COVID-19, there is an even greater need than usual to protect mental wellbeing in individuals and communities.

Our partnership offers support to people in need. We deliver suicide awareness training in high risk communities. With Leicestershire Police, we've pioneered Real Time Surveillance data. We offer bereavement support through The Tomorrow Project, crisis care links with Turning Point and the Samaritans, and advice on our on-line platform: 'Start a Conversation, Suicide is Preventable,' [<https://www.startaconversation.co.uk/>].

The wider context to our work includes the National Suicide Prevention Strategy and local authority public mental health approaches. Suicide prevention is overseen by Health and Wellbeing Boards, local Mental Health Partnership Boards and the Mental Health Crisis Care Concordat. We engage with the East Midlands Regional Suicide Prevention Group and share our work with other local Suicide Prevention Groups.

Mark Wheatley
Public Health Programme Manager, Leicester City Council

Dr Mike McHugh
Consultant in Public Health, Leicestershire County Council

June 2020

Partnership and Purpose

Suicide prevention requires work across different settings. The SAPG draws on expertise and resources from the public, private and voluntary sectors. It works as a formal multi-agency group and as a wider network.

Our purpose is to prevent suicide by:

- Supporting people who are at risk of suicide;
- Supporting people who have been bereaved by suicide;
- Developing community interest in suicide prevention;
- Supporting collective action towards our aims and objectives;
- Working with wider organisations to provide insights and expertise regarding high risk groups;
- Working with East Midlands regional suicide prevention networks to share knowledge.

Our core membership includes:

- Voluntary sector organisations with an interest in mental health, supporting people at risk of suicide and those bereaved by suicide (Samaritans, Rural Community Council);
- Public Health, (Leicester City Council, Leicestershire and Rutland County Councils, Public Health England);
- Clinical Commissioning Groups for Leicester City, Eastern Leicestershire and Rutland, West Leicestershire;
- Local Authority commissioners (Adult Social Care);
- Safeguarding experts (Local Safeguarding Boards, Safeguarding Manager CCG);
- Primary and secondary care;
- Military and Veterans representatives;
- Mental Health Providers (Leicestershire Partnership NHS Trust);
- Criminal Justice System, including Leicestershire Police and Probation Services and local prisons;
- Emergency services (East Midlands Ambulance Service);
- Universities (University of Leicester, De Montfort University, Loughborough University);
- Crisis Care Concordat Network;

Key Messages

Our approach is to raise awareness about some key suicide prevention messages:

- **Suicide is everybody's business:** We challenge taboos by improving knowledge of suicide risk behaviour and the signs of mental illness;
- **Suicide is preventable:** We need to build individual and community resilience and support those at highest risk;
- **Suicide takes a high toll:** On average about 80 people a year die from suicide in Leicester, Leicestershire and Rutland. Many are young people who would have expected to live into their 80s. Suicide is a major cause of years of life lost in our area;
- **Some people are at higher risk of suicide:** Suicide risk is higher in men aged 35-54, people with mental health problems and people who experience socio-economic disadvantage;
- **Supporting people bereaved by suicide is important:** Evidence suggests that as many as 115 people are significantly affected by a single suicide. People bereaved by suicide are at increased risk of depression and are at increased risk of suicide themselves;
- **There is an economic cost of suicide:** Every death by suicide has a broad impact which includes costs of care, loss of productivity and earnings and associated pain, grief and suffering. It is estimated that at least 10 people are intimately affected by every suicide.

Suicide Audit and Prevention Group aims

The SAPG aims to prevent avoidable loss of life through suicide and undetermined injury in LLR by:

- Supporting people at risk of suicide;
- Supporting people bereaved by suicide;
- Developing the local strategic direction for suicide prevention across LLR;
- Contributing to delivery of the National Suicide Prevention Strategy;
- Influencing commissioning in LLR to optimise opportunities to prevent suicide;
- Encouraging responsible reporting of suicide in the media;
- Promoting mental wellbeing in the wider population;
- Shared learning with other areas.

Key priorities 2020-23

The LLR Suicide Audit and Prevention Group will:

- 1) Target support at key high-risk groups;
- 2) Support Primary Care in its suicide prevention role;
- 3) Preventing suicide in public places;
- 4) Protect people with a history of self-harm;
- 5) Engage with Private Sector to enhance their efforts to prevent suicide;
- 6) Support provision of enhanced suicide awareness training;
- 7) Support local media (including social media) to deliver key messages about suicide prevention;
- 8) Raise awareness by using real time surveillance data;
- 9) Work with key partners to provide a coordinated mental wellbeing approach to COVID-19;

Policies and accountability

The work of the SAPG aligns with the key objectives of the National Suicide Prevention Strategy:¹ to reduce the suicide rate in the general population and provide better support for those bereaved or affected by suicide.

In doing this the National Strategy has 6 areas for action:

- Reduce the risk of suicide in key high-risk groups;
- Tailor approaches to improve mental health in specific groups;
- Reduce access to the means of suicide;
- Provide better information and support to those bereaved or affected by suicide;
- Support the media in delivering sensitive approaches to suicide and suicidal behaviour;
- Support research, data collection and monitoring.

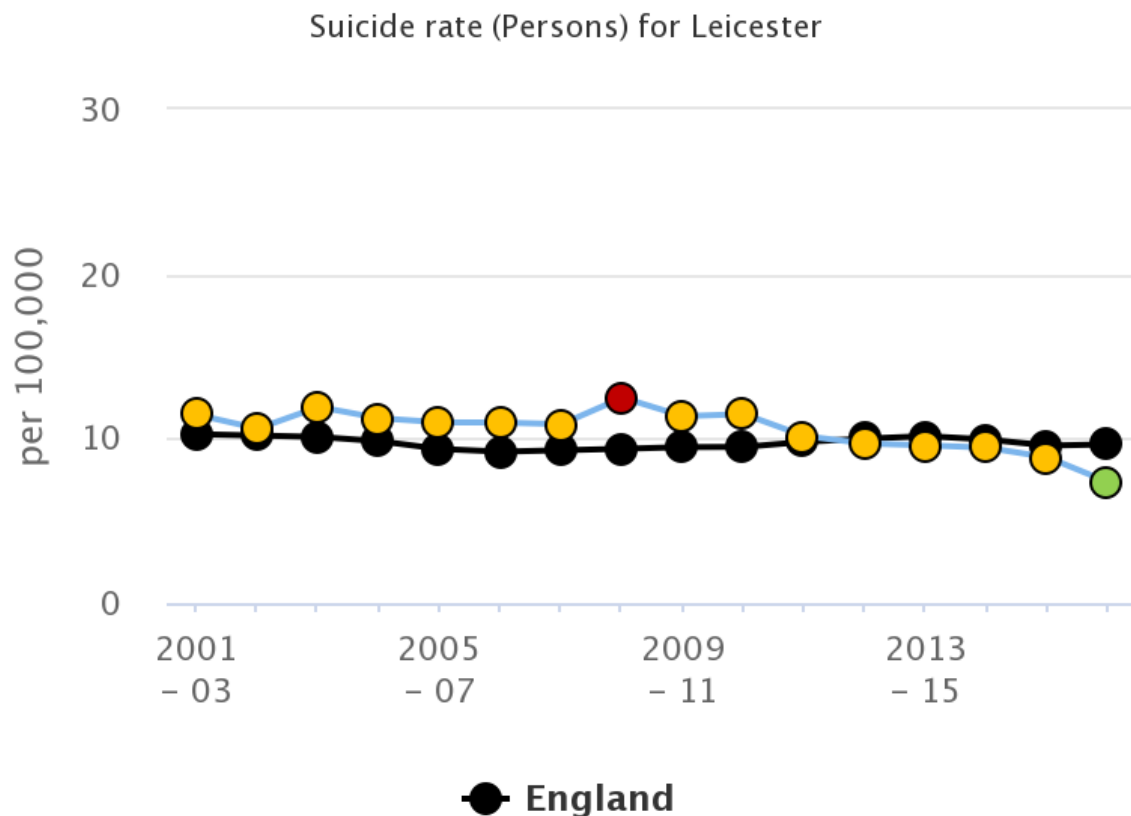
In England, responsibility for the suicide prevention action plan and strategy usually lies with local government through Health and Wellbeing Boards [HWBBs] and relevant Scrutiny Committees.

The SAPG reports to local HWBBs and Scrutiny Committees to gain local commitment to the common purpose to the cause of suicide prevention. The SAPG also reports to LLR Mental Health Programme Delivery Board of local providers and commissioners of mental health services and is part of the LLR Crisis Care Concordat through which it influences the the local Crisis Care concordat [Action Plan](#).

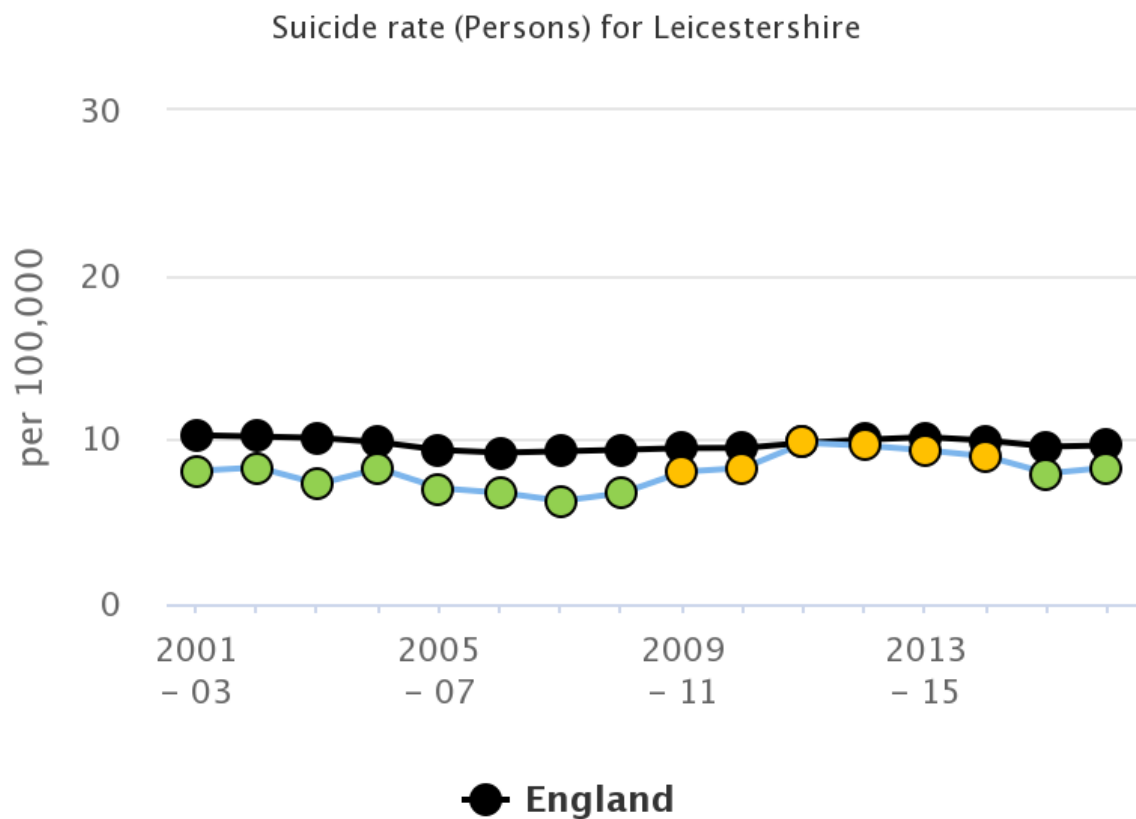
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Suicide in Leicester, Leicestershire and Rutland

The latest data published by Public Health England² show that for the period 2016-18 the rates of death by suicide in LLR were below the national and regional averages; at the time the rate for Leicester was 7.3 per 100,000, and 8.3 per 100,000 for Leicestershire. The graphs below show a downward trend in Leicester since the recession 2008-2010. For Leicestershire the rate has consistently been below the national average.



² <https://fingertips.phe.org.uk/profile-group/mental-health/profile/suicide/data#page/0/gid/1938132828/pat/6/par/E12000004/ati/102/are/E06000016/cid/4/page-options/ovw-do-0>



For the period 2016-18 the mean years of life lost by people who died by suicide was 22.7 years for Leicester residents and 26.1 years for those in Leicestershire; compared with 31.3 years nationally. This suggests that people in LLR who died by suicide, during that time, were generally older than the England average. As with England, most people who die by suicide in LLR are male.

10 key activities

In order to tackle our priority areas, this local strategy is drawing on these 10 key activities:

- **Real Time Surveillance data** to understand and respond to deaths by suicide, including emerging evidence of settings, means, demographic characteristics;
- **Preventing suicide in public places** joint efforts with key partners;
- **Draw on LLR public mental health efforts** [such as Time to Change Leicester] which address wider determinants of health in high risk groups;
- **Bereavement support** those who have been affected by suicide;
- **Suicide awareness training** targeted at vulnerable groups;
- **Signposting to support**, such as tackling unemployment, debt, stigma and discrimination;
- **Work with health care commissioners** to implement NICE self-harm guidance in primary and secondary care;
- **'Start a Conversation'** [<https://www.startaconversation.co.uk/>] the LLR suicide prevention online resource will reflect latest best practice about protecting people who self-harm and develop LLR Suicide Prevention Champions;
- **Partner organisations** will take every opportunity to promote key messages about self-harm and suicide risk and engage with people affected by suicide;
- **Receive reports and report progress** to shape work with partners using task and finish groups and engaging with elected members, Health and Wellbeing Boards and Mental Health Partnerships.

Our priorities 2020-23

1. Target support at key high-risk groups

Local and national data shows that some people are at higher than average risk of death by suicide. The LLR SAPG will target support to people in these groups.

Men are at 3 times greater risk of suicide; in LLR men aged 35-54 years are at highest risk. The associations are with depression, alcohol and drug use, relationship problems, unemployment, social isolation and low self-esteem.

As a subgroup of the whole population, people from lower socioeconomic groups are more at risk of suicide.³ Other vulnerable groups include looked after children, young care leavers or young people in the criminal justice system. People who have experienced adversity are also at risk: Survivors of abuse, veterans, people with long term conditions. People from minority groups, such as those from Black and Minority Ethnic Backgrounds, Lesbian, gay, bisexual and transgender people, asylum seekers and refugees. A history of alcohol or drug use is recorded in many deaths by suicide.⁴

We will draw on these key activities

Real Time Surveillance	Will be used to understand evidence of high risk
Work with primary and secondary care	We will share findings from local data to improve the primary and secondary care responses to suicide prevention
Public mental health	Strong targeted messages will focus on mental wellbeing and self-help, including on the Start a Conversation website
Signposting to support	Advice given to the most vulnerable people helping them to find the support they need
Bereavement support	People bereaved by suicide are themselves at high risk, everyone affect by suicide will be offered bereavement support
Partner organisations	Partner organisations will provide support and signpost to other expert groups
Reporting progress	Progress reported to local Health and Wellbeing Boards and partnerships and Child Death Overview Panel

3

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/585411/PHE_local_suicide_prevention_planning_practice_resource.pdf

⁴ The National Confidential Inquiry into Suicide and Homicide by People with Mental Illness Annual Report 2016: England, Northern Ireland, Scotland and Wales October 2016. University of Manchester.

2. Protecting People with a history of self-harm

People with a history of self-harm are an important subset of the most vulnerable population; nationally about half of deaths by suicide are by people with a history of self-harm. It is important to learn from evidence about the health care for people who self-harm to ensure that they receive positive and sympathetic medical and psychiatric support.

The Suicide Audit and Prevention Group will work with service commissioners and providers to:

We will draw on these key activities

Real Time Surveillance	Will be used to understand evidence of history of self-harm
Work with primary and secondary care	To ensure that best practice guidance is implemented in Emergency Care settings to protect people who self-harm
Public mental health	Strong targeted messages will focus on protecting people who self-harm, including on the Start a Conversation website
Signposting to support	Advice given to people who self-harm helping them to find the support they need
Partner organisations	Partner organisations will provide support and signpost people who self-harm to appropriate expert groups
Reporting progress	Progress will be reported to local Health and Wellbeing Boards and mental health partnerships

3. Prevent death by suicide in public places

Although most deaths by suicide take place in the home, national evidence points to about a third of all cases taking place in a public location. These incidents can attract harmful media attention and may have psychological consequences for other people involved, witnesses or those who discover a body.

The SAPG will work with partners to implement steps to prevent public places being used for suicide and increase the chances of last-minute intervention.

Individuals and communities who witness suicides in public places may also need tailored support.

We will draw on these key activities

Real Time Surveillance	Will be used to identify locations and prioritise them based on frequency and apply prevention plans to similar locations
Partner organisations	<p>SAPG will plan and act on frequently used public spaces drawing on expertise of wider partners</p> <p>We will work with partners including the police and community groups to provide tailored support for individuals and communities who witness suicides in public places</p>
Reporting progress	Progress will be reported to local Health and Wellbeing Boards and mental health partnerships

4. Support Primary Care to Prevent Suicide

Primary care representatives are important suicide prevention partners; providing intelligence and leading on targeted interventions. Most people who die by suicide are in contact with their GP in the year before their death, with 45% of people who die by suicide having seen their GP in the month before their death.⁵ Suicide risk rises with increasing number of GP consultations.⁶ Strengthening the frontline⁷ shows the significant role primary care plays in offering life-saving support.

The SAPG will work with primary care to develop effective preventative strategies to support those most at risk. This will include improving the knowledge base across primary care teams; focusing on effective interventions to lower suicide rates,⁸ enabling primary care staff to talk confidently about suicide prevention, to challenge stigmatising attitudes and to tackle risk factors with compassion.

We will draw on these key activities

Real Time Surveillance	Share findings to provide evidence of high risk in primary care
Work with primary care	Implement Strengthening the frontline guidance to enable GPs to offer life-saving support, including training for GPs, advocate longer appointments and continuity of care for those needing ongoing support, emotional support for GPs themselves, establish effective care pathways between clinical and social support for people feeling suicidal, make it easier to refer and access further support
Work with health care commissioners	Health care commissioners will provide the impetus to enable primary care to be more supportive of people at risk of suicide
Reporting progress	Progress will be reported to local Health and Wellbeing Boards and mental health partnerships

⁵ McDaid D, Park A, Bonin E-M. Population level suicide awareness training and intervention. In Knapp D, McDaid D, Parsonage M, editors. Mental health promotion and prevention: the economic case. London: Department of Health; 2011. p.26-28

⁶ Berman A. Estimating the population of survivors of suicide: seeking an evidence base. Suicide Life Threat Behav. 2011;41(1):110-6.

⁷ <https://www.centreformentalhealth.org.uk/sites/default/files/2019-04/Strengthening%20the%20frontline.pdf>

⁸ Zalsman G, Hawton K, Wasserman D, van Heeringen K, Arensman E, Sarchiapone M, et al. Suicide prevention strategies revisited: 10-year systematic review. Lancet Psychiatry. Published online June 8, 2016 [http://dx.doi.org/10.1016/S2215-0366\(16\)30030-X](http://dx.doi.org/10.1016/S2215-0366(16)30030-X)

5. Strengthen partnerships with private and corporate sectors to tackle suicide

Work is good for mental health, but a negative working environment can have a detrimental impact on mental and physical wellbeing. Employers and workplaces can play a role in suicide prevention. Encouraging employers to promote workplace mental health is an important aspect of the work of the SAPG. This strategy will draw on two broad initiatives. Firstly, it will link up with local public mental health campaigns, employee assistance programmes and occupational health schemes. Secondly it will liaise with local Chambers of Commerce, trade associations, sports clubs and universities to engage the business community in promoting a greater understanding of suicide prevention.

We will draw on these key activities

Real Time Surveillance	Will be used to understand evidence of high-risk occupations
Public mental health	Promote local public mental health messages and the PHE employers' mental health toolkit. ⁹ Strong targeted messages will support employers to be more aware of mental health issues and how to support staff
Signposting to support	Advice will be given to the most vulnerable people helping them to find the appropriate services, such as those related to domestic violence, bereavement and relationship support, financial and debt issues and local citizen advice.
Partner organisations	Employers will be encouraged to work with local occupational health services to strengthen the support available for employees, enable implementation of NICE guidance and HSE Management Standards for Stress
Reporting progress	Through local workplace health and wellbeing accreditations

⁹ <https://publichealthmatters.blog.gov.uk/2017/04/07/workplace-opportunities-to-prevent-and-treat-poor-mental-health/>

6. Provision of enhanced suicide awareness training

Training programmes for suicide prevention seek to improve the knowledge, skills and attitudes of professionals, community members and friends who may have proximity to those with suicidal ideation to improve their ability to intervene and offer support. They aim to reduce suicidal thoughts and death by suicide in a target population.

Broadly, there are three key approaches to training programmes, with gatekeeper training, general awareness and skills-based training.

Gatekeeper training focuses on specific groups best placed to identify people at suicide risk and to help people to respond in stressful situations. Gatekeepers may include professionals, such as GPs, mental health staff, or community members in contact with people with suicidal intent.

General awareness sessions, including those in educational settings, seek to improve broad understanding of issues that impact on mental health and the factors that may contribute to suicidal ideation.

Skills-based training builds positive mental wellbeing by developing skills such as building and maintaining personal relationships, personal belief systems and coping strategies to reduce the individual risk.

We will draw on these key activities

Real Time Surveillance	Will be used to understand evidence of high-risk groups to enable targeted training
Work with primary and secondary care	To understand training needs and develop the offer of skills-based training
Public mental health Start a Conversation	Advertise training sessions and messages on Start a Conversation website
Signposting to support	Advice given to the most vulnerable people helping them to find the support they need
Partner organisations	Partner organisations will promote training and provide local intelligence to support training content
Reporting progress	Progress will be reported to local Health and Wellbeing Boards and mental health partnerships

7. Better use of media (including social media) to manage messages about suicide.

Research demonstrates links between media reports of suicide and imitative suicidal behaviour.¹⁰ This risk increases where suicide methodology is described, if the story is prominent and the coverage sensationalised. While there are national efforts to promote responsible reporting, there is a place for working with local media, including social media.

Action will include ensuring local media are aware of, and follow, Samaritans' guidance on responsible media reporting. Provide local media with access to the designated suicide prevention lead so they can speak to them prior to running any story and provision of information about sources of support and contact details of helplines when reporting mental health and suicide stories.

We will draw on these key activities

Real Time Surveillance	Will be used to understand evidence of high risk
Public mental health	Strong targeted messages will focus on mental wellbeing and self-help, including on the Start a Conversation website
Signposting to support	Advice given to the most vulnerable people helping them to find the support they need
Partner organisations	Use of Samaritans' Media guidelines for reporting suicide and Public Health England: Identifying and responding to suicide clusters and contagion. Work with local media partners to promote the responsible reporting of suicides locally. Social and other media offer opportunities to enhance understanding how to improve mental wellbeing and reduce suicide risk
Reporting progress	Progress reported to local Health and Wellbeing Boards and partnerships and Child Death Overview Panel

¹⁰ . Sisask M, and Värnik A. Media roles in suicide prevention: a systematic review. Int J Environ Res Public Health. 2012 Jan;9(1):123–138

8. Raise awareness with better data and better use of data

Local and national intelligence informs the development of our suicide prevention strategy, it provides an evidence base for action and the means to monitor and review progress. It helps us to identify high-risk groups, locations of concern, patterns and trends, provide evidence for targeted interventions and contribute to the monitoring and evaluation of outcomes.

The work of the LLR SAPG is notified by Real Time Surveillance [RTS] data, collected by Leicestershire Police first responders. Using this data means timely support can be offered to people who have been bereaved or affected by a suspected suicide and to respond quickly to emerging patterns that could indicate clusters, increasing trends or new methods of death.

We will draw on these key activities

Real Time Surveillance	Continued used of RTS will improve understanding of local risk factors
Work with primary and secondary care	To improve local data about suicide risks
Public mental health	Strong targeted messages will use RTS data
Signposting to support	Use RTS to care for people in vulnerable groups
Bereavement support	People bereaved by suicide are themselves at high risk, everyone affect by suicide will be offered bereavement support
Partner organisations	Partner organisations will expert advice as a sounding board for the validity of RTS data
Reporting progress	Progress reported to local Health and Wellbeing Boards and partnerships and Child Death Overview Panel

9. Supporting individuals experiencing suicide ideation during COVID-19

LLR SAPG partners are working to provide clear, concise information to the public about mental health support to meet COVID-19 challenges. There are risks of exacerbation of poor mental health and suicidal ideation during lockdown, associated with factors such as social isolation, financial insecurity and bereavement.

SAPG partners are collaborating to create posters and leaflets to highlight a tiered approach to mental wellbeing support, including self-help approaches, more specialist advice [linked to finances, domestic violence, bereavement, and drug and alcohol misuse] and where to find crisis care support. This information will be shared in community settings.

The SAPG are working in primary care settings to ensure individuals with mental health problems receive clear information and timely support from general practices, including shared communications about public mental health issues, and advice on where to get support.

We will draw on these key activities

Real Time Surveillance	Will be used to understand evidence of high risk during COVID-19
Work with primary and secondary care	Share findings from local data to improve the primary and secondary care responses to COVID-19 risks
Public mental health	Strong targeted COVID-19 messages will focus on mental wellbeing and self-help, including on the Start a Conversation website
Signposting to support	Advice given to the most vulnerable people helping them to find the support they need
Bereavement support	People bereaved by suicide are themselves at high risk, everyone affected by suicide will be offered bereavement support
Partner organisations	Partner organisations will provide support and signpost to other expert groups
Reporting progress	Progress reported to local Health and Wellbeing Boards and partnerships

National Guidance and Policies

All Party Parliamentary Group on Suicide and Self harm

In line with recommendations of the All-Party Parliamentary Group on Suicide and Self harm prevention, LLR SAPG has:

Developed a suicide prevention strategy and action plan, based on the national suicide prevention strategy and the local data, with the aim of reducing suicide risk in LLR;

Established a multi-agency suicide prevention group involving key statutory agencies and voluntary organisations whose support is required to implement the strategy and action plan in LLR;

Carried out audits of suicides in LLR, based on sources such as information from Coroners' Offices and mortality data, with the aim of understanding local factors such as high-risk demographic groups. Prevention of suicides requires concerted action.

In line with national policy

National policy provides the framework for our local suicide prevention work. It also links with mental health promotion programmes that we have in LLR. The policies that we work to include:

Preventing Suicide in England: A cross government strategy to save lives (2012). This develops a public health approach to suicide prevention with 6 areas for action, including reducing risk of suicide in high-risk groups; tailoring approaches to improve mental health in specific groups; reduce access to means of suicide; provide better information and support to those bereaved or affected by suicide; support the media in delivering sensitive approaches to suicide and suicidal behaviours; support research, data collection and monitoring.

No Health Without Mental Health (2011). The cross government mental health outcomes strategy advocates that suicide prevention starts with better mental health for all and that local prevention strategies should be informed by people who have been affected by suicide.

Five Year Forward View for Mental Health (2016). This report of an independent task force for report to NHS England, set the target to reduce suicides by 10% nationally.

Children and Young People's Mental Health Taskforce report (2015). The Future in Mind report sets out ambitions to improve mental health services for children and young people. Many goals overlap with suicide prevention approaches. There is a LLR Transformation Plan to implement the recommendations of the report.

Mental Health Crisis Care Concordat (2014). This is a national partnership agreement seeking to ensure better care for anyone experiencing a mental health crisis. The LLR Suicide Audit and Prevention Group reports to the LLR Crisis Care Concordat Action Plan.

Joint Strategic Needs Assessments (JSNA). Suicide prevention in LLR is linked to the JSNA which uses public health data to describe the impact of mental health and influence joint commissioning strategies.
(See <https://www.leicester.gov.uk/media/178811/mental-health-jspna.pdf>).

Public Health England's 'Guidance for developing a local suicide prevention action plan' (2016): <https://www.gov.uk/government/publications/suicide-prevention-developing-a-local-action-plan>

Public Health England's 'Preventing suicides in public places A practice resource' (2015):
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/769006/Preventing_suicides_in_public_places.pdf

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**Draft Leicester, Leicestershire and Rutland Suicide
Prevention Action Plan 2020-23**

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Draft LLR Suicide Prevention Action Plan 2020-23

Aim	Objective	Specific outcome	Milestones	Monitoring data
1. Target support at key High-Risk Groups				
<p>(a) Raise awareness of suicide in high risk groups;</p> <p>(b) Provide appropriate level of preventive support;</p> <p>(c) Promote better integration of mental health and substance misuse services</p>	<p>To use Real Time Surveillance data to understand and respond to deaths by suicide, including emerging evidence of settings, means, demographic characteristics.</p> <p>To use available resources to protect people at an increased risk of suicide, including training, peer communicators, community out-reach and bereavement support.</p> <p>To use public mental health approaches to increase resilience to mental illness, including for example better support for people in debt, gambling addiction, social isolation, unemployment</p> <p>To encourage people to seek timely appropriate support for mental illness</p>	<p>To develop LLR public mental health campaigns to address wider determinants of health in high risk groups, access to mental health care support, including resilience and recovery services and IAPT.</p> <p>To use Suicide Audit and Prevention Group resources to enhance communication and improve access to training programmes.</p> <p>To develop cross-cutting and co-ordinated approaches to improve signposting to support, such as tackling unemployment, debt, stigma and discrimination.</p> <p>Ensure front-line agencies (primary and secondary health and social services, local authorities, the police, job centre plus) join up to maximise the effectiveness of services and support</p> <p>To integrate commissioning approaches across mental health and substance misuse services, drawing on <i>Better care for people with co-occurring mental health and alcohol/drug use conditions A guide for commissioners and service providers</i>¹</p>	<p>Spring meeting 2020: SAPG receives reports on deaths by suicide in LLR.</p> <p>Spring meeting 2020: Task and finish group to review evidence of risk in LLR.</p> <p>Spring meeting 2020: Develop reporting mechanisms to SAPG concerning hot spots.</p> <p>Winter meeting 2020: List local resources available to the SAPG.</p> <p>Get substance misuse commissioning formally and regularly considered by the LLR Mental Health Programme Delivery Board</p>	<p>Evidence of risk from annual Audits of deaths by suicide to be delivered to Spring SAPG meeting;</p> <p>Clinical Commissioning Group reports concerning social prescribing, access to mental health services;</p> <p>Each SAPG meeting will take reports from key stakeholders and partners concerning mental health resilience and suicide prevention related activity.</p> <p>SAPG representative to liaise with, and report to, mental Health Partnership Boards and Health and Wellbeing Boards.</p>

¹ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/625809/Co-occurring_mental_health_and_alcohol_drug_use_conditions.pdf

	<p>{e.g. effective treatment for depression, measures to reduce social isolation or vulnerability to economic circumstances}.</p> <p>To improve care of people with co-existing mental health and substance misuse problems.</p>			
2. Target support at High Risk Settings/Public Places				
<p>(d) Identify local high-risk settings;</p> <p>(e) Develop plans to mitigate risk in these settings</p> <p>(f) Support people who witness suicide in public places</p>	<p>Reduce the number of suicides in high risk settings/public places</p>	<p>Four broad areas of action can help to eliminate suicides at a frequently-used location.</p> <p>Area 1. Restrict access to the site and the means of suicide. This can be achieved by:</p> <ul style="list-style-type: none"> i) Closing all or part of the site ii) Installing physical barriers to prevent jumping iii) Introducing other deterrents, for example, boundary markings or lighting <p>Area 2. Increase opportunity and capacity for human intervention This can be achieved by:</p> <ul style="list-style-type: none"> i) Improving surveillance using CCTV, thermal imaging and other technologies; increasing staffing or foot patrols ii) Providing suicide awareness/intervention training for staff working at or near the site; increasing whole-community awareness and preparedness to intervene <p>Area 3. Increase opportunities for help seeking by the suicidal individual. This can be achieved by:</p> <ul style="list-style-type: none"> i) Providing Samaritans signs and/or free emergency telephones ii) Providing a staffed sanctuary or signposting people to a nearby one. <p>Area 4. Change the public image of the site; dispel its reputation as a 'suicide site' This can be achieved by:</p> <ul style="list-style-type: none"> i) Ensuring media reporting of suicidal acts is in line with Samaritans guidelines ii) Discouraging personal memorials and floral tributes at the site 	<p>Spring meeting 2020: Task and finish group to review evidence of risk in LLR</p> <p>Suicide surveillance data</p>	<p>Evidence of risk from annual Audits of deaths by suicide to be delivered to Spring SAPG meeting;</p>

		<p>iii) Introducing new amenities or activities; re-naming and re-marketing the location.</p> <p>The Suicide Audit and Prevention Group will work strenuously to limit the access to means of suicide in public places and provide effective levels of support for those at risk.</p> <p>The Suicide Audit and Prevention Group will also develop support tools and resources to support individuals and communities that have witnessed or been affected by suicides in public places.</p>		
3. Protecting people with a history of self-harm				
<p>(a) Encourage evidence-based responses to protect people who self-harm;</p> <p>(b) Work with health care commissioners to ensure best practice to protect people who self-harm;</p> <p>(c) Develop and disseminate information from supportive community groups, such as the Samaritans.</p>	<p>To use Real Time Surveillance data to understand and respond to deaths by suicide, including emerging evidence of settings, means, demographic characteristics.</p> <p>To work with health care commissioners to implement NICE guidance on self-harm.</p> <p>To improve local monitoring of people who present with self-harm.</p> <p>To promote key messages which are supportive of people who self-harm and sensitively highlights suicide risk in people who self-harm.</p>	<p>To establish regular meetings with health care commissioners to implement NICE self-harm guidance in primary and secondary care;</p> <p>To ensure Start a Conversation messages reflect latest best practice about protecting people who self-harm;</p> <p>To ensure partner organisations take every opportunity to promote key messages about self-harm and suicide risk.</p>	<p>Spring meeting 2020: Task and finish group to review evidence of risk in LLR.</p> <p>Annual report to SAPG concerning latest self-harm guidance.</p>	<p>Annual report on the number of people who die by suicide with a history of self-harm using Real Time Surveillance data.</p> <p>Report on the number of people who are trained in best practice response to self-harm in health care services.</p> <p>Report to SAPG by support groups about the local perceived need of people who self-harm in LLR.</p> <p>CCG commissioners will collect evidence towards the Public Health Outcome Framework measurement of people who self-harm</p>
4. Support Primary Care to Prevent Suicide				

<p>(a) Work with primary care to identify and address the risk factors for suicide in their patient populations;</p> <p>(b) Raise awareness about suicide risk in primary care by helping staff feel more confident to talk about suicide including IAPT and community mental health teams.</p>	<p>To challenge stigmatizing and taboo attitudes towards the issues of self-harm and suicide</p>	<p>To increase number of staff trained to identify suicide risk</p> <p>To support people bereaved by suicide.</p>	<p>Annual report to SAPG of people attending Suicide Awareness Training</p>	<p>Number of primary care staff trained in suicide awareness;</p> <p>Evidence of improved knowledge base and skills in primary care.</p>
5. Engage with Private Sector to Enhance Their Efforts to Prevent Suicide				
<p>(a) Engage with the private sector to augment efforts to reduce the burden of suicide in LLR</p> <p>(b) Engage with local sports clubs and universities to augment efforts to reduce the burden of suicide in LLR</p> <p>(c) Encourage employers to promote mental health in the workplace and reduce stigma may be helpful to increase help seeking, particularly among men.</p> <p>(d) Work with employers to ensure they engage with local occupational health services to strengthen the support available for employees and ensure that staff are regularly</p>	<p>To establish meaningful links and support networks with the private sector;</p> <p>To deliver awareness raising training in workplaces to help achieve the specific outcomes.</p>	<p>To develop greater awareness of mental health, mental illness, suicide risk, how to support staff and mitigate risk factors;</p> <p>To link with LLR efforts on public mental health.</p> <p>Develop local workplace health and wellbeing accreditations schemes such as the Workplace Wellbeing Charter and Better Work Award to help build improvements in workplace health, including enabling implementation of NICE guidance and the HSE Management Standards for Stress, and provides a mechanism to connect employers with local health improvement provision and support</p>	<p>Annual report of activity to SAPG</p>	<p>Numbers of private sector partners pledging to 'Start A Conversation'</p> <p>Organisations accepting Time to Change Employers Pledge.</p>

signposted to national and local support services.				
6. Support Provision of Enhanced Suicide Awareness Training				
<p>(a) Raise general awareness about suicide risk.</p> <p>(b) Help people to feel more confident in talking about suicide.</p> <p>(c) Challenge stigmatising attitudes to suicide.</p> <p>(d) Promote the ethos embedded in the local and national strategies that "suicide is everybody's business"</p>	<p>To empower course attendees to challenge attitudes about suicide.</p> <p>To help attendees to make an initial response to support someone who has expressed suicidal thoughts.</p> <p>To expand Start a Conversation community offer by developing a 'Community Champion' scheme for community promotion delivered by LLR residents</p>	<p>To increase the number of LLR residents trained in suicide awareness through the Zero Suicide Alliance</p> <p>To train and empower LLR residents to deliver community or online awareness through the Start a Conversation campaign.</p> <p>Target 3 broad areas:</p> <ul style="list-style-type: none"> • Gatekeeper training • General awareness and educational curricula • Skills based training 	<p>2020-23: 12 Courses of suicide awareness training with 300 delegates</p> <p>Annual report to SAPG</p> <p>Community events delivered in each of the districts across LLR</p> <p>Workforce events delivered by employees (i.e. HR staff)</p>	<p>Course evaluation data reported regularly to commissioners.</p> <p>Community champions to report community and online activity.</p>
7. Better use of media (including social media) to manage messages about suicide				
<p>(a) Work with local media partners to promote the responsible reporting of suicides locally.</p> <p>(b) Recognise, understand and utilise different forms of media-print, on-line, social to better understand risks and to strengthen engagement with key partners;</p> <p>(c) Enhance our communities' understanding of ways to improve mental health and wellbeing and to reduce suicide risk, to help build</p>	<p>To encourage local media to report suicide and suicidal behaviour responsibly</p> <p>To increase campaign and website engagement</p> <p>To use Real Time Surveillance data to understand and respond to deaths by suicide, including emerging evidence of settings, means, demographic characteristics.</p>	<p>For all editors of local media to be familiar with national guidelines for reporting suicide and suicidal behaviour</p> <p>To use Real time Surveillance and annual audits to target specific high-risk locations/populations to increase early recognition of suicide and promote local/national support services</p>	<p>Spring meeting 2020: Task and finish group to review evidence of risk in LLR.</p> <p>Review effectiveness and reach of first Start a Conversation social media paid advert</p>	<p>To see a measurable increase in the number of local articles adhering to national guidelines, including mentioning sources of support, over a specified time period.</p> <p>The number of media guidelines disseminated</p> <p>The number of editors engaging with the local suicide prevention lead</p> <p>The results of national data showing an</p>

community assets and to provide a platform for mutual support amongst partners and individuals				improvement in local reporting
(d) Increase the online presence of the Start a Conversation campaign				Capture and analyse online advertisement data from all sources
8. DATA: Raise awareness with better data and better use of data				
(a) Improve the collection and judicious use information about death by suicide in LLR to inform the development of the suicide prevention strategy, provides an evidence base for action and the means to monitor and review progress.	<p>To continue to use information about death by suicide as a way of providing timely appropriate support for people at risk of suicide, suicide hot spots and clusters</p> <p>To use Real Time Surveillance data as the main evidence source to inform suicide prevention policies and practices</p>	<p>To report annually on deaths by suicide in LLR, informed by Real Time Surveillance, ONS data and Public Health England Fingertips.</p> <p>Consider use of RTS to examine self-harm</p> <p>Work closely with local Accident and Emergency Department</p>	<p>Spring meeting 2020: SAPG receives reports on deaths by suicide in LLR.</p> <p>Regular Formal reporting of Real Time data in 2020 to feed into reports from SAPG</p>	<p>Annual audit reports to SAPG preparatory to World Suicide Prevention Day.</p> <p>Quarterly reports to LLR SAPG and LLR Mental Health Crisis Care Concordat/LLR mental health programme delivery board.</p>
9. Supporting individuals experiencing suicide ideation during COVID-19				
(a) Mitigate the increased risks of exacerbation of poor mental health and suicidal ideation during lockdown, associated with factors such as social isolation, financial insecurity and bereavement.	<p>Work with primary and secondary care</p> <p>Real Time Surveillance</p> <p>Public mental health</p> <p>Signpost to support</p> <p>Bereavement support</p>	<p>Share findings from local data to improve the primary and secondary care responses to COVID-19 risks</p> <p>Strong targeted COVID-19 messages will focus on mental wellbeing and self-help, including on the Start a Conversation website</p> <p>Advice given to the most vulnerable people helping them to find the support they need</p> <p>People bereaved by suicide are themselves at high risk, everyone affect by suicide will be offered bereavement support.</p>	Weekly/monthly updates to SAPG and wider partners	Reporting progress to Health and Wellbeing Boards and local partnership boards

	Partner organisations	Partner organisations will provide support and signpost to other expert groups		
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CABINET – 23 JUNE 2020

LEICESTERSHIRE SEXUAL HEALTH STRATEGY 2020-23

REPORT OF THE DIRECTOR OF PUBLIC HEALTH

PART A

Purpose of the Report

1. The purpose of this report is to advise the Cabinet of the consultation findings for the Leicestershire Sexual Health Strategy and to seek the Cabinet's approval of the Strategy for 2020-23.

Recommendations

2. It is recommended that the draft Leicestershire Sexual Health Strategy 2020- 23 (attached as the appendix to this report) be approved for implementation.

Reasons for Recommendation

3. The 2020-23 Strategy recognises the changing commissioning landscape, development of the integrated care system and its impact on partners. It builds on the work of the 2016-19 Sexual Health Strategy, which made significant progress in combining a fragmented system into a single service. The 2020-23 Strategy focuses on sexual health improvement, leadership and policy in Leicestershire.

Timetable for Decisions (including Scrutiny)

4. The draft Strategy was considered by the Health Overview and Scrutiny Committee on 3rd June 2020 as part of the consultation. Comments are set out in Part B of this report.

Policy Framework and Previous Decisions

5. The draft Strategy considers the achievements made thus far and outlines the key priorities for the next three years to further improve sexual health outcomes for Leicestershire's residents. These priorities align with the County Council's Strategic Plan 2018-22 which aims to be 'Working together for the benefit of everyone'. In particular, the wellbeing and opportunity objective which states that people need to be enabled to take control of their own health and wellbeing throughout their lives and for the Council to support the population to stay well through prevention and early intervention. The draft Strategy also looks to build on elements of the Health and Wellbeing Strategy and the Communities Strategy.

6. The Local Authorities (Public Health Functions and Entry to Premises by Local Healthwatch Representatives) Regulations 2013 (made under the National Health Services Act 2006) requires upper tier local authorities to arrange for the provision of specific services, including sexual health. Local authorities are required to provide:

‘open access sexual health services for everyone present in their area, covering; free sexually transmitted infections (STI) testing and treatment, and notification of sexual partners of infected persons; and free contraception, and reasonable access to all methods of contraception’.

7. The Cabinet approved consultation on the draft Strategy at its meeting on 24 March 2020.

Resource Implications

8. There are no immediate resource implications arising from this report. The commissioning of sexual health services is primarily a responsibility of Leicestershire County Council and has a budget of £3.3m from the public health grant.
9. The Strategy aims to develop new approaches to meet the needs of the local population in the most cost-effective way. The Partnership working aspects of the Strategy will see better joint working with organisations such as NHS England. The management cost of this work will be met from existing management budgets. Improved partnership working will offer opportunities for efficiency in service delivery and commissioning.

Circulation under the Local Issues Alert Procedure

10. This report has been circulated to all Members of the County Council.

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PART B

Background

11. The sexual health needs of the population are evolving. Over the past few decades there have been significant changes in relationships and how people live their lives including personal attitudes and beliefs, social norms, peer pressure, confidence and self-esteem, misuse of drugs and alcohol, coercion and abuse. The Sexual Health Strategy has been developed because it is important that the services commissioned by the County Council continue to meet these changing needs of its population. The consultation responses to the Strategy's five key priorities have informed the final version, appended to this report.

Impact of Covid-19

12. There is no doubt that the impact of Covid-19 will affect wider health issues for people, including their sexual health. This may be as a result of the changed access to services during the crisis – mostly delivered via video and telephone link with online provision of contraception and some STI treatment – or through an increase in health inequalities. It is difficult to say at this point whether there will be for example, an increased incidence of unwanted pregnancy and subsequent rise in abortion rates or whether the opposite will be the case as people face economic uncertainty and postpone plans for a family. The Strategy will look to address the changes in people's circumstances and also to promote whichever new methods of service delivery have worked well during the Covid crisis. It will be essential to provide clear communications about the delivery of services as the Council moves into a recovery phase, so that residents are informed and able to make decisions about their sexual health.

Consultation

Consultation Process

13. The draft Strategy was the subject of public consultation from 1st April to 5th June 2020. Given the Covid-19 pandemic, this had to be carried out differently than originally planned; for example, face to face meetings have not been possible during this time. The consultation was instead managed through a range of media, both internally and externally. This included newsletters, social media and emails as well as information being posted on the Council's website with regular reminders going to stakeholders, encouraging them to comment. A dedicated email inbox was created, which proved a useful tool for people to contact officers directly.
14. Stakeholders who were consulted included the East Leicestershire and Rutland and the West Leicestershire Clinical Commissioning Groups (CCGs), Healthwatch Leicestershire (the independent champion for use health and social care service users), University Hospitals Leicester, (UHL) and Public Health England (PHE), the 7 district councils in Leicestershire, the integrated sexual health service, Turning Point, Voluntary Action Leicestershire (VAL),

Leicestershire Aids Support Service (LASS), Trade, Sexual Assault Referral Centre, the Chairs of Secondary Heads and Primary Heads Groups and various schools through the Personal, Social, Health Education (PSHE) network, Parish Councils, County Council members and all internal departments. The Leicester City and Rutland Councils were consulted via the (officer) Integrated Sexual Health Board. In the absence of a meeting of the Health and Wellbeing Board, the draft Strategy was circulated to its members (which include many of the partner organisations referred to above) for comment.

Consultation Outcome

15. In summary, comments were positive about the Strategy's approach. Some feedback called for greater emphasis on access and flexibility of services particularly to LGBT communities. One respondent highlighted the importance of psychosexual counselling and its value in reducing health inequalities while others emphasised the importance of good mental health and wellbeing in relation to sexual health. This latter issue has been subsequently highlighted in the strategy in relation to the teaching of RSE in schools; in relation to domestic abuse and in relation to fulfilling reproductive intentions. A number of respondents called for greater visibility of partnerships with the voluntary and community sector. The Council asked people to respond to the five priorities in the Strategy, as well as to give any general comments, and points raised with regard to each are set out below:

i. **Empowering Leicestershire to make informed positive choices about their reproductive and sexual health.**

Responses included endorsement of the value of positive messages about taking personal responsibility for sexual health. This will be a key part of the new Relationships and Sex Education (RSE) curriculum in schools from September. Also mentioned was the importance of including LGBT relationships as part of the RSE offer and the issue of consent in sexual relationships. The need for health promotion campaigns in specific places in the County supported by working with the student unions, was also mentioned.

ii. **Flexible, accessible services that take a proportionate universalism approach.**

Responses emphasised the importance of services being available to people from LGBT communities and, also to those with disabilities and their families. Suggestions included making interventions available outside of clinical settings – in College campuses for instance. A drop-in facility would be welcome, including for those who do not readily access services.

iii. **Fulfilling reproductive intentions.**

Feedback emphasised the importance of making it clear that services were open to everyone, including lesbian and bisexual women and transgender women or men who have not undergone gender reassignment. There was strong support from UHL maternity and gynaecology services for reducing unplanned pregnancies and exploring provision of post-partum contraception.

- iv. **Reduce the cause and effect of health inequalities on sexual health.**
Responses valued the importance of the new RSE agenda starting in schools in September in supporting young people. One respondent asked specifically that the Council's response on the anticipated impact of Covid-19 on sexual health be included in the Strategy and a paragraph on this has been added.
- v. **Strategic partnership approach to sexual health improvement across Leicester Leicestershire and Rutland.**
Feedback called for greater emphasis on partnerships with voluntary and community sector to improve leadership across the system.

Comments of the Health Overview and Scrutiny Committee

16. The Committee considered the draft Strategy at its meeting on 3 June. It raised a number of queries with regard to how the Strategy might be adapted to the impact of Covid-19. Officers responded that it would monitor changes in uptake of services closely, particularly where delivery had moved to online or via video/telephone consultations. Members were advised that the Council would look to promote new ways of working where these had been successful and would aim to reach different cohorts of people via a range of media to ensure information about sexual health services continued to be heard. Members were also advised that the Strategy connected with other public health strategies and plans such as the Substance Misuse Strategy and work on domestic violence and homelessness to ensure that they support the sexual health needs of the populations they serve. The Council was aware that potential changes in people's socioeconomic and social circumstances may, for example, affect sexual behaviours and would continue to monitor trends, for example rates of unwanted pregnancies and abortion.

Final Strategy

17. The Strategy has been revised in the light of the consultation, increasing visibility of the importance of partnership work with the voluntary and community sector and the importance of services being accessible to all, including the LGBT community. A section on the impact of Covid-19 on people's sexual behaviour and the potential increase on existing health inequalities around the economy and ethnicity has also been added, while the importance of good mental health and wellbeing in relation to sexual health has also been highlighted. An action plan will be drawn up taking into account these changing circumstances. The Strategy will be kept up to date in the light of any changing legislation over the next three years.

Equality and Human Rights Implications

18. As part of the development of the final Strategy, an Equality and Human Rights Impact Assessment (EHRIA) screening was undertaken which showed that a full EHRIA was not required as the Strategy would not have any adverse implications for the provision of services to any particular community or group of people and its approach would promote equality, diversity and human rights.

Risk Assessment

19. The Sexual Health Strategy aims to reduce a number of current risks identified within the wider sexual health system, however there remain some potential risks which could impact on the successful delivery of the Strategy. These include a budget reduction to the Public Health Grant or the reduction of wider local authority budgets and the increasing demand and cost of integrated sexual health services. The local commissioning of Pre-Exposure Prophylaxis (PrEP) (a form of antiviral medication that when taken appropriately can prevent the acquisition of HIV), likely to be introduced in April 2020, could also put additional pressure on the Department's budget.

Background Papers

Report to the Cabinet on 24th March 2020 - Draft Leicestershire Sexual Health Strategy 2020-23

<http://politics.leics.gov.uk/ieListDocuments.aspx?CId=135&MId=5993>

Appendix

Leicestershire Sexual Health Strategy 2020-23



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Leicestershire Sexual Health Strategy

2020-2023

Foreword

Sexual and reproductive ill-health can affect anyone – often when it is least expected. An unplanned pregnancy or diagnosis of a complex sexually transmitted infection (STI), (such as HIV) can have a significant impact physically and mentally, sometimes with knock on effects of stigma resulting in discrimination and further impact on education, employment, housing and social care needs.

Achieving good sexual health is complex and the sexual health needs of the population continue to evolve. Over the past few decades there have been significant changes in dating and relationships, and how people live their sexual lives including personal attitudes and beliefs, social norms, peer pressure, confidence and self-esteem, misuse of new drugs and alcohol, coercion and abuse. This has led to changes in risk taking behaviour such as increased average number of sexual partners, expansion of heterosexual repertoires and, for men who have sex with men (MSM), chemsex. Services must adapt to these changing needs to ensure the best outcomes for our local population.

This Strategy sets out our priorities up to 2023 for what we can do as a council to support good sexual health across Leicestershire.

Delivery of this strategy will require significant partnership working with the NHS and other organisations. I look forward to supporting this collaborative effort to meet our strategic vision and objectives.

Mr Lee Breckon,

Lead Member for Health and Wellbeing



Introduction

Since the implementation of the 2016-2019 Sexual Health Strategy, we have significantly improved services and reduced fragmentation in service delivery across Leicester, Leicestershire and Rutland (LLR). Examples include re-commissioning of an integrated sexual health service, embedding new technologies such as online STI testing and developing contractual agreements to allow patients to access cervical screening and coils across providers. As a result, we have made good progress against many sexual health indicators when compared nationally and to our local comparator authorities. We will continue to adapt and respond to the changing national context, to a growing population and to expanding sexual health needs to ensure the best outcomes for Leicestershire's population.

This strategy takes stock of achievements made thus far and outlines the key priorities for the next 3 years to further improve sexual health outcomes for Leicestershire's residents. These priorities align with Leicestershire County Council's Strategic Plan 2018-22 which aims to be 'Working together for the benefit of everyone.' The outcomes include:

- **Strong economy:** Leicestershire's economy is growing and resilient so that people and businesses can fulfil their potential.
- **Wellbeing and opportunity:** The people of Leicestershire have the opportunities and support they need to take control of their health and wellbeing.
- **Keeping people safe:** People in Leicestershire are safe and protected from harm.
- **Great communities:** Leicestershire communities are thriving and integrated places where people help and support each other and take pride in their local area.
- **Affordable and quality homes:** Leicestershire has a choice of quality homes that people can afford.

Amid a number of changes and unknowns, including the implications of the NHS Long Term Plan, a forthcoming national Sexual and Reproductive Health strategy and uncertainty of Public Health Grant funding, this strategy focuses on the opportunities and challenges that are on the horizon.

These include working with evolving primary care networks whilst developing a sexual health improvement approach that considers the wider determinants of poor sexual health across Leicestershire.

This strategy has been developed using an evidence based approach driven through the Leicestershire Sexual Health Joint Strategic Needs Assessment chapter published in September 2019. This included a review of the current national and local sexual health outcomes, services, evidence base and evaluation of the Leicestershire Sexual Health Strategy 2016-2019. The recommendations in this strategy reflect those findings. The Sexual Health JSNA can be found here:

www.lsr-online.org/uploads/jsna-sexual-health.pdf

Good sexual health is important both to individuals and to society. WHO, 2002 defines sexual health as;

'... a state of physical, emotional, mental and social well-being in relation to sexuality.' (Page 5, WHO, 2002)¹

Investment in sexual and reproductive health not only improves the overall health of the population, it is also cost effective. The consequences of poor sexual health cost the NHS an estimated £193m in unintended pregnancies in 2010 and approximately £630m in HIV treatment and care in 2012/13. ^{2 3 4)}



Supporting young people to develop safe, healthy relationships and prevent unplanned pregnancy is key to enabling them to fulfil their aspirations and potential.

At a strategic level, getting prevention right:

- is integral to safeguarding, emotional health and wellbeing and early help
- integrates with chlamydia screening and STI prevention
- maximises cost effectiveness of sexual and reproductive health services
- reduces future demand on health and social services

Teenage mothers are more likely than other young people to not be in education, employment or training; and by the age of 30-years, are 22% more likely to be living in poverty than mothers giving birth aged 24-years or over.

For every teenage mother who gets back into education, employment or training saves agencies £4500 a year ⁵

Teenage mothers are also more likely to need and receive targeted support than older parents. Children born to teenage mothers have a 63% higher risk of living in poverty. For every child prevented from going into care; social services would save an average £65k a year. ⁵

The total cost savings of unplanned pregnancy across the public sector, including healthcare and non-healthcare settings, the return on investment for every £1.00 spent is £4.64 over a four year period, and £9.00 over 10 years. Evidence also suggests that £1.00 investment in contraception saves £11.09 in averted outcomes (NHS savings) £1.00 invested in LARC saves £13.42 in averted outcomes (NHS savings) ⁶

Insights into the current picture of sexual health in Leicestershire

Sexually transmitted infections

While Leicestershire reflects national trends for sexually transmitted infections (STIs), for instance rates of syphilis are increasing nationally and locally, its rates for STIs remains lower compared to the England average. In 2018, overall 3,603 new STIs were diagnosed in residents of Leicestershire, a rate of 522 per 100,000 residents (compared to 784 per 100,000 in England). Nationally and locally, the burden of STIs continues to be greatest in young people (aged 15-24). Men who have sex with men (MSM), specific Black and minority ethnic groups, vulnerable people (including Looked After Children (LAC), those with physical and learning disabilities and those who had adverse childhood experience, are all at greater risk of STIs. Reinfection rates of STIs, particularly in women, are an issue in some areas of the county.

Chlamydia detection rates in Leicestershire are lower than the national average (1,703 per 100,000 population compared to the England average of 1,975 per 100,000 population). Therefore, it will be part of the strategic plan to increase the detection rate. We are awaiting a review of the national chlamydia screening programme which is due to report soon.

HIV transmission, late diagnosis

Since 2011, the HIV diagnosed prevalence rate in Leicestershire has remained lower than the national benchmark of a rate less than 2 per 1,000 population. However, over the last five years, both nationally and locally the trend has significantly increased over time, while HIV testing coverage for Leicestershire has remained significantly worse than England for the last four years.

Late diagnosis is the most important predictor of HIV-related morbidity and short-term mortality. Although numbers of late diagnoses are comparatively small in Leicestershire, this is a concerning trend that needs to be addressed through good information about testing for both residents and health professionals and, good access to HIV testing at sexual health clinics.

Increasing HIV testing among Men who have sex with Men (MSM) and black Africans in England would prevent 3,500 cases of HIV transmission within five years and save £18million in treatment costs per year. Poor sexual health is also linked to broader health inequalities, with higher rates of STIs transmission found in the most deprived areas of Leicestershire.

Termination of pregnancy

The total abortion rate in Leicestershire has increased significantly over the past six years, reflecting the national pattern. In Leicestershire the rate of abortions in over 25s has increased since 2014, but the rate remains below the national rate.

Teenage pregnancy

Since the introduction of the Teenage Pregnancy Strategy in 1999, England has achieved a 61.8% reduction in the under-18 conception rate between 1998 and 2017 whereas Leicestershire has achieved a higher decrease, at 67.6% reduction. This equates to ten consecutive years that the rate of teenage pregnancies both nationally and locally has decreased. The latest data shows in 2017 the under-18 conception rate per 1,000 females aged 15-17-years was 12.3 per 1,000 females aged 15-17-years, significantly better than the England rate of 17.8 per 1,000 females aged 15-17-years. This equates to 135 under 18 conceptions in Leicestershire in 2017. ⁷

Vision

“ Our strategic vision for good sexual health in Leicestershire is for:
The people of Leicestershire to make informed, positive choices about their reproductive and sexual health to reduce unplanned pregnancies and sexually transmitted infections (including HIV). ”

The 2016-2019 Sexual Health Strategy made significant progress in pulling the ‘system’ together, including a range of procurements and contractual agreements to ensure that the highest quality, evidence based services are built around the individual rather than organisational structures.

Now that these strong building blocks are in place, the 2020-23 strategy will focus on sexual health improvement, leadership and policy in Leicestershire.

This will allow for further progress to be made, whilst acknowledging the changing commissioning landscape, development of the integrated care system and its impact on partners. Combining this approach with the results and recommendations from the JSNA chapter has provided a clear evidence base and rationale for the strategic priorities and helped shaped the vision below.

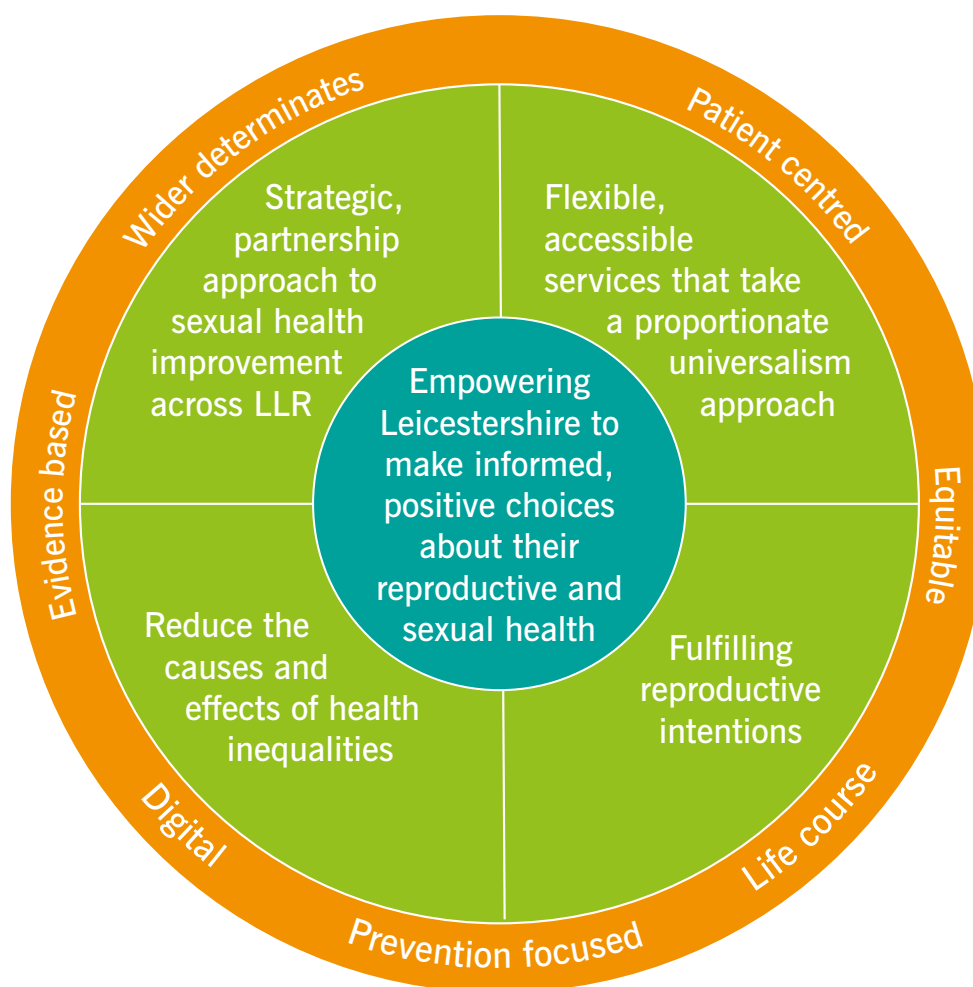
Our strategic approach:

What does good sexual and reproductive health look like across Leicestershire?

The previous Leicestershire Sexual Health Strategy 2016-19 was specifically commissioning focused, to 'pull the system back together' following the fragmentation of services in the 2013 Health and Social Care Act. Much of this work has now been implemented including developing section 75's for intrauterine devices for menorrhagia, NHS England commissioning cervical cytology from the sexual health service, re-commissioning of the LLR Integrated sexual health service (ISHS) and moving the city centre hub into a more accessible, purpose-built facility within the Haymarket. Therefore, the 2020-23 strategy looks at sexual and reproductive health into a policy and leadership role across Leicestershire, while acknowledging there are still commissioning intentions to be discharged.

The key question that this strategy aims to answer is 'What does good sexual and reproductive health look like across Leicestershire?' Figure 1 below, summarises the key priorities to answer this question.

Figure 1 Summary of the key sexual health priorities across Leicestershire



These will be described in further detail below using the following structure;

- Where are we now?
- What do we want to achieve?
- How will we get there?

Priority 1:

Informed, empowered choice around sexual and reproductive health

Where are we now?

There are a variety of ways in which we engage with the people of Leicestershire to support them in making informed, empowered choices about their sexual and reproductive health. This can range from delivery of Relationships and Sex Education (RSE) in schools, to information about the services available, to targeted sexual health campaigns. However, we know that relationships, attitudes and sexual practices have evolved, including the use of dating apps, increasing average numbers of sexual partners and varying sexual repertoire. Therefore, we must also adapt how we communicate with the local population so they can make informed, safe choices about their sexual and reproductive health. The introduction of statutory RSE in all primary and secondary schools from September 2020 will also present another avenue for providing information.

What do we want to achieve?

- Informed, empowered population that can make positive choices about their sexual and reproductive health and personal relationships.
- A sustainable model for delivering high quality, effective RSE (including relationships, sexual and reproductive health over the life course) across all schools and young people's settings.
- Clear, consistent sexual health communication messages across LLR, that make use of national campaigns as appropriate.
- Targeted health promotion campaigns for groups at high risk of poor sexual and reproductive health using behavioural insights methodologies.

How will we get there?

- Complete a behavioural insights piece of work which will include qualitative insight with young people to determine where to focus future efforts and resources to inform and empower them to make positive choices about their relationships, sexual and reproductive health. This will include understanding issues around mental and emotional wellbeing and its impact on sexual health. This work will include social media approaches to communication campaigns and gathering information.
- Ensure issues of consent are properly and fully addressed within RSE to support young people.
- Inform public health actions with behavioural change theory to enable women (specifically those aged over 25 in whom the abortion rate is rising) to make informed contraception choices that include Long Acting reversible Contraception (LARC).
- Support further education colleges and other young people's settings to embed high quality RSE as part of the wider personal, social, health and economic education for statutory implementation by September 2020. This will include fully making use of the links with the Healthy Schools programme, RSE toolkit, RSE training offer and links to the Leicestershire and Rutland RSE group.
- Evaluate the current RSE offer and its impact. Develop this into a regular audit process to assess the quality and consistency of RSE delivery across schools and colleges. Specifically review the relationships and sex education received by looked after children, children with learning and physical disabilities.
- Consider what RSE material is available to support parents to discuss RSE with their children including Speak Easy courses for those particularly at risk including foster carers, teenage mothers and those accessing social care.
- Utilise sexual health contracts to ensure consistent, effective sexual health communications between providers and service users.
- Targeted health promotion campaigns using behavioural insights for specific at risk groups and in relation to STI re-infection rates particularly in Charnwood and Oadby and Wigston. This will include mapping all projects across Leicestershire that aim to increase access to sexual health improvement and HIV prevention for high risk groups.
- Engage with patient and public groups, through consultation on the 2020-2023 strategy, to understand the stigma they may feel around sexual health and, develop a communication strategy, with partners, to reduce that stigma and, in turn reduce health inequalities.
- Improved access and uptake to sexual and reproductive health self-care including information, advice and guidance, and access to online services as appropriate.
- Emphasise the importance of good mental health and wellbeing in relation to sexual health in RSE, as well as strengthening the support for good mental health in relation to connected workstreams, for instance, domestic abuse.

Priority 2:

Flexible, accessible services for all based on proportionate universalism

Where are we now?

Across Leicestershire there is a comprehensive sexual and reproductive service offer that is delivered through general practice, the LLR Integrated Sexual Health Service, pharmacy, University Hospitals Leicester and the voluntary and community sector. Significant work has been completed to improve services and reduce fragmentation across the LLR system, however there is still work to be done. There are changing sexual and reproductive health needs across the population, including increasing rates of syphilis and drug resistant gonorrhoea, increasing risk taking behaviour such as ChemSex, evolving demands of patients and introduction of new technologies such as pre-exposure prophylaxis (PrEP) for HIV.

Within this context there are groups at specific high risk of poor sexual health (young people, men who have sex with men (MSM), specific Black and minority ethnic groups, vulnerable people (including Looked After Children, those with physical and learning disabilities and those who had adverse childhood experience) and there are shortages in specialist sexual health staff and competencies across the system. The sexual health services and workforce must therefore consider how it provides an equitable, high quality service across Leicestershire, while remaining flexible and adaptable to meet these specific and changing population needs.

What do we want to achieve?

- High quality, clinically and cost-effective services for all that proportionately target specific high risk groups (proportionate universalism). For example, those who are homeless will need greater support and focused information to access sexual health services than those who are housed.
- Skilled, flexible sexual and reproductive health workforce that is able to recruit and retain high quality staff that can adapt to local need.

How will we get there?

- Review the new model of ISHS delivery (in particular the digital offer) in relation to access to STI testing and diagnoses, including HIV, and how these meet the specific needs of the whole population and at risk groups through case mix review.
- Implement Public Health England (PHE) syphilis action plan as appropriate for Leicestershire including increased frequency of STI testing for high risk MSM, improved partner notification, antenatal testing, targeted health promotion. Support PHE enhanced surveillance for gonorrhea resistance, targeted health promotion and communication to GP.
- Improve data quality of HIV testing coverage and uptake in ISHS, especially in MSM. Develop a process for case review of late HIV diagnoses to enable learning from missed diagnosis opportunities.
- Improve chlamydia detection rates by increasing the proportion of young people screened for chlamydia.
- Ensure services meet the sexual health needs of young people, including looked after children, by reviewing the latest trends in their attitudes, beliefs and access to sexual health and reproductive health services. This will include exploring the apparent reductions in demand for emergency hormone contraception in under 25's, C-card in under 19's and standard contraceptive appointments in the sexual health service and whether these are true reductions in demand or whether they are being made available in a way that works for service users.
- Utilise contracts to ensure homelessness services and domestic abuse services support and signpost their clients to sexual health services and provide follow up support as appropriate. The C Card could also be deployed usefully for these service users.
- Further strengthen the links between sexual health and substance misuse services and health promotion as part of the substance misuse re-procurement and, for MSM, in relation to Chemsex services.
- Consider the use of digital online services for oral and emergency hormone contraception in primary care.
- Targeted interventions in the teenage pregnancy hotspots including Coalville, Copt Oak, Anstey, Rothley, Sileby, Wigston and South Wigston.
- Complete a health equity audit and review annual practice performance in order to inform and improve uptake of cervical cytology. Review the model of cervical cytology following a national review, including self testing options for Human Papillomavirus (HPV).
- Consider longer term commissioning arrangements for Hepatitis A vaccination in MSM.
- Drive an increase in the uptake of LARC utilising the development of primary care networks to review of the model of delivery of LARC in primary care, exploring opportunities for greater inter-practice referrals and equity of access across the county.
- Review progress in delivering the recommendations of the training needs assessment specifically for the specialist workforce. When appropriate, consider a follow up assessment to measure impact and ensure the training and development pathway has been fully established across Leicestershire and Rutland.
- Work with Health Education East Midlands to consider the long term workforce implications to deliver sexual and reproductive health across the system. In particular the specialist medical sexual health workforce and primary care capacity to deliver LARC.
- Understand the level of existing knowledge and competence to deliver effective sexual health messages in order to develop a coordinated and consistent approach across primary and community based staff to support referral and signposting to more specialised services
- Consider alternative settings to deliver services to encourage uptake among groups less comfortable with traditional clinical settings. Online services may be part of this.

Priority 3:

Fulfilling reproductive intentions.

Where are we now?

Choosing to have children and the timing and size of that family unit is down to each individual and/or couple. The Third National Survey of Sexual Attitudes and Lifestyles (NATSAL-3)⁸, carried out in Britain in 2010-12, found that 16.2% of all pregnancies in the year before the study interview were unplanned, with 21.2% in 16 to 19 year olds, but higher numbers in 20 to 34 year olds. Of the unplanned pregnancies 42% ended in an abortion, 32% miscarriage and 25% went on to a full term pregnancy which may become wanted or potentially link into social care. Poor sexual health can affect fertility or lead to problems such as pelvic inflammatory disease and risk of ectopic pregnancy. People are choosing to start families

later in life, with the latest evidence suggesting the average first time mother is now aged 29 years old. Increasing age of the mother is also associated with increased risk of infertility. Infertility can have a significant impact on the physical and mental health of the individual, couple and family. Both unplanned pregnancy and infertility can cause financial, housing and relationship pressures and impact on existing children. There are also considerations around fostering and adoption that need to link into children's social care services. In Leicestershire we would like to support individuals and couples to be in the best socially and financially secure position and in good physical and mental health when considering starting a family.

What do we want to achieve?

- Support Leicestershire residents to have the best opportunity to have children at a time and place in life that they choose.

How will we get there?

- Deliver other elements of the sexual health strategy to reduce likelihood of unplanned pregnancy and STIs.
- Strengthen the abortion pathway by completing the PHE abortion pathway review to inform future commissioning model and action plans to reduce the increasing trend in abortions.
- Review the reproductive pathway, strengthening the delivery of LARC in maternity and abortion services, especially for those at high risk of repeat unplanned pregnancies to ensure that women have more control over when they chose to become pregnant in the future.
- Embed MECC Plus into sexual health services to ensure women can access prevention services to support improvement in their overall health and wellbeing before conception (for example, stop smoking service, maternal obesity and supplement preparation.)
- Review the infertility pathway ensuring a prevention focus, linking back to actions in priority one.
- Emphasising that reproductive services are available to everyone.
- Supporting people's mental and emotional wellbeing particularly around issues of fertility and termination of pregnancy.

Priority 4:

Reduce the impact of health inequalities on sexual and reproductive health

Where are we now?

Poor sexual health is closely linked to health inequalities, which are avoidable and unfair differences in health status between groups of people or communities. They are the result of a wide range of determinants, from genetics to income, to ethnicity, to where you live and other social factors, including behavioural risks such as smoking, which all impact on peoples' health and can drive poor health

To bring about real change and reduce the inequalities that can often lead to poor sexual health outcomes we need to reduce the impact of local structural influences such as economics, education and employment. This includes working with partners internally on Leicestershire

County Council's Strategic Plan 2018-22 which aims to work together for the benefit of everyone, building a strong local economy to promote opportunities to enable communities to thrive and support people to take control of their health and wellbeing.

What do we want to achieve?

- Reduce the causes and impact of health inequalities and the wider determinants in society on sexual and reproductive health.
- Clear links between the Leicestershire Sexual Health Strategy and Leicestershire County Council's Strategic Plan 2018-22.

How will we get there?

- Complete PHE's Teenage Pregnancy Self Assessment toolkit to identify gaps and actions needed to improve the outcomes of young parents.
- Repeat the Equality & Human Rights Impact Assessment (EHRIA) as part of the 2020-2023 strategy development and one year after the commencement of the ISHS contract to assess whether reductions in barriers to access STI and HIV testing have been achieved and what further action is needed.
- Utilise the contractual arrangements with the homelessness service and the domestic violence service to refer people into sexual health services as appropriate and provide support to access treatment.
- Link with partners across departments and organisations to improve signposting and support to sexual health services, thereby improving access.
- Review Leicestershire County Council's Strategic Plan 2018-22 and implementation plan to develop key objectives within the appropriate workstreams that will tackle other specific wider determinants that affect sexual health. This includes high risk groups (teenage parents, safeguarding, looked after children, social care, youth offending, learning and physical disabilities).
- Consider sexual and reproductive health implications for Leicestershire County Council's workforce Health and Wellbeing strategy and action plan.
- Work with CCGs and primary care networks to be aware of the inequalities in sexual health that can impact on people's health and together develop action plans that can reduce these
- Link into place based strategies and approaches to reduce health inequalities including links to integrated neighbourhood teams and primary care network development.
- Consider how health and care services may need to meet the future demands of an aging HIV population. For example, linking into work on multimorbidity and integrated neighbourhood teams.
- Prioritise the reduction of STIs in at risk groups such as: young people aged between 15-24, men who have sex with men (MSM), specific Black and minority ethnic groups, vulnerable people (including Looked After Children (LAC), those with physical and learning disabilities and those who had adverse childhood experiences).

Priority 5:

Working with partners to maintain a strategic approach to sexual health improvement.

Where are we now?

As a result of the 2012 Health and Social Care Act, sexual health commissioning became fragmented across local authority, clinical commissioning groups and NHS England. Significant progress has been made in the previous 2016-2019 Sexual Health Strategy to 'pull the system together', including a range of procurements and contractual agreements to ensure the highest quality, evidence based services are built around the individual and not organisational structures (including a section 75 agreement for Intrauterine System (IUS) for menorrhagia,

commissioning of cervical cytology from the sexual health service, recommissioning of the ISHS and community based services delivery in primary care.) However, there are still efficiencies to be made in some pathways (abortion, psychosexual and HIV) and new services such as PrEP and Hepatitis A vaccination for MSM that are likely to need commissioning across the system. National guidance from the NHS Long Term Plan has also suggested the need for further joint or co-commissioning with the NHS in the future.

What do we want to achieve?

- Good joint working with other sexual health commissioners including joint procurements and co-commissioning of services across organisational boundaries where possible.
- Seamless sexual health patient pathways built around the patient.

How will we get there?

- An agreed Leicestershire strategic approach to commissioning and delivery of sexual health services over the next 3 years, working with NHS, voluntary and community partners.
- Review biannual LLR sexual health commissioner's terms of reference to ensure they are fit for purpose and meet the needs of all commissioning partners across LLR. This should include consideration of co-commissioning models of sexual health, use of partners data and the role of workforce leads, such as Health Education East Midlands.
- Explore joint and co-commissioning opportunities for Sexual and Reproductive Health services across LLR including abortion, PrEP, HIV.
- Join up and coordinate sexual health communications and information sharing with partners across LLR, including NHS and VSCE colleagues. Consider what leadership approach is needed to drive this agenda.
- Jointly review the national sexual health strategy and PHE Sexual and Reproductive action plan due to be published imminently and develop LLR plan/ commissioning intentions in collaboration with partners.
- Consider developing further indicators for future sexual health strategy dashboards that inform strategic commissioning decisions and ensure a focus on outcome improvements.
- Work with NHS England to review PrEP trial progress/ findings to inform future commissioning approaches.

Key activities to deliver this approach

To ensure the strategic approach is delivered we will;

- **Work with partners** across the LLR sexual health system. This includes revising the LLR Sexual Health Commissioners meeting to ensure all commissioning intentions are aligned and task and finish groups to progress key elements of the strategic approach.
- **Keep partners informed** of progress. We will develop a detailed action plan which will be regularly reviewed

and updated to track progress. Progress updates will be provided to the sexual health clinical network, commissioners meetings and directorate management teams.

- **Monitor performance** through implementation of the action plan and development of a sexual health dashboard. These will be easily accessible for all partners to view.

How will we know we have made a difference?

The key indicators to assess whether this strategy has made a difference are presented in the Public Health England Sexual and Reproductive Health Profiles. (Available online at <http://fingertips.phe.org.uk/profile/sexualhealth>). These include rates of specific STIs, HIV and unplanned pregnancies. This is supplemented with local sexual health tableau dashboards and further indicators will be developed as part of the detailed action plan. All data will be split by local authority area and compared to local comparator local authorities. Information will be collated and triangulated with local sexual health provider performance to produce an annual progress update against the action plan and how this has translated to improved sexual health outcomes across Leicestershire. This report is then presented annually to the Public Health Departmental Management Team and

quarterly to the Sexual Health Strategy Implementation Group.

Scrutiny performance reports and the developing health and wellbeing place based dashboard also offer an opportunity to evaluate effectiveness at a local level.

Our ambition is to see a reduction in health inequalities in sexual health through an improvement in access to services especially for those experiencing homelessness, substance misuse or domestic violence; improved access to contraceptive and sexual health services for all, including in primary care; an increase in the uptake of LARC, especially among women over 25 and, fewer late diagnoses of HIV due to greater awareness among the public and health professionals of testing and access to PrEP.

Impact of Covid-19

There is no doubt that Covid-19 will have an effect on wider health issues for people, including their sexual health. This may be as a result of the changed access to services during the crisis – mostly delivered via video and telephone link with online provision of contraception and some STI treatment – or through an increase in health inequalities – socioeconomic or in relation to ethnicity that could impact for the longer term.

In the short term, there may be, for example, an increased incidence of unwanted pregnancy and subsequent rise in abortion rates or it is possible the opposite will happen as people face economic uncertainty and postpone plans for a family. We will closely monitor uptake in services and develop an action plan that will focus on people's needs

as we move into a recovery phase of the virus. This will include supporting the emotional and mental wellbeing issues that are important in maintaining good sexual health and will be especially relevant for people post Covid-19.

The Strategy will look to understand and address the changes in people's circumstances and to promote whichever new methods of service delivery have worked well during the Coronavirus crisis. We will provide clear communications about services, so that residents are informed and able to make decisions about their sexual health. We will continue to monitor uptake of services and engage with service users and providers to ensure needs are being met.



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Leicestershire
County Council



**CABINET – 23RD JUNE 2020****2019/20 PROVISIONAL REVENUE AND CAPITAL OUTTURN****REPORT OF THE DIRECTOR OF CORPORATE RESOURCES****PART A****Purpose of the Report**

1. The purpose of this report is to set out the provisional revenue and capital outturn for 2019/20.

Recommendations

2. It is recommended that:
 - (a) The 2019/20 provisional revenue and capital outturn be noted;
 - (b) The prudential indicators for 2019/20 as shown in Appendix E to this report be noted.

Reasons for Recommendations

3. To inform the Cabinet of the provisional revenue and capital outturn for 2019/20.

Timetable for Decisions (including Scrutiny)

4. A report on the provisional revenue and capital outturn will be considered by the Scrutiny Commission on 22nd June 2020 and its comments will be reported to the Cabinet.

Policy Framework and Previous Decisions

5. The County Council approved the 2019/20 to 2022/23 Medium Term Financial Strategy (MTFS) in February 2019. The key aim of the Strategy is to ensure that the Authority has appropriate resources in place to fund key service demands over the next few years. The Strategy includes the establishment of earmarked funds and the allocation of ongoing revenue budget and capital resources for key priorities.

Resource Implications**Revenue Outturn**

6. A summary of the revenue outturn for 2019/20, excluding schools grant, is set out below:

	£000
Updated budget	377,410
Provisional outturn	381,680
Net overspending	4,270
Less additional income	-950
Net overspending	3,320

7. Overall there has been a net overspending of £3.3m, which has been offset by a reduction to the level of revenue funding of capital in 2019/20. This is similar to the amount that was anticipated and adjusted for within the refresh of the MTFS for 2020-24.
8. The General Fund balance has been increased by £7.3m during 2019/20 and stands at £23.1m as at 31st March 2020, which represents 5.9% of the 2020/21 revenue budget, in line with the County Council's earmarked funds policy and the MTFS approved in February 2020. The Fund will be reviewed again during 2020 taking into account the risks faced by the County Council.
9. The Authority has made significant progress in achieving the savings in the MTFS, but there is still a long way to go. Price and service demand pressures exceeded the inflation contingency for 2019/20 and the overspend has been reflected in the contingency made in the 2020-24 MTFS.
10. In the 2020-24 MTFS the savings requirement totals £80m, of which £39m still needs to be identified. Furthermore, the 2020-24 MTFS predates the additional financial pressures brought about by the Covid-19 pandemic, which will lead to additional costs, the loss of income and difficulties with implementing planned savings and the identification of new savings. There are very strong indications that there will be a significant recession which may lead to a reintroduction of austerity measures by the Government, including reductions to Settlement Funding allocations. Therefore, the identified savings requirement for 2020-24 will increase.
11. The implementation of the Fair Funding Review and the 75% Business Rates Retention Scheme have both been postponed until at least April 2022. Although it is anticipated that the County Council should receive more funding as a result of the Fair Funding Review, the MTFS does not include any provision for any additional funding.

Capital Outturn

12. A summary of the capital outturn for 2019/20, excluding schools devolved formula capital, is set out below:

	£000
Updated budget	171,252
Less provisional outturn	113,490
Net Variance	-57,762

13. Overall there has been a net variance of £57.7m compared with the updated budget. This includes net slippage of £56m and a net underspend of £1.7m. The net slippage will be carried forward to 2020/21 and future years to fund schemes that were not completed in 2019/20, with the net underspend added to the capital financing earmarked fund.
14. Details of the variances and key projects delivered in 2019/20 are included in the report.

Circulation under the Local Issues Alert Procedure

15. None.

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PART B

Overall Position - Revenue

16. Appendix A shows the provisional outturn position for 2019/20. This compares the actual net expenditure incurred with the updated budget. The original budget has been updated for transfers between services and from central contingencies.
17. The overall net overspend is £3.3m, which has been offset by a reduction to the level of expenditure on the Revenue Funding of Capital budget.
18. Appendix B gives details of significant variances on departmental revenue budgets for 2019/20.

Children and Family Services – Schools Budget

19. The overall school budget shows a net £5.8m overspend. This comprises an overspend of £7.0m on the High Needs block and a net underspend of £1.2m on the Schools and Early Years blocks.
20. National concern over the impact of SEND reform on High Needs expenditure and the financial difficulties this places on local authorities is growing. The position in Leicestershire reflects the national picture. During the year demand for packages to support pupils with Education, Health and Care Plans (EHCPs) exceeded that assumed within the High Needs Development Plan by 467 pupils, an increase of 12%; and additional unit costs at special schools by 4% and mainstream schools 11%. There is a net deficit of £7.0m for 2019/20, an increase of £1.3m on the original budget plans.
21. The sufficiency workstream of the High Needs Development Plan has delivered an additional 103 places in the financial year, bringing the cumulative total number of additional places delivered and occupied to 186 by 31 March 2020. However, this additional capacity has not met the increase in overall demand and is the significant factor in the change of position. Without this new capacity pupils would have required independent special school placements.
22. When added to the existing High Needs deficit within the DSG earmarked fund the cumulative High Needs deficit at the end of 2019/20 is £7.1m. This position is allowed by the DfE as a temporary measure pending actions to return the fund into balance in future years.
23. For 2020/21 it is estimated that the expenditure in excess of the grant will be £13m assuming that current demand trends continue. By the end of 2020/21 the estimated accumulated high needs deficit is forecast to be £20m. The Department is investigating a number of actions that could over the course of the MTFS reduce demand and therefore the overall deficit.
24. The Schools and Early Years blocks have underspent by £1.2m. The main variation is a £1.9m underspend on funding budgeted for schools' growth, to meet

the revenue cost of commissioning new schools, not being required in 2019/20. The underspend will be held in the DSG earmarked fund to meet future costs, for the expected growth in pupil numbers, which the in-year grant will not cover.

Children and Family Services – Local Authority Budget (Other)

25. There is a net overspend of £3.4m (4.5%).
26. Children's Social Care workforce - £2.9m overspend. The recruitment of social workers is a concern nationally and that position is reflected in Leicestershire resulting in a continued need to use agency workers to fill vacancies. However, the Department's recruitment and retention strategy is embedded, and the use of agency staff is decreasing as additional permanent staff are being appointed. It is anticipated that this position will continue resulting in less reliance on agency staff. A number of newly qualified social workers have been recruited over the last 12 months, who in the short term need to be supported by experienced workers. Maintaining caseloads at a reasonable level is also an increasing pressure across many social care services.
27. Operational Placements - £1.7m overspend. Overall the numbers of looked after children (i.e. in the care of the Authority) are in line with the budget. However, some new placements have entered the system with very high and complicated needs which have resulted in costs of up to £7,500 plus per week, 100% higher than the total average cost of that placement type. The average weekly cost to social care of external residential placements has risen from £3,300 per week at the start of the financial year to £3,800 per week (a 15% increase) by the end of the financial year.
28. Likewise, a similar trend can be seen in the 16-plus provision type, with the average weekly cost to social care of £950 per week at the start of the financial year rising to £1,330 per week (40% increase). Again a similar trend is being seen where new activity coming into the care system is managing need of a higher, more complex type than activity exiting the system. For example, at the end of the financial year, this cohort of children included some provision costing £3,000 per week (200% higher than average cost for this provision type), but potentially could have been costing the Council significantly more had these placements not been stepped down from an external residential placement.
29. The increase in social care staffing and placement costs has been included as growth within the new MTFS.
30. The Children and Families Wellbeing Service budget is underspent by £1.0m, largely due to staff turnover and vacancies.

Adults and Communities

31. The Department has a net underspend of £2.4m (1.6%). The main variances are reported below.

32. Residential Care / Supported Living – net overspend of £0.3m arising from an increase in the cost of care compared with the budget. This position includes the following variances;
- an increase in costs on supported living due to the departmental Target Operating Model (TOM) programme transferring service users to supported living from residential care, which has seen a similar reduction in costs (£1.3m) – savings will materialise in 2020/21 as existing and some temporary enhanced packages of care can be reduced,
 - a reduction in residential care costs, and associated income, from the residential learning disabilities pooled budget following changes to the pooling arrangements with Health (£1.1m), and
 - an increase in the provision for unrecoverable debts of £0.2m.
33. Direct Payments / Home Care – a net overspend of £0.2m. Increased service users receiving a Help to Live at Home (HTLAH) service offset by a reduction in the number of service users receiving a Direct Payment.
34. Additional Better Care Fund (BCF) funding of £1.1m was agreed during the year for social care protection and other schemes to reduce demand.
35. Staffing, overhead and other budgets have underspent by a net £1.8m. There is a high level of staffing vacancies across the Department. Some of these have been offset by the use of agency staff or are held in advance of savings.
36. As in previous years the profile of service users and their care needs are constantly changing which may impact on the services commissioned. Overall demand-led expenditure totals circa £180m. In addition the TOM programme is progressing and will be implementing new ways of working which will impact some budgets.

Public Health

37. The Department has a net underspend of £0.1m. This is mainly due to reducing numbers of health checks to a targeted provision and improved software to check claims received, plus better management of contracts for children's services and some additional grant funding. Some of these savings have been offset by increased demand, particularly for sexual health services.

Environment and Transport

38. There is a net overspend of £1.5m (2.1%).
39. Special Educational Needs (SEN) transport is the main variance, reporting a £2.1m overspend for the year. There are increasing numbers of pupils requiring transport provision and in some cases risk assessments and case conferences have highlighted that children require a higher level of transport provision (such as solo travel). Delays in implementing savings are also a factor in the forecast overspend (£0.6m of the overspend), including those relating to the impact of the judicial review.

40. The Public Bus Services budget is overspent by £0.7m. This is partly due to the cost of subsidising additional bus services / routes that became no longer commercially viable during 2018/19 and 2019/20. Delays in the implementation of local bus service savings, as part of the Passenger Transport Policy (PTP) project, has also contributed to the overspend position.
41. These and other overspends were partly offset by a number of underspendings, the most significant of which was on Landfill (0.6m), due to more waste being diverted from landfill and instead going to Refuse Derived Fuel (RDF) and Energy from Waste (EFW) and tonnages being slightly lower than budgeted.

Chief Executive's

42. The Department has underspent by £0.7m (6.3%) which is mainly due to staff vacancies and general overheads (£0.5m) and increased income (£0.4m) offset by an increase in the costs of the City Coroner's service (£0.2m).

Corporate Resources

43. There is a net overspend of £0.5m (1.3%) which relates to the impact of Covid-19 at the end of the financial year.
44. Commercial Services reported an overspend of £2.6m, due to growth in profit (£0.5m) not being achieved and additional costs arising from the 2019 pay award that could not be fully recovered through increased income levels in the short term. In addition, there have been challenging market conditions, the need for staff reviews across several services, and staff absences. The service has also been affected by Covid-19 by £0.5m which is included in the overall service overspend. A fundamental review of commercial services is being undertaken, especially in light of the longer term impact of Covid-19, to identify and assess the options available to address the longer term financial position.
45. Overall, the position is offset by savings elsewhere within the Department, including through managing vacancies in ICT staffing in advance of savings and the early implementation of savings on Insurance, reflecting low levels of claims.

Central

46. The inflation contingency of £13.9m is overspent by £3.2m. The overspend is mainly due to inflation pressures of £9.2m on the Adults and Communities budget, mostly relating to the fee review including implementing new bands and the 2019/20 inflationary uplift, as detailed in a report to the Cabinet on 25 June 2019. This is exceptional compared with previous years (averaging around £4m - £5m). Other pressures include the 2019/20 pay award and an increase to the employer pension contribution rate amounting to £5.3m, and inflation pressures of around £2.6m on highways, transport, waste, energy and other budgets.
47. Central Grants and Other Income budgets are underspent by £0.7m due to an increase in bank interest from higher balances.

48. Other Items (including prior year adjustments) show a net underspend of £2.0m mainly due to a review of prior year open purchase orders and other liabilities that are no longer expected to be incurred.
49. The budget assumed a requirement to increase the General Fund by £6m to cover the forecast deficit in High Needs funding. The worsened position, as set out above, required an additional £1.3m to be contributed to the General Fund in 2019/20 to mitigate the risk that this expenditure cannot be recovered.
50. Additional Business Rates income of £0.5m has been received, mainly relating to an increase in Section 31 grants to compensate for discounts awarded nationally by Government, and additional funding from the national levy account.
51. The Government paid the initial estimate of 2020/21 Section 31 grants of £4.6m at the end of March, as part of its response to the Covid-19 pressures faced by authorities. The £4.6m has been transferred to the Government Cash Flow Funding earmarked fund to be utilised in 2020/21.
52. The Government also paid the first £1.6bn tranche of general Covid-19 grant to local authorities at the end of March. The County Council was allocated £15.1m and that funding has been transferred to the Government Cash Flow Funding earmarked fund and to be utilised to offset Covid-19-related pressures in 2020/21.

Business Rates

53. The latest forecasts for the 2019/20 Leicester and Leicestershire Business Rates Pool and 75% Business Rates Pilot show:
 - Business Rates Pool – a surplus of £8.2m in 2019/20 compared with an original forecast of £8m in January 2019. The surplus is transferred to the Leicester and Leicestershire Enterprise Partnership (LLEP).
 - Business Rates Pilot – a surplus of £14m, to be distributed to the pooling partners. The County Council's share of circa £7m is included in the 2019/20 MTFS as part of the Future Developments Fund. The pilot is for 2019/20 only.
54. Due to the success of the Business Rates Pool a total of £32m will have been retained in Leicestershire, since the first year of operation in 2013/14. The funding, provided to the LLEP, is being used to support a range of infrastructure projects around the County and City. Part of this funding will be received by the County Council to help offset the costs of specific projects which would otherwise need to be funded from the Council's own funding sources.
55. The final position for 2019/20 will be based on returns to be submitted by the billing authorities to the Government. The Cabinet will be updated on the position when details are available.
56. Due to the strong position in 2019/20 the Pool has continued in 2020/21. Initial estimates suggested an improvement on the 2019/20 position, but the impact of

Covid-19 on business rates income and interventions made by Government make the position difficult to forecast.

Overall Revenue Summary

57. Overall, there is a net overspend of £3.3m.
58. In order to balance the 2019/20 outturn position the Revenue Funding of Capital budget has been reduced by £3.3m. This is possible given the level of slippage on the capital programme as set out below and was anticipated when compiling the updated MTFS for 2020-24. The overspend has to be repaid which resulted in a reduction to the funding available for the 2020-24 capital programme.
59. For 2020/21, the significant budget pressures reported during 2019/20 were identified early in the financial year and have been reflected in the new 2020-24 MTFS.
60. Additional pressures brought about by Covid-19 will affect 2020/21 and later years, from additional costs, the loss of income and difficulties with implementing planned savings and the identification of new savings. It is highly likely that there will be a significant recession which may lead to a reintroduction of austerity measures by the Government, including reductions to Settlement Funding allocations.

General Fund and Earmarked Funds

61. The uncommitted General Fund balance as at 31 March 2020 stands at £23.1m (after an addition of £7.3m in 2019/20) which represents 5.9% of the 2020/21 revenue budget, in line with the County Council's earmarked funds policy. The MTFS includes further analysis of the County Council's earmarked funds including the reasons for holding them.
62. The total level of earmarked funds held for revenue purposes as at 31 March 2020 is £46.4m, excluding the ring-fenced Dedicated Schools Grant earmarked fund and monies held on behalf of partnerships, which compares to £36.5m as at 31 March 2019. Earmarked funds for capital purposes total £78.6m as at 31 March 2020 compared with £99.9m at 31 March 2019. Earmarked funds are shown in detail in Appendix C. The main earmarked funds are set out below.

Renewals of Vehicles and Equipment (£3.3m)

63. Departments hold earmarked funds for the future replacement of vehicles (the County Council has a fleet of around 350 vehicles) and equipment such as ICT.

Industrial Properties (£1.1m)

64. These are funds generated from the industrial property portfolio. The fund is used for improvement works included within the capital programme.

Insurance (£12.0m)

65. Earmarked funds of £6.8m are held to meet the estimated cost of future claims to enable the Council to meet excesses not covered by insurance policies and smooth fluctuations in claims between years. The levels are informed by advice from independent advisors. Excesses include:
- Property damage (including fire) £500,000
 - Public / Employers' liability £375,000
 - Professional indemnity £25,000
 - Fidelity guarantee £100,000
 - Money – completely self-insured.
66. The uninsured loss fund of £5.2m is required mainly to meet potential liabilities arising from Municipal Mutual Insurance (MMI) that is subject to a run-off of claims following liquidation in 1992. The fund also covers the period before the Council purchased insurance cover and any other uninsured losses.

Children and Family Services

67. Supporting Leicestershire Families (£1.8m). This earmarked fund is used to fund the Supporting Leicestershire Families service which is providing early help and intervention services for vulnerable families across Leicestershire.
68. Children and Family Services Developments (£1.1m). This fund provides funding for a number of projects such as improving management information, information access and retention and responding to changing requirements as a result of OfSTED and legislation.

Adults and Communities

69. Adults and Communities Developments (£5.0m). This earmarked fund is held to fund a number of investments in maintaining social care service levels and assisting the Department in achieving its transformation. The increase in the fund balance compared to the forecast is due to an underspend on 2019/20 improved Better Care Fund (iBCF) funding. The usage of the fund is agreed with partners and is planned to be used on health integration projects in 2020/21 and later years.

Environment and Transport

70. Commuted Sums (£3.1m). This funding, received from housing developers, is used to cover future revenue costs arising from developer schemes, where the specifications are over and above standard developments (e.g. block paving, bollards or trees adjacent to the highway). These liabilities can arise many years after the funding is received and therefore the balance on this earmarked fund has built up over time.
71. Leicester and Leicestershire Integrated Transport Model (LLITM) (£2.2m). This earmarked fund is income from charging other local authorities for using the

model. Surplus income is added into the fund and will be used to finance activity to refresh the model when required in around 2 years' time.

72. Other £1.1m. These earmarked funds will be used to manage funding of schemes where grant awards and scheme expenditure relate to/occur in different years and will also will fund plant renewal for highway services.

Corporate

73. Transformation Fund (£7.5m). The fund is used to invest in transformation projects to achieve efficiency savings and also to fund severance costs. To achieve the level of savings within the MTFS the Council will need to change significantly, and this will require major investment, including in some of the core 'building blocks' of transformation such as improvements to data quality, and improvements to digital services enabling more self-service.
74. Broadband (£3.4m). This fund was established to allow the development of super-fast broadband within Leicestershire. There is a significant time lag in spending County Council funds as a result of securing grant funding from Central Government and the European Regional Development Fund (ERDF) that required those funds to be spent first and within a set period.
75. Business Rates Retention (£1.6m). This fund was established following the introduction of the Business Rates Retention system in 2013 and is held as a contingency to fund potential shortfalls in business rates income in later years, especially the risk of large appeals and fluctuations in Business Rates income. The fund includes a sum of £0.6m, which represents the County Council's element of the Business Rates Pool contingency of £2m.
76. Inquiry and other costs (£1.0m). This fund is held to provide funding for inquiry and other costs associated with historical child sexual exploitation.
77. Pooled Property Fund(s) (-£24.0m). The Cabinet on 11 September 2015 and 11 October 2016 approved the investment of £15m and £10m respectively of the Council's earmarked funds into pooled property funds. The investments are held to achieve higher returns than if the funds were invested as cash. The investment is funded from the overall balance of earmarked funds and can be realised in the future when required. A cumulative unrealised gain of £1.0m is also included with the fund.
78. Government Cash Flow Funding (£19.7m). The Government paid the first instalment of general Covid-19 grant (£15.1m) and the 2020/21 Business Rates Section 31 grant (£4.6m) in late March 2020. These amounts have been set aside in this new earmarked fund and will be used to fund expenditure in 2020/21.

Capital

79. Capital Financing (£78.6m). This fund is used to hold MTFS revenue contributions required to fund the approved capital programme in future years. The increase at year-end is due to the overall level of slippage on the capital

programme in 2019/20. As revenue funding is less restricted than capital funding, which can only be used to fund new capital expenditure, balances from this fund have been used last. The fund also includes the balance on the future developments fund which is used to support mainly future capital programme developments. This element of the fund has been fully committed but not all spend has yet been incurred. The balance will be held in the capital financing fund to fund the outstanding commitments.

Other / Partnerships Earmarked Funds

80. Dedicated Schools Grant (deficit of £4.1m). DSG is ring-fenced and can only be applied to meet expenditure properly included in the Schools Budget, as defined in the School and Early Years Finance (England) Regulations. This fund is earmarked to meet the revenue costs of commissioning places in new schools, early years and to support pressures on the high needs block. A summary is shown below:

	Schools Block	Early Years Block	High Needs Block	Total
	£m	£m	£m	£m
31-3-19	1.3	0.5	-0.1	1.7
Changes 2019/20	1.9	-0.7	-7.0	-5.8
31-3-20	3.2	-0.2	-7.1	-4.1

81. Within the schools block funding, future DSG allocations for schools growth will be retained and added to the earmarked fund to support the revenue costs of commissioning new schools. The deficit on the high needs block will increase in the medium term until the savings arising from the High Needs Development Plan are delivered. In the short term the surplus on the schools block will partially offset the high needs deficit. The expectation of the Development Plan is to replenish the DSG earmarked fund so that new school funding is not impacted.
82. Leicestershire and Rutland Sport (£1.5m). The main purpose of this earmarked fund is to hold partner contributions until expenditure on the agreed activities has been incurred. A significant part of the services' funding from external agencies is uncertain in nature, so the earmarked fund also allows management of funding variations and a redundancy provision.

CAPITAL PROGRAMME

83. The updated capital programme for 2019/20 totals £171m, including net slippage of £19m from 2018/19.
84. A summary of the capital outturn for 2019/20, excluding schools devolved formula capital, is set out below:

Programme Area	Updated Budget £000	Actual Expenditure £000	Net Variance £000	%
Children and Family Services	25,939	22,747	(3,192)	88%
Adults and Communities	14,083	7,338	(6,745)	52%
Environment and Transport	73,829	40,564	(33,265)	55%
Chief Executive's	710	96	(614)	14%
Corporate Resources	10,908	4,554	(6,354)	42%
Corporate Programme	45,783	38,191	(7,592)	83%
Total	171,252	113,490	(57,762)	66%

85. A summary of the net variance is shown below:

Programme Area	Underspend £000	Overspend £000	Slippage £000	Accelera- tion £000	Total £000
Children and Family Servs.	(1,160)	1,217	(6,547)	3,296	(3,192)
Adults and Communities	(489)	110	(6,373)	7	(6,745)
Environment and Transport	(410)	49	(34,232)	1,328	(33,265)
Chief Executive's	(0)	0	(614)	0	(614)
Corporate Resources	(56)	152	(6,623)	173	(6,354)
Corporate Programme	(1,276)	152	(12,531)	6,063	(7,592)
Total	(3,390)	1,681	(66,920)	10,867	(57,762)
	Net Underspend	1,709	Net Slippage	56,053	

86. The net underspend of £1.7m has been added to the capital financing earmarked fund to offset the shortfall on capital receipts, described later in the report. The net slippage of £56.1m has been carried forward to the capital programme 2020-24 to fund delayed projects.

87. A summary of the key projects delivered and main variations are set out below. Further details of the main variations are provided in Appendix D.

88. Appendix E compares the provisional prudential indicators with those set and agreed by the Council, at its budget meeting in February 2019. These are all within the limits set.

Children and Family Services

Key Projects Delivered

89. Creation of additional school places successfully completed projects at 12 different schools. 1,000 new Primary school places and 32 new Secondary school places were delivered. The SEND programme saw the completion of several schemes to support the High Needs Development Plan. Five new units for pupils with either social, emotional and mental health needs, or communication and interaction needs were delivered, alongside the expansion of existing specialist provisions across the County. Work has also commenced on two new special schools and a number of additional units that will be completed during 2020/21.

Main Variances

90. The year-end position shows a net variance of £3.2m compared with the updated budget. The main variances are due to slippage on the provision of Primary Places £3m, Early Help Building (refurbishment) £0.3m, Strategic Capital Maintenance £0.3m and acceleration of SEND Programme £0.5m.

Adults and Communities

Key Projects Delivered

91. Smart Libraries - completed the installation of Smart technology across Leicestershire libraries to allow library members self-access to the buildings outside of staffed hours.
92. Changing Places - a further two schemes were completed in 2019/20. The facilities are located at John Storer House in Loughborough and Bassett Street Community Hub in South Wigston.
93. New Ashby Court Transitions and Supported Living Scheme - the property purchase was completed in 2019/20 with refurbishment works planned to take place in 2020/21. The site will provide new accommodation for both Transitions and Supported Living service users.

Main Variances

94. The outturn shows a net variance of £6.7m compared with the updated budget. The main variances are due to slippage on the Record Office Relocation £3m, Hamilton Court/Smith Crescent – North West Leicestershire Development £2.5m, Brookfields Supported Living Scheme (refurbishment) £0.4m and Hinckley The Trees (refurbishment) £0.3m.

Environment and Transport

Key Projects Delivered

95. A total of £19.2m has been spent on the preparation of major projects, including:
- M1 J23/A512, £7.1m – the detailed design and construction of improvements to ease congestion and provide access to the West of Loughborough housing development commenced in 2017/18. This major scheme has continued through 2019/20 with a completion on site anticipated in spring 2021.
 - A46 Anstey Lane, £6.1m – the detailed design and construction of improvements to ease congestion and mitigate the Aston Green housing development commenced in 2017/18 and continued in 2019/20 with a completion on site anticipated in summer 2020.
 - Lutterworth East - £2.4m to design highway improvements and provide access to proposed new housing development in Lutterworth (this programme is being paused until funding can be secured).

- Melton Mowbray Eastern Distributor Road, £2.1m – the project to build the distributor road to the east of Melton Mowbray to ease congestion in the town centre and facilitate growth commenced in 2017/18 with anticipated on site advance works starting 2021.
- A511 Major Road Network scheme, £0.9m - to tackle longstanding congestion and traffic related problems on the A511 between Leicester (M1 Junction 22) and the A42 commenced 2019/20 with a completion on site anticipated in December 2024.

96. A total £14.9m was also invested in Highways Asset Maintenance,

- £12.5m on carriageways
- £0.6m on footways and rights of way
- £0.6m on bridge maintenance and strengthening
- £0.4m on flood alleviation
- £0.2m on traffic signal renewal
- £0.6m on other activity including joint sealing.

97. A programme of works at the Recycling and Household Waste Sites (RHWS) and Waste Transfer Stations (WTS) has continued to ensure ongoing environmental compliance and efficient service provision. This included significant improvements at Shepshed Civic Amenity Site and a range of preparatory work in readiness for further site enhancement and development in 2020/21.

Main Variances

98. The year-end position shows a net variance of £33.3m compared with the updated budget.

99. The main variances are:

- M1 Junction 23 / A512, £8.1m slippage - due to delays in the legal agreement being signed with the developers. There was also a delay in mobilisation due to issues with access to the site. The agreement has now been signed and construction works have started.
- Hinckley Hub (National Productivity Investment Fund) £5.3m slippage - due to delays in negotiating with landowners and Gas Works which restricted road works in the area. This has meant that work could only start in March 2020.
- Waste Transfer Station Development £4.6m slippage - due to work commencing later than anticipated while identifying a suitable site. A site has now been identified at Bardon and the scheme can now progress.
- Melton Depot Replacement £3.9m slippage - there is currently no prospect of moving to a new depot site until the Melton Distributor Road is completed and the contractor has moved out.
- Lutterworth East Spine Road £2.2m slippage – initial preparatory works. The Council was unsuccessful with a funding bid for the main project which has now been paused while options are being considered.
- Zouch Bridge £2.1m slippage - after a review of the programme due to increased costs and a Cabinet report earlier in the year.

- County Council Vehicle Programme £1.8m slippage - due to a fleet management review. Whilst the review and the outcomes are considered there is a pause on replacing the fleet.
- Advanced Design £1.2m slippage - due to unsuccessful bid, delaying work and study work for other projects not yet commenced.

Chief Executive's

Key Projects Delivered

100. Rural Broadband Scheme; the County Council has committed to seeking all available options to achieve universal superfast broadband coverage across the County. Phase 3 of the Superfast Leicestershire programme is a key component in working towards this commitment and BT was awarded the contract as the delivery partner on 6 August 2019. Initial deployment of Phase 3, covering the west of the County, is to be completed over two years.
101. SHIRE Community Solutions Grants. The grant provides funding of up to £10,000 per scheme to voluntary and community sector organisations for community based projects that are focused on supporting vulnerable and disadvantaged people and communities. £100,000 was awarded and paid out in 2019/20.

Main Variance

102. The year end position shows a net variance of £0.6m. This is due to delays on phase 3 of the Rural Broadband Scheme relating to the East Leicestershire Programme which is being retendered.

Corporate Resources

Key Projects Delivered

103. Investment in the ICT infrastructure of £0.9m:
- New Storage Area Network
 - Completion of the Rollout of Windows 10 and Microsoft Office 2016 to all Council users to replace Windows 7.
 - Replacement of the Session Border Controllers and Load balancers
104. Investment of £1.4m in the Fit for the Future project.
105. A further £1m has been spent on delivering the Snibston Masterplan, which is due to complete in Summer 2020 and will encompass a new Country Park on the site of the Snibston Discovery site, alongside bike tracks and an extended café offering.

Main Variances

106. The year-end position shows a net variance of £6.4m compared with the updated budget.

107. The main variances relate to slippage on the Watermead Country Park new footbridge £1.8m while discussions between partners continue as to the viability of the scheme; Snibston Country Park Future Strategy land remediation works £1.8m due to the site being investigated for potential use for the Adults and Communities Social Care Improvement Programme (SCIP); and Snibston Country Park Future Strategy £1.7m due to a delay in finalising the Section 106 agreement.

Corporate Programme

Key Projects Delivered

108. During 2019/20 the following investments were made as part of the Corporate Asset Investment Fund:

- £14.9m land acquisition and associated costs for planning and consultancy services as part of the East of Lutterworth Strategic Development plan.
- £13.9m for works at Loughborough University Science and Enterprise Park (part of £22m project).
- £4.7m to further develop Airfield Farm, in Market Harborough.
- £3m development of new industrial units at Coalville Workspace, Vulcan Way.
- £0.5m improvement works to Industrial Properties and Farms owned by the Council.

109. Corporate Energy Strategy, £0.3m investment in upgraded lighting, boilers and heating controls at County Council premises.

Main Variances

110. The year-end position shows a net variance of £7.6m compared with the updated budget.

111. The main variances relate to the Corporate Asset Investment Fund:

- East of Lutterworth Strategic Development Area (land purchase for residential and employment development) – £9.7m slippage, with the final two parcels of land purchase being completed in April 2020.
- Airfield Farm scheme slippage of £0.7m for small snagging works subsequent to completion, alongside a £1m underspend as the project team were able to procure a lower cost construction package.
- LUSEP scheme acceleration of £5.4m.

112. In addition, slippage has also occurred on the Energy Strategy programme, £1.9m as a result of staff changes and a delay to some schemes being delivered.

Capital Receipts

113. The target for new capital receipts for 2019/20 was £9.6m. The actual receipts received were £2m, a shortfall of £7.6m. The shortfall is primarily due to delays

with three large planned sales where planning permission is required. Of these £3m is now expected to be received in 2020/21. An adjustment for the delays and shortfall was included within the MTFs 2020-24.

Capital Summary

114. Overall £113m was invested in capital projects in Leicestershire during 2019/20. This was the highest level of investment in at least the last fifteen years.

115. Overall spend was less than budget by £58m. This was mainly due to major highways projects which require complex agreements with multiple partners.

Corporate Asset Investment Fund

116. A summary of the Corporate Asset Investment Fund (CAIF) position for 2019/20 is set out below:

Asset Class	Opening Capital Valuation	Capital Incurred 2019/20	Change in Valuation	Closing Capital Valuation	Change in Capital Value	Target Net Income	Actual Net Income	Net Income Return
	£000	£000	£000	£000	%	£000	£000	%
Office	27,657	0	-497	27,160	-1.8%	2,373	1,733	6.4%
Industrial	12,479	245	-305	12,419	-2.4%	594	971	7.8%
Distribution	456	1	-1	456	-0.2%	0	24	5.2%
Development(N1)	22,161	37,347	-728	58,780	-1.2%	83	-268	-0.5%
Rural	20,585	313	1,624	22,522	7.8%	463	265	1.2%
Other(N2)	4,344	0	69	4,413	1.6%	276	227	5.1%
Pooled Property	23,110	2,500	-761	24,849	-3.0%	1,000	972	3.9%
Private Debt(N3)	20,890	-757	143	20,276	0.7%	1,000	608	3.0%
TOTAL	131,682	39,649	-456	170,875	-0.3%	5,789	4,532	2.7%

(N1) includes downward adjustment to the opening capital value for the LUSEP project of £12.9m.

(N2) includes vehicle showroom

(N3) principal repaid in 19/20 £0.8m, and unrealised income £0.6m paid on maturity

117. During the year, the fund generated net income returns of £4.5m, or 2.7%. If the development classification was excluded, the return would increase to 4.8%.

118. Overall the fund incurred a net capital valuation loss of 0.3% for 2019/20 (not cash). Returns were lower than normal due to a general deterioration in rental yields in the property sector. This reflects the state of the wider property market. Some of these will return. Property is a long term investment that will incur periods of variation, but over the longer term it is expected that these will recover

in value. More detailed information will be provided in the annual CAIF performance report to the Cabinet in September.

119. The downward adjustment for the opening valuation on the LUSEP project related to a technical change on the valuation, which was based on the pre-let lease agreement on full rental returns, prior to the completion of the scheme. This avoids a double count between the capital additions and the capital valuation.

Equality and Human Rights Implications

120. There are no direct equality or human rights implications arising from the recommendations in this report.

Appendices

Appendix A - Comparison of 2019/20 Expenditure and the Updated Revenue Budget
 Appendix B - Revenue Budget 2019/20 – main variances
 Appendix C- Earmarked Fund balances 31/3/20
 Appendix D - Variations from the updated 2019/20 capital programme
 Appendix E - Prudential Indicators 2019/20

Background Papers

Report to the County Council – 20th February 2019 – Medium Term Financial Strategy 2019/20 to 2022/23

<http://politics.leics.gov.uk/documents/s144416/Report%20of%20the%20Cabinet%20-%20MTFS.pdf>

<http://politics.leics.gov.uk/documents/s144417/MTFS%2019-23%20-%20Cab%208-2-19%20v4%20final.pdf>

Report to the Cabinet – 24th May 2019 – 2018/19 Provisional Revenue and Capital Outturn

<http://politics.leics.gov.uk/documents/s145939/201819%20Provisional%20Revenue%20and%20Capital%20Outturn.pdf>

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APPENDIX A**REVENUE BUDGET 2019/20 - OUTTURN STATEMENT**

	Updated Budget	Actual Expenditure	Difference from Updated Budget	
	£000	£000	£000	%
<u>Schools Budget</u>				
Schools	94,724	92,814	-1,910	-2.0
Early Years	34,427	35,106	679	2.0
DSG Funding	-129,151	-129,151	0	0.0
	0	-1,231	-1,231	
<i>Earmarked fund - start of year</i>			-1,809	
<i>Earmarked fund - end of year</i>			-3,040	
High Needs	67,354	74,344	6,990	10.4
Dedicated Schools Grant (DSG)	-67,354	-67,354	0	0.0
	0	6,990	6,990	
<i>Earmarked fund - start of year</i>			100	
<i>Earmarked fund - end of year</i>			7,090	
<u>LA Budget</u>				
Children & Family Services (Other)	75,125	78,500	3,375	4.5
Adults & Communities	148,209	145,820	-2,389	-1.6
Public Health *	220	83	-137	n/a
Environment & Transport	69,653	71,124	1,471	2.1
Chief Executives	10,973	10,279	-694	-6.3
Corporate Resources	34,124	34,584	460	1.3
DSG (Central Dept. recharges)	-2,379	-2,379	0	0.0
Other corporate savings	-253	0	253	-100.0
Contingency for Inflation	-3,197	0	3,197	-100.0
Total Services	332,475	338,011	5,536	1.7
<u>Central Items</u>				
Financing of Capital	22,600	22,594	-6	0.0
Revenue funding of capital	31,360	31,360	0	0.0
Revenue funding of capital- use of BR Pilot income	6,600	7,094	494	7.5
Central Expenditure	2,812	2,588	-224	-8.0
Central Grants and Other Income	-24,437	-25,175	-738	3.0
Other Items (including prior year adjustments)	0	-2,092	-2,092	n/a
Total Central Items	38,935	36,369	-2,566	-6.6
Contribution to General Fund	6,000	7,300	1,300	21.7
Total Spending	377,410	381,680	4,270	1.1
<u>Funding</u>				
Business Rates - Top Up	-39,674	-39,700	-26	0.1
Business Rates Baseline / retained	-23,455	-23,300	155	-0.7
S31 Grants - Business Rates	-3,585	-3,962	-377	10.5
Business Rates - Levy surplus	-934	-1,142	-208	22.3
Business Rates Pilot - one-off additional income	-6,600	-7,094	-494	7.5
Council Tax Collection Funds - net surplus	-1,539	-1,539	0	0.0
Council Tax	-301,623	-301,623	0	0.0
Total Funding	-377,410	-378,360	-950	0.3
Net Total	0	3,320	3,320	

* Public Health funded by Grant (£24.2m)

General Fund:

Uncommitted Fund b/f	15,806
Increase	7,300
Closing bal	23,106

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Revenue Budget 2019/20 – main variances**Children and Family Services****Dedicated Schools Grant (DSG)**

There is a net overspend of £5.8m. The main variances are:

	£000	% of Budget
DSG High Needs Block (HNB) Reserve Drawdown	5,675	100%
Budget includes an estimated HNB drawdown of £5.6m as the planned in year overspend.		
Special Educational Needs	2,594	4%
The SEND Capital Programme is developing new resource bases with the aim of reducing the reliance on expensive independent sector places. A number of these bases have recently taken their first cohort of students. The increase in demand however has resulted in these places being filled with new demand as opposed to having the desired impact on existing numbers. Due to set-up costs the full effect of the programme won't be seen until future years. Savings against budget have been made in certain provision areas for the current year, but the increased school population and increased demand for support is far exceeding these savings. Additionally, the final choice of place often isn't made until the young people get their exam results in August and is not known at the time of budget setting.		
Early Years / Nursery Education Funding	679	n/a
Increased numbers over the autumn and spring terms has resulted in a overspend during this financial year.		
Schools Growth	-1,852	n/a
This funding has been earmarked to help meet the revenue costs associated with new schools and also for meeting the costs of some funding protection for schools with falling rolls as a result of age range change in other schools. The funding requirements have now been confirmed and a subsequent underspend of £1.9m in 19/20; this will be transferred to the DSG earmarked fund to fund pupil growth in future years.		
High Needs Block Development / Inclusion Partnerships	-1,028	59%
The High Needs Recovery Plan included the further development of 4 inclusion projects by the Secondary Education Inclusion Partnerships (SEIP's) which as a result of the development of the approach to inclusion will now not be progressed. The Recovery Plan also included a number of staffing posts that were recruited to later than expected.		
Education of Children with Medical Needs (CMN)	-342	-59%
Following implementation of the Inclusion Service Review Action Plan, Case reviews have decreased the numbers of young people in the system who are supported back into education at an earlier stage. The underspend is also due to the recoupment of funding from schools for CMN placements.		
Education Sufficiency - Schools Admissions	-58	-35%
Vacant posts recruited to for only part of the year. Also increased income streams via an increase in levels of fines and school appeals.		
Other variances	91	n/a
TOTAL	5,759	n/a

Local Authority Budget

The Local authority budget is overspent by £3.4m (4.5%). The main variances are:

	£000	% of Budget
Operational Placements	1,738	6%
<p>Leicestershire's LAC number at 31/3/2019 was 586 and 12 months on, this number has risen to 646 (10% increase). Although the budget was set on a basis of a 11% increase, the main driver for the current overspend is because some of the children that entered the system have really high and complicated needs which have resulted in weekly costs (£7,500 plus per week) 100% higher than the total average cost of that placement type. Furthermore, whilst the net increase of placement provision has been relatively stable, the increase in the average weekly cost of provision is one of the main drivers behind the current overspend.</p> <p>For example, at the end of the financial year, the average weekly cost to social care of external residential placements has risen from £3,300 per week at the start of the financial year to £3,800 per week currently (15% increase). This is being driven by new placements entering the system at a higher cost than those exiting the system, mainly due to new placements having increased complex needs and also market factors which together have contributed to the increased weekly cost of placements to children's social care.</p> <p>Likewise, a similar trend can be seen in our 16 plus provision type, with the average weekly cost to social care £950 per week at the start of the financial year rising to £1,330 per week by the end of the financial year (40% increase). Again, a similar trend is being seen where new activity hitting the system is managing need of a higher, more complex type than activity exiting the system. For example, at the end of the financial year, this cohort of children included over a half dozen children costing £3,000 per week (200% higher than average cost for this provision type), but potentially could have been costing LCC significantly more had these placements not been stepped down from an external residential placement.</p>		
Children's Social Care Field Work Teams / First Response / Safeguarding	1,662	14%
<p>Recruitment and retention pressures among the Children Social workers workforce across various teams have resulted in a number of positions being filled by agency workers. There has also been increased staffing levels in some services to manage workload capacity based on demand and to provide Assessed and Supported Year in Employment (ASYE) support.</p>		
Children in Care Service	609	31%
<p>Legislation changes around the Personal Advisor duty has resulted in budget pressures for 2019/20. The Act has extended the duty for local authorities to provide support for young people through personal advisors from age 21 to age 25. Recruitment and retention pressures among the Children Social workers workforce across various teams have resulted in a number of vacant positions being filled by agency workers. There is also increased staffing levels in some teams to manage workload capacity based on demand and to provide Assessed and Supported Year in Employment (ASYE) support.</p>		
Fostering & Adoption Service	608	19%
<p>Increased volumes of assessments which require completing in relation to kinship, mainstream and adoption has resulted in externally commissioning these assessments to ensure compliance within court timescales. There is also increased staffing levels in some teams to manage workload capacity based on demand - especially in regards to Kinship care where numbers are increasing above what was expected.</p>		
Asylum Seekers	278	41%
<p>Demand on this budget has significantly increased over the last couple of financial years and has done also this financial year, which has resulted in increased need for additional staffing to manage demand. The majority of these children arrive 'spontaneously' and on arrival are the statutory responsibility of the local authority in which they arrive. The Home Office have increased funding rates this financial year, which based on 18/19 activity, has reduced this years budget pressure by approx £230k, but nevertheless is still not sufficient to plug the overall budget pressure for this financial year.</p>		
Social Care Legal Costs	199	18%
<p>The number of care cases that have been instructed to issue proceedings continues to be needs led, and resulted in the year end position to be overspent with actual need in 19/20 exceeding the budget set, through a combination of volume of proceeding and complexity which at times required counsel and experts to support specific cases.</p>		
Children and Families Wellbeing Service	-960	-10%
<p>Largely due to a combination of staff turnover and in year vacancies.</p>		
Disabled Children Service	-297	-7%
<p>Staff turnover and in year vacancies in addition to reduced demand on direct payments budget.</p>		

Business Support	-158	-4%
Staff turnover and in year vacancies.		
CFS HR - School Redundancies	-129	-9%
Planned HR action plans have had to be delayed as a direct result of the impact of Covid 19.		
Education Children in Care - Virtual School	-128	-21%
Increased Pupil Premium Plus (PPP) income above levels expected which has supported planned expenditure.		
Other variances	-47	n/a
TOTAL	3,375	n/a

Adults & Communities

The Department has a net underspend of £2.4m (1.6%). The main variances are:

	£000	% of Budget
Homecare	1,711	10%
Additional maintenance hours have been commissioned as a result of increased service user numbers receiving a HTLAH service compared with the budget. Current average number of service users is 1870 with an average weekly cost of £197.(Outturn 18/19: Average service users 1770 and weekly cost of £184). This should be considered in conjunction of the decreasing numbers of service users in weekly Direct Payments and the underspend being reported there. Also, over the course of the year additional service users with Homecare packages as part of implementation and rollout of the TOM work to reduce the number of residential care admissions, whilst at the same time reducing the average package size per service user through better commissioning practice.		
Supported Living	1,293	8%
Overspend is a result of the Target Operating Model (TOM) programme a target of moving 5 LD service users per month out from Residential Care into Supported Living. In 2019/20 there are an additional 40 service users receiving Supported Living which is in line with the TOM target. There will now be a delay in further placements due to COVID 19. The opening of the Brookfields during 2020/21 will create additional capacity for service users. There will be a corresponding underspend on Residential Care service user numbers which offsets this		
Care Pathway West - Countywide Services	181	14%
Overspend on staffing budget relating to covering vacancies offset by underspends elsewhere on staffing.		
Community Life Choices (CLC) commissioned services	129	2%
There are approximately 590 service users with an average weekly cost of £100k, which is marginally higher than expected.		
Care Pathway West- Heads of Service & Lead Practitioners	112	NA
Overspend on HOS of £19k relates to staffing cost for AD for temporary cover and £93k relates to old invoices for the Care Act.		
Early Help and Prevention - Carers and community assessment	112	37%
An under accrual of costs from prior years leading to an overspend against this year's budget.		
Commissioning & Quality	109	7%
Additional consultants costs of £100k to support commissioning and staffing overspend of £69k, partly offset by underspends on other items.		
Direct Payments	-1,507	-4%
The underspend is due to the net impact of a 6.9% reduction in number of service users and a 10.4% increase in package price equating to a decrease of £1.5m in total. - There were an average of 2,310 service users per week receiving an average package of £331.89 (2018/19 Outturn: Annual average 2,498 per week with an average package of £292.11). - There were approximately 791 Carers per week receiving an average packaged of £46.60 (2018/19 Outturn: Annual average 492 Carers per week with an average package of £45.32).		
Better Care Fund Contribution	-1,163	-7%
Additional BCF funding was agreed during the year for social care protection and for Invest To Save schemes to reduce demand.		

Residential Care and Nursing	-933	1%
As part of the TOM programme approximately 40 service users have transferred to supported living which has resulted in reduced residential expenditure, c£1.3m. In addition, changes to the LD pool budget arrangements have resulted in a £1.3m reduction in Health related residential care spend offset by a similar reduction in health income. The overall position is also affected by an increase in the provision for unrecoverable debts, £0.2m. There has also been an increase in the average cost of packages due to more complex needs and other fee increases, partly offset by a reduction of the number of service users, net increase of £0.3m. There are an average of 2,377 service users and an average gross care package cost of £770 per week.		
Reablement (HART) & Crisis Response	-687	-15%
Underspend due to staffing vacancies and on travel costs. It is expected that additional resources will be recruited to as part of the Target Operating Model (TOM) work to encourage the transfer from HTLAH reablement into HART however at this stage this has not occurred. A full review will be undertaken once the TOM work is completed.		
Community Life Choices (CLC) / Day Services Team	-629	-22%
Underspend due to changes within the services and service users (CLC policy) and vacancies being held pending the implementation of action plans for co-location as part of saving AC6. Review of service users is still ongoing, action plan will take place once this has occurred.		
Business Support	-315	-17%
Staffing vacancies pending possible changes to internal service during 2020/21.		
Supported Living, Residential and Short Breaks	-302	6%
There has been a reduction in the number of service users at Hamilton Court residential and no new placements being made. Due to this there are staff savings and vacancies at Hamilton Court and The Trees.		
Care Pathway West - Older Adults Team	-144	-5%
Underspend due to staffing vacancies.		
Care Pathway East - Working Age Adults Team	-135	-7%
Underspend due to staffing vacancies.		
Community Care Finance	-120	-11%
Underspend due to staffing vacancies.		
Other variances	-101	n/a
TOTAL	-2,389	n/a

Public Health

The Department has a net underspend of £0.1m. The main variances are:

	£000	% of Budget
Public Health Leadership	249	-1%
Due to underspends elsewhere within the Department, the transfer from earmarked funds to balance the budget is no longer required.		
Sexual Health	134	3%
Sexual Health Services are predominantly paid on activity based demand, with lags in activity data making forecasting difficult. The key areas of budget variation are: Out of Area Genitourinary medicine (GUM) +£52k, CCG Prescribing Costs +£33k and reduced income from CCG +£26k.		
Public Health Advice	-165	-12%
The department received an unexpected grant to support work on the homelessness agenda which they were able to use to support the redesign of the current service to develop longer term saving plans as well as an extension of existing provision whilst this work was carried out. This enabled the department to deliver savings early which was then offset against overspends in sexual health.		
NHS Health Check programme	-147	-27%
Public Health extract data directly from GP surgeries rather than waiting for returns to be submitted; the improved data analysis also reduces the number of duplicate health check claims made. Quarter 1 to 3 claims were 47% lower than the same period in 2018/19 and, therefore, this has resulted in an underspend for 2019/20.		
0-19 Children's Public Health	-81	-1%
Cessation of the Understanding and Managing Risk contract. This contributes to the MTFS savings.		
Other Public Health Services	-71	-26%
A number of potential projects haven't materialised and funding has been received from the NHS for a number of joint PH/NHS initiatives.		
Other variances	-56	n/a
TOTAL	-137	n/a

Environment and Transport

The Department has a net overspend of £1.5m (2.1%). The main variances are:

	£000	% of Budget
Special Educational Needs	2,103	19%
<p>As forecasted and previously reported throughout the majority of 2019/20, there is a significant overspend on SEN transport. This is largely due to continuing growth in demand of users on the previous year, increased solo contracts and greater complexity of transport provision to meet passengers' needs resulting in an average increase in the daily cost of users. The cost per day of providing SEN transport rose rapidly during 2018/19 after budgets were set for 2019/20, and these factors further increased the variance throughout the year.</p> <p>Detailed analysis shows that whilst the proportion of leavers from the service has remained relatively consistent, the number of new entrants to the service is rising significantly - a trend which can also be seen in the number of students with EHCPs and demand on the High Needs Block.</p> <p>The savings associated with the SEN Policy change were not achieved and an increase in expenditure (estimated £400k) resulted due in part to the financial impact of the decision to pause the SEN Post 16 Policy change which resulted in an approximately 285 post 16-18 pupils being awarded traditional transport in July 2019 and the additional cost of contracting transport for these students after the transport review period had been completed leading to less efficient transport planning.</p> <p>A further saving of £200k that was due to be delivered from implementing an Alternative Fleet Provision was been suspended whilst work was undertaken on the SEN post-16 PTB pause. Additionally, £72k of legal costs for the Judicial Review are included in the outturn position.</p>		
Public Bus Services	716	35%
<p>Overspend partly due to the cost of subsidising additional bus services / routes that became no longer commercially viable during 2018/19 and 2019/20.</p> <p>Local bus service savings were being implemented during 2019/20 as part of the Passenger Transport Policy (PTP) project. Phasing and delays in implementing some savings has also contributed to the overspend position.</p> <p>In addition to this, Park and Ride site cost have been higher than budget, income from the P&R employers' parking scheme has been lower than expected and income from concessionary travel reimbursements has been lower than the budgeted figure.</p>		
Reactive Maintenance (Structural & Safety)	486	28%
<p>Overspend due to number of out of hours responsive calls, additional costs for Safety barrier retensioning works for safety critical works and additional resources required to repair defects within policy times.</p>		
Environmental Maintenance	377	10%
<p>Overspend due increased gully clearing and drainage works from higher number of defects being identified which require resolving.</p>		
Recycling & Household Waste Sites	276	9%
<p>Overspend due to lower than anticipated income for recyclables. This area has a lot more recycling of paper, textiles and scrap metal prices and the price for these has fallen during 2019/20.</p>		
Treatment Contracts	264	2%
<p>More waste went to Refuse Derived Fuel (RDF) and Energy from Waste (EfW) in 2019/20 and less to landfill (see below). This led to an overspend on treatment contracts and an underspend on landfill.</p>		
Social Care Transport	211	6%
<p>Overspend related to increased spending on adult social care transport in 2019/20. Outturn position also affected by non-achievement of planned savings.</p>		
Winter	169	6%
<p>A number of routes required gritting at the start of the financial year. The budget is set for a mild winter but the levels of gritting required during the winter exceeded this level.</p>		
Management and Training Costs	116	14%
<p>Overspend relates to additional agency staff supporting contracts for the department and implementing new processes. In addition the new AD post had been budgeted for 6 months however due to finding an appropriate candidate this post was filled early.</p>		

Concessionary Travel and Joint Arrangements	115	2%
Overspend due to additional anticipated concessionary travel reimbursement costs to one bus operator relating to the period from 2017/18 to 2019/20. These estimated costs have arisen following a review of payments made for the past three years as requested by the DfT. This review considered the methodology for splitting bus routes between rural and non-rural journeys. Further work still needs to be undertaken to confirm the figures, but a reserve creditor has been entered to recognise the likely cost. This is likely to also have an impact on future year budgets.		
Speed Awareness	110	n/a
Overspend due to maintenance contract of average speed camera, the first year of the maintenance was included in the tender for average speed cameras and subsequent years had additional costs. The pilot was only anticipated for one year but was extended thus meaning additional maintenance requirements for the assets to keep routes safe.		
Traffic Controls	110	9%
Overspend relates to additional surveys and red routing for safety reasons		
Landfill	-556	-9%
Underspend arose due to more waste going to Refuse Derived Fuel (RDF) and Energy from Waste (EFW) rather than landfill. In addition, tonnages were also slightly lower than budgeted.		
Highways Design & Delivery - Staffing, Admin & Depot Overhead Costs	-434	29%
Additional income generated from large capital projects being worked on by Engineering services department. There is also additional demand in network management team which is generating additional income and also recharges to capital from highways Delivery works is higher than budgeted.		
Staffing & Admin Commissioning	-429	-30%
Additional contribution from capital related works and also S106 travel packs sent out and therefore additional staffing contributions.		
Street Lighting Maintenance	-398	-15%
Underspend due to reduced resources able to deliver works programme on non illuminated signs, underspend on energy budgets and CMS hosting costs not as high as anticipated in addition some works due to take place in March were not able to be completed due to COVID and so this increased the underspend.		
Dry Recycling	-282	-15%
Whilst income from recyclable materials has dropped over the year, initially it was higher than forecast which has resulted in an underspend. This is due to favourable prices for plastics.		
Haulage & Waste Transfer	-266	-15%
Haulage underspend of £147k was achieved. This underspend arose due to lower waste tonnages and more haulage to non landfill treatment which is lower cost on the whole. In addition to this, an underspend of £119k was realised for Waste Transfer Station, largely due to WTS compensation payments for previous years' performance and savings on contract hire following purchase of two loading shovels.		
Staffing & Admin (H & T Network management)	-259	-69%
Additional income from S278, S38 & S184 and additional recharges to capital works offset by a reduction in pre-planning application income.		
Mainstream School Transport	-197	-5%
Underspend due to a reduction in pupil numbers and fewer contracted services required.		
Waste Income	-178	13%
Underspend due to additional tonnages from trade waste.		
HS2	-170	-43%
Underspend: budget set using other authorities broad estimates as a benchmark. In the first year of LCC direct HS2 expenditure has been lower than anticipated. However should the HS2 review be favourable, demand in this service is anticipated to increase.		
Ash Dieback	-118	-30%
The underspend relates to the number of claims for Ash Dieback being lower than anticipated. Whilst the Ash Dieback work continues to increase a new process is required so that works relating to Ash Dieback and general forestry work can be separately identified, which has meant a lower number of claims in 19/20 than anticipated. The new process to separate these works will be in place for 20/21 so that Ash Dieback work and general forestry works can be separately identified.		
Departmental Costs	-111	-26%
Underspend has arisen largely due to an underspend on the computing services budget. This has arisen due to lower than expected costs on software licences.		

Composting Contracts	-110	-7%
Underspend due to lower tonnages of green waste and also some green waste collection services were stood down in March due to Covid-19.		
Waste Initiatives	-88	-28%
Underspend includes £42k underspend in Climate Action Plan budget. Although projects have been identified, not all expenditure was incurred during 2019/20. Outturn position also includes a variety on small underspends on Waste and Environment initiatives.		
Other variances	14	n/a
TOTAL	1,471	n/a

Chief Executives

The Department has a net underspend of £0.7m (6.3%). The main variances are:

	£000	% of Budget
Coroners	172	17%
The overall trend is an increase in the volume and complexity of cases as a result of an increase in population numbers and a change in the scope of inquests subject to coronial inquiry. The contribution to Leicester City Council was substantially above the budgeted amount this financial year.		
Business Intelligence	69	6%
Overspend is due to additional C&FS work, additional Tableau consultancy/training costs and a reduction in income from University Hospitals of Leicester (UHL) and schools.		
Planning Services	-286	-64%
Two major planning applications were received early in the financial year and a further application was received in October.		
Legal Services	-110	-5%
Staffing vacancies are the main cause of the underspend. Solicitor posts, which were vacant at the beginning of the financial year, are still proving difficult to recruit to. This is offset by an £80k variance on recharges.		
Democratic and Admin	-190	-13%
A review of the staffing structure has resulted in a large underspend. Agency staff have only remained in post until the end of December 2019.		
Trading Standards	-167	-11%
The underspend is due to a delay in recruiting to vacancies, underspend against specialist training and additional income late in the financial year from National Trading Standards.		
Registrars	-80	50%
Wedding Certificate income was above budget which offset minor overspends on staff and running costs.		
Other variances	-102	n/a
TOTAL	-694	n/a

Corporate Resources

The Department has a net overspend of £0.5m (1.3%). The main variances are:

	£000	% of Budget
Commercial Services	2,626	-97%
Continuing challenges from a 2018/19 outturn overspend of £0.4m, pay inflation of £0.8m (incorporating the impact of the National Living Wage) and the 2019/20 savings target of £0.5m meant that 2019/20 was a tough trading year for Commercial Services. Challenging market conditions, the need for staff reviews across several services, staff absences and the impact of Covid-19 have all provided further challenges. Overall the service was just in surplus, returning a net contribution of £74,000 compared with a budgeted contribution of £2.7m.		
Major Improvements Work	190	8%
Overspend significantly due to investment in large programmed schemes aimed at reducing ongoing costs through proactively targeting work at buildings/blocks which required frequent reactive maintenance work.		

Customer Service Centre	166	8%
The Customer Service Centre is facing increased pressures and has only achieved previous years savings target as a result of one off savings from attrition. In order to maintain service levels, the business has agreed to over recruit by ten posts to ensure attrition is covered. Additionally, Customer Service assistants have recently had their posts regraded, increasing expenditure by £70k per annum. Additional workloads were also experienced from changes in legislation from August 2019 regarding Blue Badge eligibility for people with		
County Hall & Locality Offices	162	6%
There is considerable pressure on premises related spend for council offices throughout the county. There are increased security, cleaning, lower income than expected and energy efficiency schemes being implemented later than budgeted for. Covid-19 has also had an impact e.g. signage, cleaning and sanitary measures.		
Libraries & Community Premises Costs	137	13%
Relates to the rates bill (£109k) for the Industrial Heritage Museum "Snibston" which is subject to a rating appeal but has not progressed enough to have reasonable certainty to accrue possible repayment. Also additional security costs at the Snibston site £40k.		
Vacant Properties	84	54%
Overspend due to significant costs related to securing properties.		
Information & Technology	-1,057	-11%
The Information & Technology Service have carried some vacancies since last financial year awaiting an Action Plan to review middle management of the service. The action plan is now completed, and posts are starting to be filled, but some vacancies still exist, resulting in underspends across the service.		
Insurance	-710	-18%
Early achievement of MTFS savings in relation to contributions to liabilities. Earmarked funds held are at an appropriate level and the service are able to bring forward this saving which would see contribution to earmarked funds reduce from £1.1m to £0.8m. In addition, it has been possible to reduce the uninsured losses earmarked fund due to a reduction in estimated liabilities.		
Corporate Projects / Unallocated	-573	n/a
Contributions from earmarked funds including reduced provision required for doubtful debts		
Strategic Finance - Accounting	-210	-9%
Staffing vacancies £0.1m and earmarked fund release £0.1m		
Learning and Development	-136	n/a
Reduced use to contribute to overall departmental position		
Other variances	-220	n/a
TOTAL	459	n/a

APPENDIX C**EARMARKED FUND BALANCES**

	Revised Balance 01/04/19 £000	Forecast Balance 31/03/20 £000	Actual Balance 31/03/20 £000
Renewal of Systems, Equipment and Vehicles			
Children & Family Services	1,370	770	1,076
Adults & Communities	70	70	74
Environment & Transport	1,000	830	926
Corporate Resources	1,710	1,260	1,195
Trading Accounts			
Industrial Properties	1,560	1,310	1,094
Insurance			
General	7,100	7,620	6,400
Schools schemes and risk management	510	510	374
Uninsured loss fund	5,330	5,330	5,258
Committed Balances			
Central Maintenance Fund	110	0	0
Community Grants	300	300	295
Other			
Children & Family Services			
Supporting Leicestershire Families	1,580	1,690	1,781
C&FS Developments	1,510	1,010	1,129
Youth Offending Service	570	550	560
Special Educational Needs Disability (SEND)	0	0	0
School Based Planning	390	210	186
Innovation Fund - Practical Excellence	210	210	210
Adults & Communities			
A&C Developments	5,580	4,090	4,998
Adult Learning Service	0	0	46
Public Health	320	320	458
Environment & Transport			
Commuted Sums	3,050	2,590	3,136
E&T Developments/ advanced design	790	250	344
Civil Parking Enforcement	330	230	260
Waste Developments	730	530	554
Section 38 Income	490	50	487
Section 106	240	100	127
Leicester & Leicestershire Integrated Transport Model (LLITM)	2,350	2,230	2,183
Other	1,340	910	1,076
Chief Executive			
Community Planning	20	0	16
Economic Development-General	650	510	512
Legal	150	150	149
Signposting and Community Support Service	80	20	18
Chief Executive Developments	450	450	451
Corporate Resources			
Corporate Resources Developments	260	180	50
Leicestershire Schools Music Service	230	100	160
Other	80	80	347
Corporate:			
Transformation Fund	11,710	7,650	7,478
East Midlands Shared Services - IT development	390	390	391
Elections	380	580	577
Broadband	3,620	3,210	3,388
Business Rates Retention	2,500	1,570	1,568
Inquiry and other costs	1,160	910	1,035
Corporate Projects	400	0	164
Car Leasing	0	0	128
Pooled Property Fund investment *	-24,110	-24,110	-23,962
Government Cash Flow Funding	0	0	19,687
TOTAL	36,510	24,660	46,384
Capital (Revenue Funding)			
Capital Financing (phasing of capital expenditure)	99,850	42,660	78,605
Total	99,850	42,660	78,605
Schools and Partnerships			
Dedicated Schools Grant	1,710	-3,900	-4,051
Health & Social Care Outcomes	820	820	819
Leicestershire Safeguarding Children Board	50	20	83
East Midlands UASC Recruitment Project	0	0	679
Domestic Abuse – Pooled Budget	0	0	52
Leicestershire & Rutland Sport	1,330	1,230	1,455
Leics Social Care Development Group	40	0	41
East Midlands Shared Services - other	250	200	272
Emergency Management	270	270	414
Total	4,470	-1,360	-236

* Pooled Property Fund investments - funded from the overall balance of earmarked funds

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Capital Budget 2019/20 – main variances**Children and Family Services**

Net variance of £3.2m. The main variances are:

	£000
Provision of Additional Primary Places	-3,047
<p>1) Project at Blaby Thistly Meadow has slipped by £1.4m due to planning issues as the site is on a flood plain, the structure will have to be raised up to overcome the problem.</p> <p>2) A project at Thurnby Fernvale has slipped by £0.8m, due to issues with ownership of the brook which runs along the site and an easement to Severn Trent which required a full re-design of the scheme which delayed the programme. The project is now expected to complete during the Summer break in time for the new academic year.</p> <p>3) Rothley Primary Phase 1 has slipped by £0.5m due to delay in implementing a minor works contract as well as planning difficulties. In the absence of the Minor Works frameworks the scheme went to a larger contractor from the SCAPE framework which proved to be too costly due to the small scale of the project and made the scheme unviable. The site is constrained and therefore had to be re-designed to make the scheme deliverable within the budget allocation. The re-design and procurement issues have delayed the programme.</p> <p>4) Newbold Verdon has underspent by £0.5m. The original scheme was costed at £1.5m. However subsequently the project was cost effectively redesigned through more efficient use of planned spaces, reducing the overall size of the build.</p>	
SEND Programme	511
<p>In order to deliver the High Needs Recovery Plan and enable lower cost local places to be available to deliver the required revenue saving a number of schemes to create capacity in special needs units and special schools were accelerated.</p>	
Early Help - Building reconfiguration and refurbishment	-296
<p>This relates to the reconfiguration and refurbishment of three buildings to be used by Early Help. The initial absence and subsequent delay in implementing a corporate Minor Works Contract, has caused significant delays on this project. Works were expected to start early in the new financial year, although the buildings are currently being temporarily used for the LA's COVID19 response, so this may delay the start of the scheme. Only fees have been incurred in 19/20, with the remainder of the budget to be slipped into 20/21.</p>	
Strategic Capital Maintenance	-286
<p>Due to the nature of the works that fall under this heading, elements of works that were ordered were not able to be completed during term-time and had been scheduled for the Easter break. Therefore slippage due to the timing of Easter this year (falling entirely in the next financial year).</p>	
Other variances	-74
TOTAL	-3,192

Adults & Communities

The Department has a net slippage of £6.7m. The main variances are:

	£000
Records Office Relocation	-2,989
<p>A Partner workshop took place on 6 September 2019 to confirm the detailed working relationships. The business case has required a major re-write due to the number of significant changes to the design and was submitted to the Departmental Transformation Delivery Board on 15th January. There was a delay to the appointment of the design architect and issues with contracts. Therefore delaying to commencement of work, this was further exacerbated by the impact of Covid-19, this has led to slippage into 2020/21 and 2021/22. The programme is still expected to deliver within the overall approved budget.</p>	
Hamilton Court/Smith Crescent - NWL Development	-2,451
<p>Slippage due to change of programme of works and procurement route. Pre-construction works completed in January 2020 after which construction works commenced. The project is expected to complete in 2021/22.</p>	

Brookfields Supported Living Scheme (refurbishment)	-378
Programme of works schedule for late in 2019/20 leading to slippage. Work on-site was then paused at onset of Covid-19 when the lockdown started until social distancing measures could be put in place on-site, the scheme is expected to complete in 2020/21.	
Hinckley, The Trees (refurbishment)	-339
Project delayed while confirming requirements. Work then on-site paused at onset of Covid-19 when the lockdown started until social distancing measures could be put in place on-site. The works recommenced on site on 14th April with further approved welfare and social distancing measures in place.	
SCIP - Sileby, Heathcotes Drive	-243
The property purchase was going to be completed in late March but was put on hold due to the Covid-19 situation. It is anticipated that the purchase will progress in 2020/21.	
HART Rostering System	-146
The system tender value was significantly below the estimated value, £105k. The balance of £41k relates to slippage on system implementation. The implementation of the system started in mid-May and the expectation is that the system will be live by July 2020.	
Mobile Library Vehicles	-133
The final vehicle was delivered in 2019/20. No further expenditure on mobile library vehicles is anticipated. The surplus is an underspend.	
Other variances	-65
TOTAL	-6,744

Environment and Transport

The Department has a net slippage of £33.3m. The main variances are:

	£000
Melton Mowbray Eastern Distributor Road	224
Acceleration due to pre-construction and additional ground investigation works.	
Capital Maintenance - Preventative	197
Overspend due to the demand on pre surface dressing work being higher than anticipated from increasing deterioration of the roads.	
M1 Junction 23 & A512	-8,094
Slippage due to delays in the legal agreement being signed with the developers. There was also a delay in mobilisation due to issues with access to the site. The agreement has now been signed and construction works have started. Grant funding from DfT has timings attached to it and so this funding will be used first to ensure conditions are met.	
National Productivity Investment Fund (NPIF) - Hinckley Hub	-5,316
Slippage of budget due to delay in negotiating with land owners and Gas Works which restricted road works in the area. This has meant that work could only start in March 2020 and so minimal expenditure occurred this year. Careful monitoring will take place as the funding is time limited and due to expire March 2021. The project will first spend any NPIF and time sensitive money which will help to mitigate this risk.	
Waste Transfer Station Development	-4,562
Slippage due to work commencing later than anticipated while identifying a suitable site. A site has now been identified at Bardon and the scheme can now progress. However, due to the delays the project will now mostly fall in 2020/21.	
Melton Depot - Replacement	-3,851
The Winter 2019/20 service was provided out of existing depot due to one-year extension of lease being granted. Winter 2020/21 onwards there is currently no prospect of moving to the new depot site until the Melton Distributor Road is completed and contractor has moved out and so short term options are being investigated. Design work will continue on the long term option but this cannot be developed at this time.	
Lutterworth East - Road	-2,194
Slippage due to full allocation of budget in this financial year (additional budget agreed mid year) whereas some of the spend will now be in 2020/21 as per the latest information from contractor. The Council was unsuccessful with a funding bid for this project so work will be paused for now.	

Zouch Bridge Replacement	-2,051
Delays to the programme following increased cost estimates resulting in a review of the programme and a cabinet report relating to funding.	
County Council Vehicle Programme	-1,781
Slippage of budget due to a fleet management review which is now complete with actions and outcomes being considered. Whilst the outcomes are being considered there is a pause on replacing the fleet.	
Advanced Design	-1,211
Slippage due to unsuccessful bid, delaying work and study work for other projects not yet commenced.	
A511 Major Road Network (MRN)	-613
Slippage due to delays with regards to signing of contract with suppliers and planning works.	
A46 Anstey Lane	-608
Slippage due to time taken to ensure that the best value for money was being received and external funders acceptance of the overall cost of the scheme. Latest forecast based on Contractors programme of works.	
Capital Maintenance - Restorative	-540
Slippage in programme due to resources being reallocated to other safety critical works which were required to ensure the network was kept safe after high levels of rainfall.	
M1 Junction 20a	-413
Slippage due to works being progressed more slowly as there is a decision to be taken by the strategic growth board on how to progress this project in relation to Lutterworth East.	
Capital Maintenance - West Lane / Victoria Road	-406
Slippage due to remedial works still being actioned on the project which will now occur in 20/21.	
Kibworth Site Redevelopment	-374
Slippage due to progress being slower than planned as dependencies with another project required a revised delivery timeframe is now in place.	
Croft Office Block Improvements	-361
Underspend due to the project being stopped as savings identified for the scheme to go ahead were not achievable.	
Flood Alleviation Schemes	-322
Slippage due to several small programmes being delayed until next financial year and a contribution confirmed from the Local levy for which works will commence next year.	
Design Fees	-296
Slippage due to lower than anticipated design fees on projects but with bigger projects in the future MTFS these costs are expected to start to increase.	
Traffic Counter Renewals and Surveys	-224
Slippage due to trial period for new equipment which if successful will be procured next year.	
Other variances	-470
TOTAL	-33,266

Chief Executives

The Department has a net slippage of £0.6m. The main variances are:

	£000
Rural Broadband Scheme - Phase 3	-610
Phase 3 contract let for West Leicestershire. East Leicestershire programme had to be re-tendered as no credible bids were received and the previous main contractor did not submit a bid. The new procurement process is now underway.	
Other variances	-4
TOTAL	-614

Corporate Resources

The Department has a net slippage of £6.4m. The main variances are:

	£000
Workplace Strategy - End User Device (PC, laptop)	173
Acceleration of agreed budget for 2020/21 to forward fund work to procure laptops for A&C to support the Target Operating Model initiative.	
Watermead Park Footbridge and Cycleway	-1,836
The scheme is now on hold as one of the landowners on which the bridge will be located is reconsidering their involvement in the project. Conversations are continuing between County Council, Leicester City Council and the land owners on the potential viability of this scheme.	
Snibston & Country Park Future Strategy - Land Remediation works	-1,824
Works to remediate the land have been put on hold, while the site is investigated for potential use by the Social Care Investment Programme (SCIP).	
Snibston & Country Park Future Strategy - Masterplan	-1,683
The anticipated budget has not been spent as originally profiled as there was a delay in signing the S106 agreement, leading to a delay in the planning decision being issued. The work and budget will slip into 2020/21 to be completed.	
Workplace Strategy (WPS)	-497
Budget was built in for Workplace Strategy related schemes which would derive savings related to CR3. Workplace Strategy Business Case was been approved by CMT and work will now begin to progress. Funding will be slipped into 20/21 when roll out of the WPS was due to begin but may be reconsidered in light of the current Covid-19 pandemic.	
ICT - LAN Edge Refresh (Remote Sites)	-450
Equipment orders placed on 3rd March, but delivery has been delayed due to Covid-19. The latest estimate is delivery after June 2020.	
ICT - Marval Replacement Programme	-120
Two year programme is due to begin in 2020/21 as other priorities and calls on resources have taken precedence.	
Firewall Replacement	-100
Programme is due to begin in 2020/21 as other priorities and calls on resources have taken precedence.	
Other variances	-18
TOTAL	-6,355

Corporate Programme

The programme has a net slippage of £7.6m. The main variances are:

	£000
CAIF - Loughborough University Science & Enterprise Park (LUSEP)	5,399
The scheme was accelerated to enable the tenant to complete possession in summer 2020. There are some additional snagging works to be undertaken, including the fit out of the second floor, for which £510k additional budget was agreed by Cabinet (171219) and added to the 20/21 Capital Programme.	
CAIF - Lutterworth East Development (Phase 2)	436
Further work is being undertaken in relation to the initial delivery stage of the project. This includes costs associated with the delivery options appraisal, alongside designing the first phase development platforms, establishing the design code and providing a utilities strategy. Acceleration of £1.1m in 2020/21	
CAIF - Quorn Barrow Road Industrial Units	108
The scheme was accelerated in advance of works in 2020/21.	
CAIF - Sysonby Farm site preparation	105
Initial site preparation in advance of works in 2020/21. Funding will be accelerated from 20/21.	
CAIF - East of Lutterworth SDA	-9,689
The completion of the purchase of the final two parcels of land associated with this scheme was completed just after year end, at the beginning of April 2020.	

Energy Strategy	-1,922
Schemes progressing, but often takes significant time for schemes to be approved and progress to operational stage. As such, majority of budget has slipped into next financial year, but should be required as a number of schools are in conversation with the LCC Energy team to progress. Slippage also due to a changeover in staff within the Energy team, alongside additional work required to support reducing Carbon emissions which has deflected staff time elsewhere.	
CAIF - Airfield Business Park Phase 1	-1,785
Build now complete, although with a few snagging issues to be resolved. Includes £1m underspend in part due to procuring a lower cost construction package through the OJEU process alongside some changes to the scheme	
Industrial Properties General Improvements	-233
Reduced spend in 2019/20 as schemes started later than planned and then delays due to Covid 19.	
CAIF - Leaders Farm Site Infrastructure	-146
Scheme now completed. Underspend as a result of works to top road off and ground works being lower cost than anticipated.	
Other variances	135
TOTAL	-7,592

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APPENDIX E**PRUDENTIAL INDICATORS 2019/20**

	Original Indicator	Forecast as at 20/01/2020	Provisional Actual as at 31/03/2020
Actual Capital Financing Costs as a % of Net Revenue Stream	5.40%	4.90%	4.90%
Capital Expenditure (£000's) (excluding Schools devolved formula capital)	160,000	137,300	113,490
Operational Limit for External Debt (£000's)	265,300	265,300	265,300
Authorised Limit for External Debt (£000')	275,300	275,300	275,300
Interest Rate Exposure – Fixed	50-100%	100%	100 %
Interest Rate Exposure – Variable	0-50%	0%	0 %
Capital Financing Requirement (£000's)	247,000	238,000	238,484
Actual debt as at 31/3/2020 (£000's)	263,600	263,600	263,600

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**CABINET - 23 JUNE 2020****ANNUAL TREASURY MANAGEMENT REPORT 2019/20****REPORT OF THE DIRECTOR OF CORPORATE RESOURCES****PART A****Purpose of Report**

1. The purpose of this report is to advise the Cabinet of the action taken and the performance achieved in respect of the treasury management activities of the Council in 2019/20.

Recommendation

2. The Cabinet is asked to note this report.

Reason for Recommendation

3. The Authority's full adoption of the CIPFA Code of Practice for treasury management requires an annual report on Treasury Management activity and performance to be considered by both the Cabinet and the Corporate Governance Committee before the end of September each year.

Timetable for Decisions (including Scrutiny)

4. Under the CIPFA Code of Practice it is necessary to report on treasury management activities undertaken in 2019/20 by the end of September 2020.
5. The Corporate Governance Committee will consider a report on 12 June 2020 and any comments will be reported to the Cabinet.

Policy Framework and Previous Decisions

6. The Authority adopted the revised CIPFA Code of Practice for treasury management in February 2010. Treasury management issues are now reported to either the Corporate Governance Committee or the Cabinet. Approval of the annual Treasury Management Strategy remains the responsibility of the County Council which it considers as part of the MTFs each year.

Resource Implications

7. Treasury management is an integral part of the Council's Finances. Interest of £2.5m was generated through treasury management activities and interest paid on external debts was £15.2m

Circulation under the local Issues Alert procedure

8. None

Officers to Contact

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PART B

Background

9. The term treasury management is defined as: -

“The management of the organisation’s investments and cash flows, its banking, money market and capital market transactions; the effective control of the risks associated with those activities; and the pursuit of optimum performance consistent with those risks”.
10. The Director of Corporate Resources is responsible for carrying out treasury management on behalf of the County Council, under guidelines agreed annually by the County Council.

Treasury Management 2019/20

11. The Treasury Management Policy Statement for 2019/20 was agreed by the full Council on 20 February 2019, in relation to the sources and methods of borrowing and approved organisations for lending temporarily surplus funds.
12. The criteria for lending to Banks are derived from the list of approved counter parties provided by the County Council’s Treasury Management advisors, Link Asset Services. The list is amended to reduce the risk to the County Council by removing the lowest rated counterparties and reducing the maximum loan duration.
13. During the year all outstanding loans were repaid on time with the interest due.
14. For local authority lending the policy is unchanged with no loans permitted in excess of 12 months duration or £10 million in value. In 2019, Moody’s, one of the world’s best-known credit rating agencies, re-affirmed its view that the UK local government sector has a high credit quality. The implication being that the sector continues to be a good risk for lenders. There were no new loans made to Local Authorities during the year.
15. In 2016 it was agreed that any counterparty that was downgraded whilst a loan was active, and where the unexpired period of the loan, or the amount on loan, would then breach the limit at which a new loan could be made to that counterparty, this would be included in the quarterly treasury management report to the Corporate Governance Committee. There was only one such incident during 2019/20. Following granting of loans to Goldman Sachs’ their credit default swap price (a measure of risk) changed, causing the maximum length of loan to reduce from 6 months to 100 days, although the bank’s credit rating remained unchanged. This reduction was reversed a few days later and Goldman’s maximum loan length reverted to 6 months. The Council had £25m of loans with the bank at the time.
16. Since August 2018 the UK base lending rates had been maintained at 0.75% until March 2020. However, due to the clear and obvious economic threat posed by the coronavirus outbreak, there were two emergency cuts in the interest rate, in March 2020, by the monetary policy committee, from 0.75% to 0.25% and then to 0.1%. It is now unlikely to rise for the next two years pending a protracted recovery of the

economy from this significant setback. There is even some speculation in the press recently that the Bank of England is considering moving to negative interest rates. Due to this, investment returns remained low in 2019/20 and are likely to remain low for the foreseeable future.

17. Due to the coronavirus epidemic, investments during the last month of the financial year (March 2020) were kept to a minimum while financial markets and credit ratings stabilised.
18. While the Council has taken a cautious approach to investing, it is also fully appreciative of changes to regulatory requirements for financial institutions in terms of additional capital and liquidity that came about in the aftermath of the financial crisis. These requirements have provided a far stronger basis for financial institutions, with annual stress tests by regulators evidencing how institutions are now far more able to cope with extreme stressed market and economic conditions.
19. On the debt portfolio, no new loans were taken. A total of £0.5m was repaid in the year which was in respect of three equal instalments of principal loans, thereby reducing the overall balance of the loan portfolio.
20. The Authority has not raised any external loans since August 2010 and external debt is around £100m lower than it was at its peak in November 2006. There are no current plans to raise any further external debt in the short to medium, however this will need to be considered as part of the next MTFS given the coronavirus epidemic. Opportunities to reduce it will be considered if they are cost effective.
21. The economic outlook for the U.K. is dire (it is likely the economy is already in recession) and further austerity measures may be forthcoming to pay for Central Government support through the COVID-19 epidemic and likely falling tax revenues. Increasing levels of unemployment and business failure, as well as being detrimental to the local economy, will also impact directly on the County Council's core funding levels through reductions in council tax and business rate income.

Position at 31st March 2020

22. The Council's external debt position at the beginning and end of the year was as follows: -

	31 st March 2019			31 st March 2020		
	Principal	Average Rate	Average Life	Principal	Average Rate	Average Life
Fixed Rate Funding						
- PWLB	£160.6m	6.77%	31 yrs	£160.1m	6.77%	30 yrs
-Market	£ 0.0m	n/a	n/a	£ 0.0m	n/a	n/a
Variable Rate Funding:						
- Market (1)	£103.5 m	4.37%	1 yr	£103.5m	4.37%	1 yr
Total Debt	£264.1m	5.83%	20 yrs	£263.6m	5.83%	20 yrs

(1) The lenders all have an option to increase the rates payable on these loans on certain pre-set dates, and if they exercise this option we can either repay or accept the higher rate. The average life is based on the next option date.

23. The position in respect of investments varies throughout the year as it depends on large inflows and outflows of cash. Over the course of the year the loan portfolio (which includes cash managed on behalf of schools with devolved banking arrangements) varied between £227m and £284m, and averaged £257m. Investments as at 31 March 2020 were £227m.

Debt Transactions

24. The Council began the financial year £17.6m over-borrowed compared with the amount required to fund the historic capital programme - the Capital Financing Requirement.
25. Although the term over borrowed suggests an unusual situation it is simply caused by the County Council setting aside money each year so that when loans become due they can be repaid. Historically this situation did not arise because new borrowing was undertaken each year. For the last ten years there has been no requirement to borrow to fund the capital programme (which leads to debt financing costs that fall on the revenue budget), and also the Government's change a number of years ago to award grants to fund the capital programme rather than the previous approach of supported borrowing. Ideally the situation would be remedied by repaying loans early. However, given the large penalties that would be incurred from early repayment the position is unlikely to change unless long-term interest rates rise significantly.
26. It is expected that the overborrowed position will reverse due to the requirement to fund the new capital programme for 2020-24, a total of £222m is included – due to the level of cash balances held it is expected that the additional funding requirement will be funded internally without raising any new external debt. This will save over £60m in interest payments.
27. At the end of the financial year, after the repayment of debt and setting aside funding for the Minimum Revenue Provision (MRP) - (£10m) to ensure that loans raised to finance capital expenditure are paid off over the longer term, the Council was £25m over-borrowed.
28. The lack of opportunity to reduce the debt portfolio because of historic stagnant interest rates makes the punitive redemption costs prohibitive. The debt portfolio stands at £263.6m and the average pool rate 5.83%.
29. Only £0.5m of repayments were made during the year meaning that the average pool rate was stagnant.

Investments

30. The loan portfolio produced an average return of 1.00% in 2019/20, compared to an average base rate of 0.70% and the average 7-day LIBID (London Interbank Bid

Rate) index (representative of what could be achieved if only short-term loans within the money market were made) of 0.54%.

31. The loan portfolio has outperformed both the average base rate and the average 7-day LIBID in every one of the last 25 years, which is when the figures started to be produced. The level of the out performance is flattered somewhat by the significant over performance achieved both during and in the immediate aftermath of the credit crunch. The average rate of interest earned on the portfolio in the last 25 years is 3.73%, and this compares to an average base rate and the average LIBID index which have both produced a return of 3.1%.
32. The variability of balances makes it difficult to calculate the excess interest that the over performance has achieved over the whole of the 20+ year period for which performance records are available, but it is estimated to be at least £29m. Almost half of this added value came in the five financial years from 2008 to 2013, which can be categorised as the start of the banking and a period in which a number of loans placed during the financial crisis were earning interest at rates that (relative to base rates) were extraordinary.
33. The appendix to this report shows the weighted average rate of return for Leicestershire County Council (0.86%) against other councils in its benchmarking group (0.73%) and other County Councils (0.74%) during 2019/20. This shows the Council has outperformed its peers in its benchmarking group and other counties.
34. The above paragraphs exclude investments relating to private debt. The total value of private debt investment as at 31st March 2020 was £19.2m and is performing in line with expectations.

Summary

35. Treasury Management is an integral part of the Council's overall finances and the performance of this area is very important. Whilst individual years obviously matter, performance is best viewed on a medium / long term basis. The action taken in respect of the debt portfolio in recent years has been extremely beneficial and has resulted in significant savings. Short term gains might, on occasions, be sacrificed for longer term certainty and stability.
36. The loan portfolio has produced an exceptional level of over performance in the period in which performance figures have been calculated. Adding significant value in a period of extremely low interest rates is very difficult. Ironically a period in which there begins to be differentiation in expectations for both the pace and extent of future base rate rises will make the cash sums that can be gained larger, whilst also giving a higher level of risk that the decisions taken might retrospectively prove to be sub-optimal. Given that interest rates are unlikely to rise for the next two years, low levels of returns are likely to continue and the cost of getting investment decisions wrong is unlikely to be significant.

Equality and Human Rights Implications

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

Background Papers

Report to County Council on 20 February 2019 – 'Medium Term Financial Strategy 2019/20 – 2022/23' - 'Treasury Management Strategy Statement and Annual Investment Strategy 2019/20' and 'Financial Plan' appendices:

<http://politics.leics.gov.uk/ieListDocuments.aspx?CId=134&MId=5125&Ver=4>

Appendix

Leicestershire County Council Investment Portfolio Benchmarking Analysis March 2020

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Leicestershire County Council

Investment Portfolio Benchmarking Analysis March 2020

Group Members:

Amber Valley Borough Council
City Of Lincoln Council
Doncaster Metropolitan Borough Council
Leicestershire County Council
Lincolnshire County Council
Melton Borough Council
North Kesteven District Council
Nottingham City Council
Nottinghamshire Fire And Rescue Service
South Kesteven District Council
The Police And Crime Commissioner For Lincolnshire
West Lindsey District Council

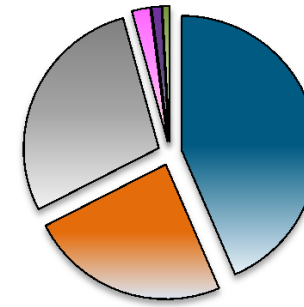
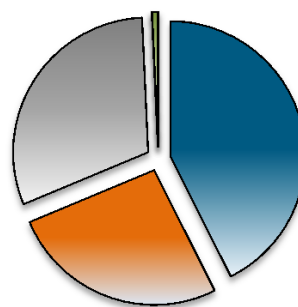
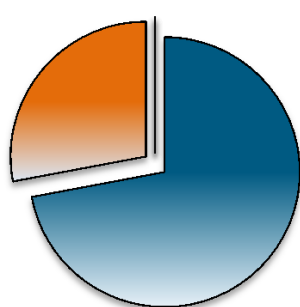
Leicestershire County Council

Summary Sheet

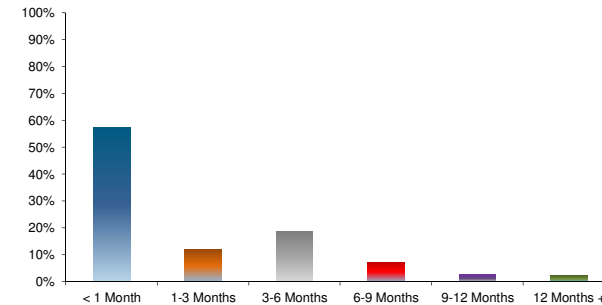
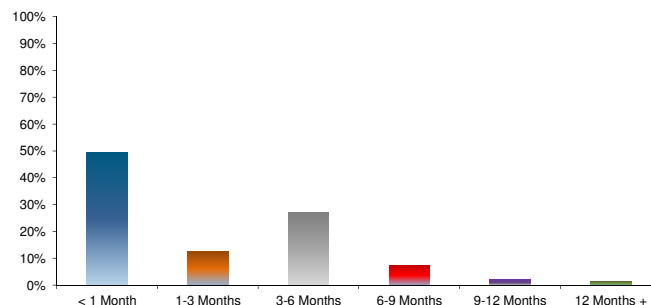
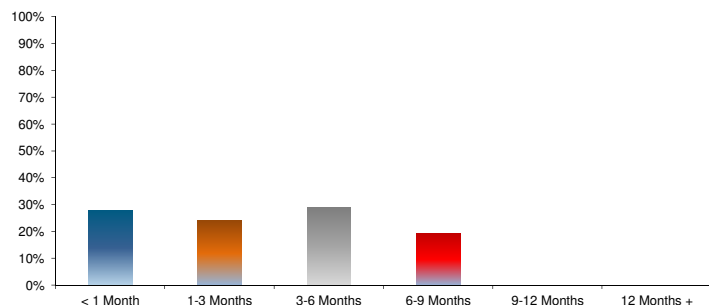
Leicestershire County Council		Benchmarking Group 11 (12) Basic Portfolio Characteristics	English Counties (14)
WARoR	0.86%	0.73%	0.74%
WAM	105	80	72
WATT	239	150	137
WA Credit Risk	4.13	2.80	2.51
Model WARoR	0.80%	0.71%	0.69%
Difference	0.06%	0.02%	0.05%
Model Band	0.70% - 0.90%	0.61% - 0.81%	0.59% - 0.79%
Performance	Inline	Inline	Inline

Asset Breakdown

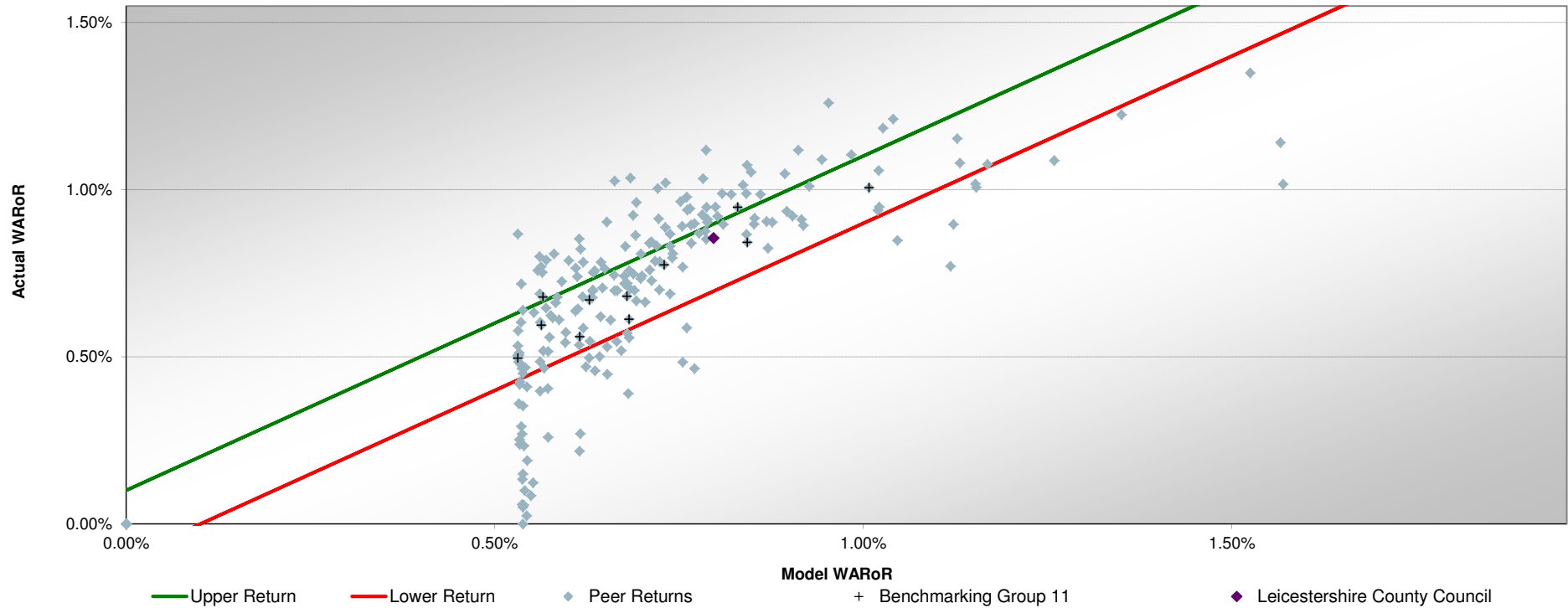
- Fixed Deposits
- Calls & O/N
- MMFs
- USDBFs
- Struct. Prods.
- Bonds
- CDs



Maturity Profiles



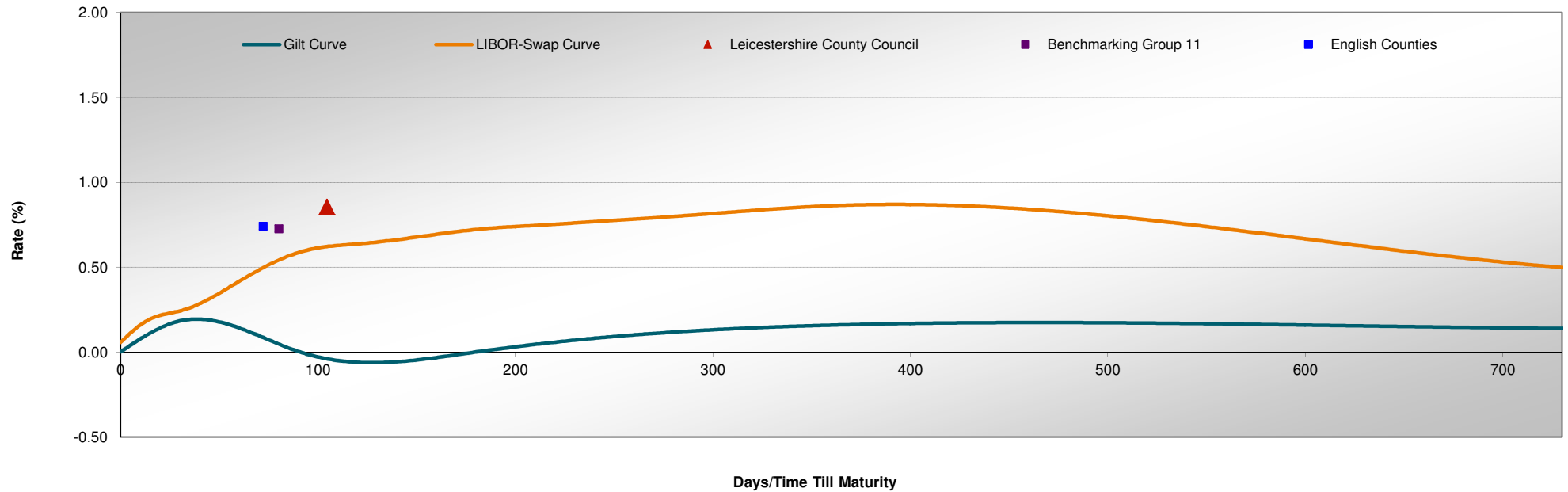
Population Returns against Model Returns



	Actual WARoR	Model WARoR	Difference	Lower Bound	Upper Bound	Performance
Leicestershire County Council	0.86%	0.80%	0.06%	0.70%	0.90%	Inline

Leicestershire County Council

Returns Comparable Against the Risk-Free Rate and LIBOR Curve



	WARoR	WAM	WATT	WARisk	Gilt	LIBOR-Swap	Difference		Model Bands	Performance
							Gilt	LIBOR-Swap		
Leicestershire County Council	0.86%	105	239	4.13	-0.04%	0.62%	0.90%	0.23%	0.70% - 0.90%	Inline
Benchmarking Group 11	0.73%	80	150	2.80	0.05%	0.54%	0.68%	0.19%	0.61% - 0.81%	Inline
English Counties	0.74%	72	137	2.51	0.09%	0.49%	0.65%	0.25%	0.59% - 0.79%	Inline

Leicestershire County Council

Peer Comparison

Leicestershire County Council		Benchmarking Group 11 (12)		English Counties (14)		Population Average (217)	
Basic Characteristics							
Principal	£208,221,000	£72,633,575		£218,413,695		£74,498,425	
WARoR	0.86%	0.73%		0.74%		0.71%	
WAM	105	80		72		70	
WATT	239	150		137		152	
WA Credit Risk	4.13	2.80		2.51		2.81	
Portfolio Breakdown							
Fixed Deposits	72.04%	42.60%	10	43.54%	12	44.93%	175
Calls & O/N	27.96%	26.09%	11	23.93%	13	26.76%	179
MMFs	0.00%	30.58%	9	28.27%	13	25.01%	144
USDBFs	0.00%	0.00%	0	2.20%	2	1.43%	11
Struct. Prods.	0.00%	0.00%	0	0.00%	0	0.05%	3
Bonds	0.00%	0.00%	0	1.19%	1	0.65%	7
CDs	0.00%	0.72%	1	0.86%	2	1.17%	21
Institution Breakdown							
Banks	92.80%	43.01%	11	41.02%	14	43.38%	201
Building Socs.	7.20%	4.62%	4	1.07%	3	3.92%	52
Government	0.00%	21.79%	8	27.27%	11	25.89%	142
MMFs	0.00%	30.58%	9	28.21%	13	24.92%	143
USDBFs	0.00%	0.00%	0	2.20%	2	1.43%	11
MLDBs	0.00%	0.00%	0	0.00%	0	0.00%	0
Other	0.00%	0.00%	0	0.24%	1	0.48%	10
Domestic/Foreign Exposure							
Domestic	85.59%	63.57%	11	64.91%	14	70.32%	210
Foreign	14.41%	5.85%	4	4.69%	7	3.30%	48
MMFs	0.00%	30.58%	9	28.21%	13	24.95%	143
USDBFs	0.00%	0.00%	0	2.20%	2	1.43%	11
Maturity Structure							
< 1 Month	27.96%	49.46%		57.44%		58.05%	
1-3 Months	24.01%	12.46%		11.94%		12.04%	
3-6 Months	28.82%	27.01%		18.59%		18.83%	
6-9 Months	19.21%	7.42%		7.25%		5.75%	
9-12 Months	0.00%	2.15%		2.53%		3.42%	
12 Months +	0.00%	1.50%		2.24%		1.92%	

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Leicestershire County Council

Detailed Peer Comparison

Leicestershire County Council					Benchmarking Group 11 (12)					English Counties (14)						
	%	WARoR	WAM	WATT		%	WARoR	WAM	WATT	n		%	WARoR	WAM	WATT	n
Asset Breakdown																
Fixed Deposits	72.04%	0.98%	103	289		42.60%	0.92%	104	234	10		43.54%	0.98%	97	206	12
Calls	27.96%	0.54%	109	109		26.09%	0.57%	70	70	11		23.93%	0.57%	52	52	13
Overnight	0.00%	0.00%	0	0		0.00%	0.00%	0	0	0		0.00%	0.00%	0	0	0
MMFs	0.00%	0.00%	0	0		30.58%	0.51%	0	0	9		28.27%	0.49%	0	0	13
USDBFs	0.00%	0.00%	0	0		0.00%	0.00%	0	0	0		2.20%	0.26%	0	0	2
Structured Prods.	0.00%	0.00%	0	0		0.00%	0.00%	0	0	0		0.00%	0.00%	0	0	0
Cert.of Deposit	0.00%	0.00%	0	0		0.72%	0.99%	7	30	1		0.86%	0.94%	9	39	2
Gov. Bonds	0.00%	0.00%	0	0		0.00%	0.00%	0	0	0		1.19%	0.08%	0	1	1
Corp. Bonds	0.00%	0.00%	0	0		0.00%	0.00%	0	0	0		0.00%	0.00%	0	0	0
MLDB Bonds	0.00%	0.00%	0	0		0.00%	0.00%	0	0	0		0.00%	0.00%	0	0	0
Institutional Breakdown																
Banks	92.80%	0.86%	112	243		43.01%	0.83%	101	180	11		41.02%	0.74%	57	139	14
Building Socs.	7.20%	0.80%	15	183		4.62%	0.93%	32	80	4		1.07%	0.69%	67	104	3
Government	0.00%	0.00%	0	0		21.79%	0.83%	91	169	8		27.27%	0.98%	117	200	11
MMFs	0.00%	0.00%	0	0		30.58%	0.51%	0	0	9		28.21%	0.49%	0	0	13
USDBFs	0.00%	0.00%	0	0		0.00%	0.00%	0	0	0		2.20%	0.26%	0	0	2
MLDBs	0.00%	0.00%	0	0		0.00%	0.00%	0	0	0		0.00%	0.00%	0	0	0
Other	0.00%	0.00%	0	0		0.00%	0.00%	0	0	0		0.24%	1.40%	37	52	1
Foreign Breakdown																
Domestic	85.59%	0.85%	99	238		63.57%	0.77%	109	203	11		64.91%	0.82%	88	162	14
Foreign	14.41%	0.86%	135	245		5.85%	0.33%	37	93	4		4.69%	0.74%	52	157	7
MMF	0.00%	0.00%	0	0		30.58%	0.51%	0	0	9		28.21%	0.49%	0	0	13
USDBFs	0.00%	0.00%	0	0		0.00%	0.00%	0	0	0		2.20%	0.26%	0	0	2
Sovereign State Breakdown																
UK	85.59%	0.85%	99	238	UK	63.57%	0.77%	109	203	11	UK	64.91%	0.82%	88	162	14
AUS	9.61%	0.76%	119	275	QAT	3.03%	0.19%	18	46	2	AUS	2.84%	0.41%	33	135	6
DEN	4.80%	1.06%	167	185	AUS	1.52%	0.15%	18	53	2	SING	1.07%	0.13%	19	49	2
					SING	0.76%	0.15%	11	39	2	GER	0.44%	0.12%	25	52	2
					DEN	0.40%	0.09%	14	15	1	DEN	0.34%	0.08%	12	13	1
					GER	0.14%	0.07%	13	30	1						
Sovereign Rating Breakdown																
AA-	85.59%				AA-	66.60%					AA-	64.91%				
AAA	14.41%				AAA	2.83%					AAA	4.69%				

Since MMFs are ring-fenced institutions and do not belong to a specific country, the sovereign breakdowns will exclude them from the analysis. As a result the "% of Portfolio" may not add up to 100%.

Benchmarking Rationale and Methodology

The aim of this benchmarking model is to compare portfolio weighted average rate of returns (WARoR) by adjusting for the risks inherent in the portfolio. The main risks in cash portfolios are:

- Maturity Risk
- Credit Risk

As such, the model must normalise WARoRs by adjusting for these risks so as to calculate risk-adjusted returns, or "Model WARoR". The risks the model looks at include:

- Maturity Risk
- Credit Risk
- Change in the shape of the yield curve

This will account for the majority of all risk in the portfolio, however, there will still be some "model uncertainty" as no model can fully explain each WARoR. The difference in model WARoR and actual WARoR may be due to the following reasons:

- Timing differences
- Higher diversification
- Tilt towards a particular asset type or institution type that is extraordinarily paying an above market rate (e.g. special tranche rates)

As a result, the model will build "Standard Error Bands" around the model WARoR calculated so as to adjust for this model uncertainty. This gives us a range for where the actual WARoR should fall. If the actual WARoR is above this upper band, then we would say the client is above on a risk-adjusted basis given the risks inherent in the portfolio. If the actual WARoR is below the lower band, then we would say the client is below on a risk-adjusted basis given the risks inherent in the portfolio.

Model Band Some values when compared to the Model Band will fall outside the range even if the value appears to be equal to the minimum or maximum. This is due to rounding the data to two decimal places within Excel.

For example:
The value returned is 0.9512 and the range is 0.9541 – 1.2321. When rounded the data will be represented as 0.95 and a range of 0.95 – 1.23, although this appears to be in line with the range the underlying data will actually fall outside.

Definitions

WARoR	Weighted Average Rate of Return	This is the average annualised rate of return weighted by the principal amount in each rate.
WAM	Weighted Average Time to Maturity	This is the average time, in days, till the portfolio matures, weighted by principal amount.
WATT	Weighted Average Total Time	This is the average time, in days, that deposits are lent out for, weighted by principal amount.
WA Risk	Weighted Average Credit Risk Number	Each institution is assigned a colour corresponding to a suggested duration using Link Asset Services' Suggested Credit Methodology. 1 = Yellow; 1.25 = Pink 1; 1.5 = Pink 2, 2 = Purple; 3 = Blue; 4 = Orange; 5 = Red; 6 = Green; 7 = No Colour
Model WARoR	Model Weighted Average Rate of Return	This is the WARoR that the model produces by taking into account the risks inherent in the portfolio.
Difference	Difference	This is the difference between the actual WARoR and the model WARoR; Actual WARoR minus Model WARoR

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**CABINET – 23 JUNE 2020****MELTON MOWBRAY DISTRIBUTOR ROAD****REPORT OF THE CHIEF EXECUTIVE, DIRECTOR OF CORPORATE
RESOURCES AND DIRECTOR OF ENVIRONMENT AND
TRANSPORT****PART A****Purpose of the Report**

1. The purpose of this report is to advise the Cabinet of the latest position with regard to acceptance of the Housing Infrastructure Fund (HIF) grant offer for the southern section of the Melton Mowbray Distributor Road (MMDR). A supplementary report will be circulated to members.

Recommendations

2. The Cabinet is asked to have regard to the information in this and the subsequent supplementary report and consider the Council's response to Melton Borough Council and Homes England concerning the HIF grant offer.

Reason for Recommendations

3. To agree the position to be adopted by the County Council.

Timetable for Decisions (including Scrutiny)

4. No firm information can be given at this stage.

Policy Framework and Previous Decisions

5. The report to the Cabinet in November 2019 advised of a successful HIF bid for the southern section of the MMDR and discussions with Melton Borough Council.
6. On 24 March 2020 the Cabinet considered a report regarding concerns that Melton Borough Council had not undertaken the necessary work on masterplanning to provide assurance that the County Council could accept the grant offer from the Ministry of Housing, Communities and Local Government (MHCLG) and Homes England towards the cost of the southern section of the MMDR.

Resource Implications

7. The level of transport investment required to support growth across Melton is substantial. The County Council's potential financial exposure to deliver the scale of infrastructure required to support growth in Melton is currently estimated to require around £160m gross investment - roughly £100m for roads and £60m for schools. Those are 2019 and pre-Covid costs and will increase. They can be reduced due to the funding awarded from the Local Authority Majors Fund (£49m for the northern and eastern sections of the MMDR) and the HIF grant offer (£15m for the southern section). Most of the remaining costs would have to be recouped in later years through developer contributions. There are evidently significant financial risks to the Authority.

Circulation under Local Issues Alert Procedures

8. This report has been circulated to members representing electoral divisions in the Melton area: Mr. J. T. Orson CC, Mr A. E. Pearson CC, Mrs P. Posnett MBE CC, and Mr J. B. Rhodes CC.

Officers to Contact

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Email: ann.carruthers@leics.gov.uk

Chris Tambini
Director of Corporate Resources
Tel: (0116) 305 6199
Email: chris.tambini@leics.gov.uk

PART B

Background

9. The known infrastructure costs to build the whole of the MMDR (northern/eastern and southern sections) and provide appropriate schools are in the region of £160m at 2019 and pre-Covid estimates.
10. The HIF bid towards delivery of the southern section of the MMDR has potentially secured £15m, but this still leaves an estimated balance of around £100m to be identified.
11. The offer of HIF funding from the Government (MHCLG/Homes England) for the southern section of the MMDR requires the County Council as the bidder to meet a range of pre and post contract conditions. The County Council has to provide a detailed programme and strategy to secure planning permission for the housing applications as well as a procurement strategy for the delivery of housing and the road.
12. The County Council has to be in a position where it can accept those conditions in the context of significant financial risk. In that context and with a view to the financial viability of the Southern Sustainable Neighbourhood (as per Melton Borough Council's Local Plan) whose development is reliant on the MMDR southern section, the Cabinet at its meeting on 24 March 2020 resolved to undertake a fresh masterplanning exercise on the Borough Council's behalf. That was rejected by Melton Borough Council.

Equality and Human Rights Implications

13. The MMDR Southern section was identified in the Melton Local Plan as essential for the delivery of the planned growth in the district. The Plan itself was subject to an Equality and Human Rights Impact Assessment. Any future scheme will be subject to further assessment in line with the County Council's policy and procedures, and more detailed assessments of specific proposals will be undertaken as they come forward through the planning process.

Environmental Implications

14. An environmental impacts study was carried out as part of the HIF bid development process to inform the WebTAG assessment. In accordance with relevant regulatory requirements, more detailed assessments of specific proposals would be undertaken through the planning process.

Background Papers

Report to the Cabinet on 22 November 2019: Melton Mowbray Local Plan Delivery Partnership - HIF Bid Update - <https://bit.ly/3fc69UP>

Report to the Cabinet on 24 March 2020: Melton Mowbray Distributor Road - <https://bit.ly/2zogPjT>

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**CABINET – 23 JUNE 2020****COALVILLE TRANSPORT STRATEGY****REPORT OF THE DIRECTOR OF ENVIRONMENT AND TRANSPORT****PART A****Purpose of the Report**

1. The purpose of this report is to advise the Cabinet of the outcomes of recent refreshed transport study work and the implications that this has for:
 - taking forward the ongoing development and delivery of a Coalville Transport Strategy (CTS), of which the A511 Growth Corridor Major Road Network scheme is a significant element; and
 - North West Leicestershire District Council's 'Section 106 policy for the delivery of infrastructure in Coalville', which provides a basis for securing developer contributions towards projects covered by the CTS.

Recommendation

2. It is recommended:
 - (a) That the ongoing work to support North West Leicestershire District Council (NWLDC) to deliver the successful growth and evolution of Coalville and of Ashby-de-la-Zouch (Ashby) be noted;
 - (b) That it be noted the outcomes of the recent transport study work:
 - (i) further evidences the importance of achieving the delivery of the A511 Growth Corridor Major Road Network scheme, without which growth in the area is forecast to have severe residual cumulative highway impacts;
 - (ii) evidences that transport projects in addition to the Major Road Network scheme are still required in and around Coalville and Ashby in order to mitigate forecast severe residual cumulative highway impacts;
 - (c) That the revised list of projects covered by the Coalville Transport Strategy (CTS) as set out in paragraph 51 and in Appendix A to this report be approved;
 - (d) That no changes be sought to the general level of developer contributions requested towards delivery of the CTS through NWLDC's 'Section 106 policy for the delivery of infrastructure in Coalville';

- (e) That the County Council as the Local Highway Authority (LHA) uses the outcome of the recent study work to inform its advice to NWLDC on development proposals and developer contributions in and around Coalville and Ashby;
- (f) That it be noted that there may be circumstances where the County Council as Local Highway Authority (LHA) will advise NWLDC to refuse development proposals on highways grounds regardless of a suggested developer contribution towards delivery of the CTS; and
- (g) That the County Council works with NWLDC to produce a formal CTS document.

Reason for Recommendations

- 3. To ensure that the County Council as the LHA is using the most up-to-date evidence in seeking developer contributions from proposals in and around Coalville and Ashby and in providing highways advice to NWLDC, and to ensure that it continues to be in a strong position in circumstances where planning appeals are lodged by applicants in the light of the LHA's advice to NWLDC.
- 4. The total cost of the A511 Major Road Network project and additional junction mitigation measures now identified exceed that on which the level of developer contributions was originally based but in light of the many uncertainties arising from the Covid19 pandemic it is considered that it would be unwise to seek to increase the level of contributions requested.
- 5. The preparation of a formal CTS document will ensure that this information is available in the public domain in a clear and non-technical format.

Timetable for Decisions (including Scrutiny)

- 6. At the time of writing, NWLDC has yet to confirm the timetable for reporting this matter to its Members.

Policy Framework and Previous Decisions

- 7. The third Leicestershire Local Transport Plan (LTP3), approved by the County Council in March 2011, contains six strategic transport goals. Goal 1 is to have a transport system that supports a prosperous economy and provides successfully for population growth. The LTP3 sets out the County Council's approach to achieving this, namely to improve the management of the road network and continuing to address congestion issues.
- 8. The Enabling Growth Action Plan, approved by the Cabinet in March 2015, identifies the A511 Coalville Growth Corridor as a priority for the County Council. In September 2015 the Cabinet considered a report on the review of the Medium-Term Financial Strategy and Investment Proposals and agreed areas for investment, including £2 million to enable the modelling and advanced design of highways infrastructure schemes, including in and around Coalville. In November

2015 Cabinet prioritised development of a package of infrastructure to deliver growth in Coalville concentrating on the A511 and Bardon Link Road.

9. In November 2018 the Cabinet approved the Strategic Growth Plan (SGP), which provides an agreed local framework for considering the longer term needs of the area. Coalville has been identified as an 'Area of Managed Growth in Local Plans' where it is recognised as being under intense pressure for development and has made substantial provision within and on the edges of the existing town. Much of this has still to be built and is dependent upon new local infrastructure.
10. In March 2019, the Cabinet approved the development of a package of measures along the A511/A50 corridor ('A511 Growth Corridor') and that that package should be the Council's priority for bidding for Major Road Network (MRN) funding in the period 2020 to 2025. In November 2019, the Cabinet approved the commitment of further resources and actions to take forward delivery of the A511 Growth Corridor scheme.
11. In March 2020, the Cabinet approved the 2020/2021 Highways and Transport Capital and Works Programmes.

Resource Implications

12. Since its inception, it has always been envisaged that the CTS would be delivered through a mixture of public and private (developer) funding.
13. The total cost of the A511 Growth Corridor scheme alone is currently £49m including further development costs, of which £42m is expected to be met from MRN funding should the bid to Government be successful. The remaining £7m represents the local contribution requirement, e.g. found from developer contributions.
14. It was always envisaged that as part of the CTS additional interventions would be required to support the growth in the area. Based on the outcomes of the most recent transport study work (as discussed in Part B of this report), the total additional cost of these additional interventions is likely to run to several million pounds (i.e. above and beyond the total cost of the MRN project).
15. Whilst funding is available within the 2020/2021 Highways and Transport Programmes to take forward work to further develop the CTS, no funding is available to contribute towards scheme delivery. Thus, funding will continue to be sought from other sources, including via NWLDC's 'Section 106 policy for the delivery of infrastructure in Coalville'.
16. It is also likely that bids will be made for future Government funding to help to deliver CTS projects; this has already been the case with Growth Deal monies and National Productivity Investment Fund monies previously secured to deliver some improvements along the A511 Growth Corridor, and with the current MRN bid.
17. The Director of Corporate Resources and the Director of Law and Governance have been consulted on the content of this report.

Circulation under the Local Issues Alert Procedure

18. This report has been circulated to members representing divisions in North West Leicestershire: Mr. J. G. Coxon CC, Mr. T. Pendleton CC, Dr. T. Eynon CC, Mr. M. B. Wyatt CC, Mr. S. D. Sheahan CC, Mr. D. Harrison CC, Mr. N. J. Rushton CC, Mr. T. Gillard CC.

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PART B

Background

Strategic Growth Plan (SGP) Context

19. In the medium to longer-term the SGP places an emphasis on delivering growth in the Leicestershire International Gateway to the north of the North West Leicestershire District. In the more immediate term, i.e. around the end of this decade, the adopted North West Leicestershire Local Plan (Local Plan) has a very strong focus of delivering growth in and around Coalville and Ashby. In this respect, the CTS is primarily focused on dealing with that known, planned growth and not the longer-term SGP growth.
20. Under the auspices of the County Council's overall approach to growth delivery, led and managed by the Growth Unit in the Chief Executive's department, additional evidential work and strategies (including transport) will need to be jointly developed to deliver the necessary infrastructure required to delivery growth in the Gateway.
21. This matter has been discussed with the Growth Unit which agrees with the approach being taken.

Rail Considerations

22. The CTS does not as yet embrace rail, so the reopening of the Leicester to Burton railway line to passenger traffic has not been considered as part of the most recent work. However, the Campaign for the Reopening of the Ivanhoe Line (CRIL) has recently been awarded funding by Government to revisit the case for the line's reopening and continues to receive assistance from County Council officers. Short to medium term investment in highway infrastructure that removes potential barriers to housing growth in Coalville and Ashby may help to bolster the case to reopen the line; more houses equates to great levels of population thereby increasing potential levels of demand for a rail service between Leicester and Burton.

Coalville Transport Strategy

23. Congestion on the A511 Growth Corridor has been a longstanding issue recognised by both NWLDC and the County Council. In 2008 studies were commissioned jointly between the County Council and NWLDC to aid understanding of the causes of the traffic problems in and around Coalville and Ashby and identify measures required to enable the area's continued strategic growth.
24. As originally envisaged, the CTS included the following junctions:
 - A42 Junction 13
 - Swannington Road Roundabout ('Hoo Ash Roundabout')
 - Thornborough Road Roundabout
 - Whitwick Road Roundabout
 - Broom Leys Road Cross Roads

- Bardon Road Roundabout (eastern end of Stephenson Way)*
- Reg's Way Roundabout ('Birch Tree Roundabout')
- Beveridge Lane Roundabout
- Stanton Lane Roundabout ('Flying Horse Roundabout')
- M1 Junction 22
- Central Cross Roads ('Hugglescote Crossroads')

*Part of the Bardon Link Road - see paragraph 25

25. The CTS also originally referenced the Bardon Relief Road (BRR), a scheme which, in practice, would have paralleled the A511 between its junctions with Stephenson Way and Reg's Way. However, even before the most recent study work, other evidence had demonstrated that there was no likely business (funding) case for that project. Instead, a Bardon Link Road is being pursued in conjunction with housing development to the south east of Coalville that does provide some benefits in terms of mitigating the impacts of development traffic on Bardon Road (as described in the next section of this report).
26. Since the original CTS was developed, some improvements have been delivered in the A511 corridor, including at M1 J22 and A42 J13 (partly funded by Growth Deal monies). It should be noted that in respect of the latter junction, insufficient funding was available at the time to fund the full scheme necessary to provide for even the then planned levels of growth and only the 'bronze scheme' was delivered. It is also against the list above that developer contributions have hitherto been sought and successfully secured through NWLDC's 'Section 106 policy for the delivery of infrastructure in Coalville'.
27. Additionally, proposals for growth in North West Leicestershire have continued to evolve. For example, the Local Plan identifies the need for the area to provide for a minimum of 9620 dwellings in the period 2011 to 2031, with the bulk of that requirement being met in and around Coalville and Ashby. Likewise, the Local Plan has a focus of continuing to provide for employment land needs in and around these two settlements.
28. Finally, the A511 Growth Corridor MRN project has been developed, which whilst in many ways responding to the changed circumstances set out above, has implications for the CTS. Furthermore, whilst the MRN project overlaps with that list of junctions listed at paragraph 24 (see also appendix A), it is important to stress that:
 - it was developed in accordance with national and regional (Midlands Connect) criteria for MRN projects; and
 - to provide the best value for money / strongest business case when assessed against those criteria and the Government's normal business case requirements for transport projects; and
 - thus, was never meant to - or ever likely to - deliver all of the measures required along the A511 corridor to deal with growth in Coalville and Ashby, let alone embrace the entirety of the junctions listed above.

29. Accordingly, despite previous investments in highway improvements and the proposed MRN scheme, these alone will not be sufficient to address the impacts of planned growth in Coalville and Ashby. Thus, whilst there have been many changes in circumstance, it remains clear that alongside growth proposals, there is still a need to continue to provide a coherent, justified and evidenced transport strategy which links the delivery of new homes, jobs and services within the area to the provision of a package of transport measures.
30. As circumstances evolve, it is important to ensure that the County Council as the LHA continues to review its position to ensure that it is in the most robust position possible to seek developer contributions and to provide advice to NWLDC. Hence, the decision was taken to refresh the evidence base for the CTS and to revisit its content in the light of the key outcomes of the most recent studies are summarised below. Refreshing it now will ensure that the Authority continues to be in a strong position to seek developer contributions, particularly where there may now be greater risks of 'push back' from developers in a post Covid-19 world. (Resistance from some developers was becoming apparent even pre Covid-19.)

Key Outcomes of the Refreshed Traffic Studies

31. The latest work has been undertaken by the County Council using the Pan Regional Transport Model (PRTM). The principal objectives of this study have been to:
 - Provide evidence to identify where infrastructure investment is needed to mitigate the cumulative impacts of (now) known growth and regeneration aspirations in the District;
 - Understand what the investment priorities should be in Coalville and Ashby areas to support growth; and
 - Identify opportunities to prepare bids to fund all, or part of, the identified gap between contributions expected and the cost of infrastructure.
32. A copy of the recent study work technical report is attached at Appendix B. Overall, the study provides evidence of the key linkages between planned growth, and the need to increase highway capacity to enable the continued strategic growth of Coalville and Ashby.
33. **Existing traffic conditions:** The A511 Corridor currently experiences notable levels of congestion and peak hour delay at several of its key junctions. This results in journey time delay upwards of forty seconds at each junction and leading to tailbacks that disrupt the flow of traffic along the approaching links, resulting in speeds of less than 10mph on sections of road designed for 60mph.
34. The existing traffic conditions have a number of other consequences, including:
 - effects on the efficient performance of businesses along the corridor, including Amazon and Bardon Hill Quarry; and
 - increased fuel usage and greater production of emissions hazardous to human health, as well as the environment. (there is an Air Quality Management Area - AQMA - on a section of the corridor in Coalville).

35. These conditions will only worsen with natural growth in background traffic and additional traffic from planned developments for the area if nothing is done.
36. **Future traffic conditions:** There is a predicted 24% growth in traffic between 2014 and 2036. During an average peak hour this equates to a 42% increase in vehicle delay per Kilometre with the overall amount of traffic experiencing congestion rising from 2.4% to 3.8%. Significantly, the number of junctions in the area exceeding their design capacity is forecast to increase from 5 to 12 during this period. Many of these junctions are on key routes leading to the dispersion of traffic onto less desirable alternatives. This is forecast to increase local area congestion significantly with many minor routes, both urban and rural, being overtly exposed to 'rat-running'.
37. An overall conclusion that can be drawn from the recent study work is that without some form of interventions along and around the corridor, the LHA would consider the residual cumulative impacts of growth to be severe in respect of paragraph 109 of the National Planning Policy Framework. In turn, this could warrant it giving advice to NWLDC to refuse applications. It would also have potentially significant implications for the review of the Local Plan which NWLDC is currently working upon. Decisions about the likely location for future growth have yet to be made but it is not unreasonable to anticipate that some of this growth could be in Coalville and/or Ashby. If growth cannot be supported there it means that it will have to be redirected elsewhere in the District.
38. **Impacts of proposed A511 Growth Corridor MRN scheme:** The capacity improvements of the scheme are forecast to attract traffic away from less suitable roads whilst efficiently dispersing this additional demand. This is characterised by a significant reduction in local 'rat-running' and cross-country routeing. By 2036 its imposition is forecast to reduce the delay per Kilometre by 9% whilst reducing the overall amount of traffic experiencing congestion from 3.8 to 2.8%. Meanwhile, those junctions exceeding their design capacity are forecast to fall from 12 to 7.
39. In addition, the Bardon Link Road is shown to provide traffic relief (in terms of future forecast levels) to the A511, Bardon Road section and to the 'Hugglescote Crossroads'.
40. The outcomes of this recent study work corroborate the work done to develop the business case for the MRN project, demonstrating the scheme's necessity in dealing with the impacts of growth in the area. But, it also demonstrates that it does not deal with all of the impacts. Other measures are needed, as set out in paragraphs 42 to 45.
41. There is no guarantee that the MRN bid will ultimately prove to be successful, for example because nationally the total value of MRN projects being bid for may exceed the funding available. On that basis, the outcomes of the recent study work evidences why it continues to be appropriate for the LHA to seek developer contributions to improvements (mitigation) in the A511 Growth Corridor where the developments' residual cumulative highway impacts would otherwise be severe without such mitigation. Where no contribution / mitigation is forthcoming in such

circumstances, the LHA could advise NWLDC that applications should be refused in accordance with paragraphs 108 and 109 of the NPPF.

42. **Other junctions requiring mitigation to deal with the impacts of growth:** Beyond the A511 Growth Corridor MRN scheme, the CTS originally listed other junctions that would require mitigation, as listed at paragraph 24. As a result of the changed circumstances outlined earlier in this report, the results of the recent study work show a revised list of other, additional junctions where mitigation will be required else otherwise they would be severely congested. These are shown the table below (see also Appendix A).

Junction	Notes
A511 Ashby Bypass/Ashby Road (at Boundary)	Optioneering work for the MRN project led to the focus of that scheme being on Coalville and the A511 corridor to its east – that package of improvements represents the best business case when assessed against the MRN criteria.
A511 Ashby Bypass/Nottingham Road	
M1 J22/minor road from Stanton Under Bardon	These junctions are now identified due to the MRN scheme proposals for the 'Flying Horse' junction; an appropriate, deliverable scheme to mitigate the impacts of growth requires some existing turning movements to be banned, causing some traffic to be displaced onto other routes.
B591/Warren Hills Road, Copt Oak	
B591/Whitwick Road, Copt Oak	
A511/Broom Leys Road	Some improvements to this junction are included as part of the MRN scheme; its identification in the most recent work is marginal but highlights its capacity is likely to be breached at peak times towards the end of the modelled period.
High Street/Belvoir Road, Coalville	Not included in the original CTS list and not part of the MRN scheme.

Note: For the avoidance of doubt, the above list is based on modelling work including the MRN scheme.

43. Additionally, whilst the A42 Junction 13 is not modelled to exceed the severely congested threshold, it does come very close. This is an important junction, and its operation has not just localised impacts but wider regional and national impacts as part of the Strategic Road Network. It should not also be considered in isolation in the context of the performance of the Ashby Bypass. Lastly, improvements to the junctions listed above, particularly at Ashby, are likely to draw additional traffic into the junction. Given that only the 'bronze scheme' was delivered at this junction,

further improvements are likely to be required to satisfactorily accommodate growth.

44. No particular proposals or definitive costings have yet been developed for these locations, albeit a reasonable estimate is that the total additional cost will run to several millions of pounds. Nevertheless, and in the absence of such detail, where the LHA assesses that developments could have a severe residual impact on these junctions without appropriate mitigation, it will seek:
 - for the developer to identify and to develop potential mitigation measures based on assessment work that is consistent with the assumptions used in the recent study work;
 - as is reasonable / appropriate, to either seek developers to deliver the mitigation measures themselves (e.g. under Section 278 of the Highways Act) or to make a proportionate contribution, based on costing of the measure agreed by the LHA.
45. Where no such mitigation / contribution is forthcoming, then the LHA could advise NWLDC that applications should be refused.

Implications for NWLDC's 'Section 106 policy for the delivery of infrastructure in Coalville'

46. The 'Section 106 policy for the delivery of infrastructure in Coalville' (the Policy) was established by resolutions of NWLDC's Cabinet in 2013.
47. Essentially, for residential sites of 50 or more dwellings the Policy prioritises developer contributions towards transport infrastructure in (full or partial) lieu of affordable housing provision where there would otherwise be an issue of site viability. The transport projects on which it was based are the junctions and the Bardon Link Road set out in paragraph 24 above.
48. The Policy has generally been successfully implemented over the years, with typical contributions of around £4000 to £5000 per dwelling being secured where it has been applied. Additionally, without the scope of the Policy but underpinned by policies in the Local Plan, contributions have also been secured from employment sites, for example, £1.9m from Amazon and from developments in other settlements, including Ashby. In total around £8m of developer contributions have been secured through Section 106 agreements, with £2.4m paid and not yet spent. Around a further £12m is expected to be secured giving a potential total in the order of £20m.
49. It was recognised that at the time of the Policy's adoption, it would unlikely be capable of funding the entirety of the transport infrastructure required to support growth in the area. That is because:
 - considerations of sites' viability, i.e. the general level of contribution to be sought, needed to ensure that sites remained viable to deliver (notwithstanding any reductions in affordable housing)

- it only applied to a residential development or to any element of a mixed-use development of 50 or more dwellings, and therefore did not cover the transport mitigation of the impacts of sites of less than 50 dwellings
- its coverage did not include Ashby, where considerable growth has taken place and is set to do so going forward.

50. Thus, and as referred to elsewhere in this report, monies have been secured through bids to Government for funding to supplement that secured through the Policy and from other sites, including employment, and in other locations.

51. The outcomes of the recent study work have been discussed with NWLDC and the implications for the Policy considered. In the light of this it has been agreed by officers to recommend to their respective executive bodies that:

- a. The list of projects on which the Policy was originally based is replaced with a revised list including:
 - the projects identified as part of the A511 Growth Corridor scheme;
 - the additional junctions set out paragraph 42;
 - A42 Junction 13

(Appendix A provides a comparison table of the original and revised project lists).

- b. That no change be sought to the general level of developer contributions being sought. The total costs of the MRN project and of the additional junction mitigation measures identified by the recent study work are in excess of the total cost of the projects on which the level of Policy contribution was originally based. Thus, it could be suggested that as the total costs have increased, so should the level of contributions. But, the impact of Covid-19 on the development market going forward is unclear at this time and overall it was considered unwise to be suggesting any increases in the level in the current circumstances. Such a position would align with paragraph 108 of the NPPF, which states that “...*In assessing [development proposals], it should be ensured that: ...any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be **cost effectively** mitigated to an acceptable degree.*”

52. Thus, there will likely remain a shortfall in the sums raised through the Policy and the total costs of transport infrastructure required to enable growth. For this reason, going forward the LHA will continue to seek to pursue opportunities for Government funding (where it is able to afford to do so); seek developers to deliver improvements (e.g. through Section 278 Agreements) where it is possible and appropriate to do so under planning law and regulations; and to continue to seek to secure other developer contributions that are beyond the scope of the Policy, based on the evidence from the recent study work and backed by Local Plan policies.

53. The levels of funding secured (from Government or developers) will continue to be monitored and kept under review so that a clear understanding of any funding shortfall is maintained. Likewise, officers will continue to work closely with NWLDC

to understand the viability of development sites going forward post Covid-19. Such variables will inform future reviews of the level of contributions to be sought under the Policy.

Developing a CTS Document

54. Whilst technical reports, such as the one attached, provide a sound evidence base on which the LHA can engage with developers, they are not especially easy to understand for non-transport or non-planning professionals, and certainly do not provide the type of clarity, say, as the Market Harborough Transport Strategy.
55. To address this issue, it is proposed to work jointly with NWLDC to prepare a clear and concise CTS document which, once published, would be reviewed in alignment with the review of the Policy. Its contents will also be considered in the light of the outcomes of work by CRIL to reinvestigate the case for the reopening of the Leicester to Burton railway line to passenger traffic.

Equality and Human Rights Implications

56. Proposals are aimed at tackling congestion both now and in the future and helping to provide more reliable journey times. In turn, this will facilitate strategic growth that should help to meet the social and economic needs of Coalville's current and future residents. No detailed assessment has been done at this early stage but if CTS scheme were to be taken forward an Equality and Human Rights Impact Assessment will be completed at an appropriate point.

Environmental Impact

57. There are no environmental implications arising from this report. As CTS projects are taken forward a relevant impact assessment will be completed at an appropriate point.

Background Papers

Local Transport Plan

<https://www.leicestershire.gov.uk/roads-and-travel/road-maintenance/local-transport-plan>

Report to the Cabinet on 16 March 2015: Enabling Growth Plan

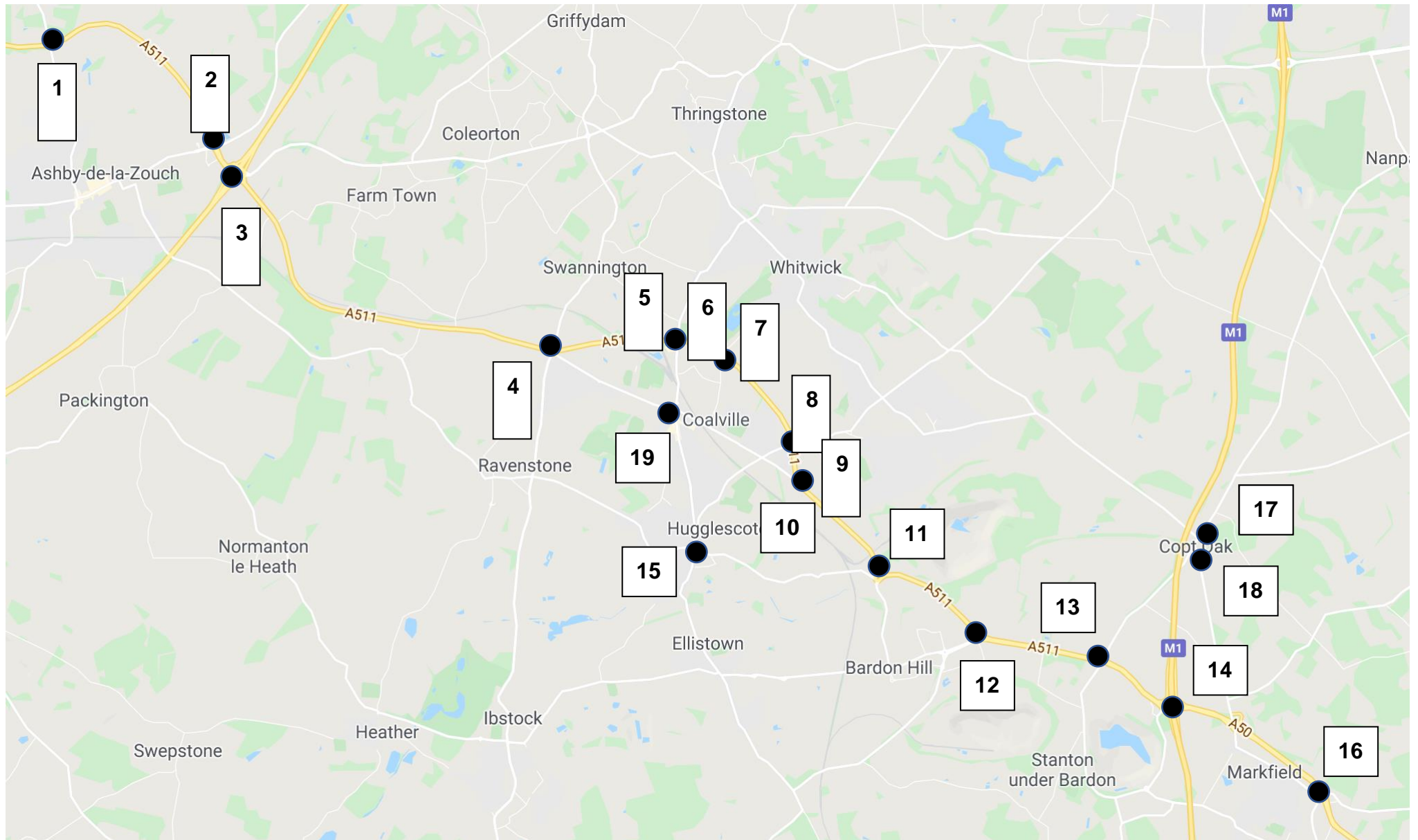
<http://politics.leics.gov.uk/ieListDocuments.aspx?CId=135&MId=4360>

Report to the Cabinet on 29 March 2019: Environment and Transport 2019/20 Highways Capital Programme and Highways Transportation Work Programme

<http://politics.leics.gov.uk/ieListDocuments.aspx?CId=135&MId=5601>

Appendices

- Appendix A - Coalville Transport Strategy Plan and Project List
 Appendix B - Technical Report



Junction No. and Name	Included in		
	Original CTS	Revised CTS	
		MRN Scheme	Additional junctions
1. A511 Ashby Bypass/Ashby Road			X
2. A511 Ashby Bypass/Nottingham Road			X
3. A42 Junction 13	X		X
4. Swannington Road Roundabout ('Hoo Ash Roundabout')	X	X	
5. Thornborough Road Roundabout	X	X	
6. Stephenson Way dualling		X	
7. Whitwick Road Roundabout	X	X	
8. Broom Leys Road Cross Roads	X	X	X (see para' 39)
9. Bardon Road Roundabout	X	X (part of Bardon Link Road	
10. Bardon Link Road		X	
11. Reg's Way Roundabout ('Birch Tree Roundabout')	X	X	
12. Beveridge Lane Roundabout	X		
13. Stanton Lane Roundabout ('Flying Horse Roundabout')	X	X	
14. M1 Junction 22	X		X Minor arm from Stanton
15. Central Cross Roads ('Hugglescote Crossroads')	X		
16. Field Head Roundabout		X	
17. B591/Warren Hills Road, Copt Oak			X
18. B591/Whitwick Road, Copt Oak			X
19. High Street/Belvoir Road, Coalville			X

Environment and Transport Commissioning Framework

Coalville Transport Strategy Refresh

Technical Report

June 2020

Project Code: 3360.109

Document Sign-off

Control Details

Document Location:	K:\TMODELLING\03. 3360 (Internal)\MF3360.109 Coalville Transport Study Revision - February 2020\12. Deliverables\01. Reports\3360.109 Coalville Transport Study Refresh_Report_v2.1.docx
Production Software:	Microsoft Word 2010
Authors:	RB
Owner:	Alex Gray, Network Data and Intelligence Team

Document history and status

Ver	Date	Description	Author	Review	Approved	Released
1.0	3-4-20	Draft version for release to the client	RB			
2.0	12-5-20	2 nd Draft version for release to the client	RB	MP/JR		
2.1	11-6-20	Final	RB	MP/JR	AJG	RB

Model and software Version

Model Version:	PRTM 1.7 Unconstrained (HH231Emp21_CTS)
SATURN Version:	SATURN 11.4.07H

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Whilst the modelling work outlined in this report has been carried out using the Pan Regional Transport Model (PRTM), its findings and any conclusions do not necessarily represent the views of Leicestershire County Council as the Highway Authority.

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Executive Summary

Background

Leicestershire County Council's (LCC's) Network and Data Intelligence consultants have been commissioned to revisit and refresh the Coalville Transport Strategy (CTS). This latest work follows on from previous studies conducted by Colin Buchanan consultants (2011) and SYSTRA Ltd (2016) which sought to identify and cost out the transport requirements necessary to deliver future growth and prosperity in and around the towns of Coalville and Ashby de la Zouch. Despite being a significant step in planning for the future this does not address how their recommendations will be funded. The provision of such transport evidence is, however, an essential element in justifying any subsequent bids for public funding and providing a basis on which to seek private sector (developer) contributions. By way of example, some of the key findings from the earlier work identified congestion and traffic related issues associated with the A511 between Leicester (M1 Junction 22) and the A42. From this a scheme has evolved and is now the subject of a bid to the Department for Transport's (DfT's) Major Road Network (MRN) Fund via Midlands Connect.

The latest work undertaken has utilised LCC's bespoke Pan Regional Transport Model (PRTM) to undertake future peak hour highway forecasts using the latest planning, infrastructure and Government approved economic assumptions and Transport Analysis Guidance (TAG). Of relevance here is the ability of the planned network to accommodate the latest projected traffic growth estimates and, if not, whether further mitigation is required. Although the general findings of previous studies have not significantly changed the impacts of changing circumstances, including in respect of future levels of growth, has identified a small number of further mitigation sites.

North West Leicestershire District Council's (NWLDC's) adopted Local Plan (21 November 2017) states that, "*a minimum of 9,620 dwellings will be built over the plan period 2011-2031*". With employment allocations also rising, not to mention growth beyond the District, the modelling expects peak hour traffic within the CTS area to increase by over 20% between 2014 and 2036. Given the local network already has congestion issues it is unsurprising future model forecasts indicate a significant further deterioration in accessibility if left unchecked. Re-affirming the recommendations of previous studies the key findings of the latest modelling confirm that, without investment in the A511 corridor, the growth impacts will be severe.

A review of the proposed A511 MRN scheme has shown its improved capacity not only attracts traffic to it but also efficiently disperses this additional demand. This is characterised by a superior future journey time, despite its increased use, when

compared to the 'without' scheme scenario; reduced trafficking on less suitable roads including those associated with both, local and cross-country routes; a pronounced reduction in local congestion.

A component part of the A511 MRN scheme involves joining the Bardon Link Road to it at Stephenson Way. This is shown to provide relief to the A511, Bardon Road section which, otherwise, would be constrained by the influx of relevant traffic seeking access to the housing and industrial sites off Grange Road and Beveridge Lane.

An overall conclusion of this latest modelling work is to re-affirm the key importance of the A511 MRN scheme in mitigating the impacts of growth in Coalville and Ashby de la Zouch. However, it is not the only investment that is required to avoid growth having severe highway impacts. An analysis of the junctions forecast to require mitigation by 2036 have been highlighted for both, 'without' and 'with' the A511 MRN scheme, and are as follows:

Without Scheme:

- A511, Ashby Bypass/Ashby Road
- A511/A42 J13
- A511, Hoo Ash, Coalville
- A511/Waterworks Road, Coalville
- A511/Flying Horse
- M1 J22/minor link from Stanton Under Bardon
- B591/Warren Hills Road, Copt Oak
- B591/Whitwick Road, Copt Oak
- Bardon Link spur/Beveridge Lane
- Beveridge Lane/Whitehill Road, Ellistown
- Hugglescote crossroads
- High Street/Belvoir Road, Coalville

With Scheme:

- A511, Ashby Bypass/Ashby Road
- A511, Ashby Bypass/Nottingham Road
- A511/A42 J13
- M1 J22/minor link from Stanton Under Bardon
- B591/Warren Hills Road, Copt Oak
- B591/Whitwick Road, Copt Oak
- High Street/Belvoir Road, Coalville
- A511/Broom Leys Road

1. Introduction

1.1. Background

- 1.1.1. Geographically, Coalville and its immediate area lie in north west Leicestershire. The A511 runs through the town along an east-west axis affording direct access to the M1 and A42 respectively, both parts of the Strategic Road Network.
- 1.1.2. Its proximity to these arterials of national importance mean that much of the country is reachable within a few hour's drive whilst much of the Midlands, including East Midlands Airport, can be reached within an hour.
- 1.1.3. Unfortunately, congestion on the A511 Coalville Growth Corridor has long been recognised as a constraining influence on the local economy with its negative connotations for accessibility. Not only penalising existing users it also represents a limiting factor for future development prospects.
- 1.1.4. The desire to deliver growth and prosperity in the Coalville area has acknowledged the need to prioritise the highway infrastructure necessary to facilitate it. In recent times this has been the subject of two North West Leicestershire District Council Cabinet reports¹ dealing with how Developer contributions, in the form of Section 106 agreements, could be used to part fund the necessary infrastructure required.
- 1.1.5. Back in 2011, Colin Buchanan consultants were commissioned to undertake a Transport Study involving the accommodation of two Sustainable Urban Extensions (SUEs) and several smaller sites (up to 1,000 houses) being promoted through the Local Development Framework (LDF) Core Strategy².
- 1.1.6. The findings suggested a Coalville Transport Strategy comprised of a series of sustainable transport measures, junction improvements and the building of a Bardon Relief Road would suitably mitigate the projected growth to 2026.
- 1.1.7. Evidence work undertaken in 2012, identified that there was no likely prospect of there being a case for public funding of a Bardon Relief Road and the scheme was progressed no further. Instead, a Bardon Link Road is planned that will help to mitigate the traffic impacts of housing growth.

¹ 'Delivering Growth and Prosperity in Coalville', NWLDC Cabinet Reports, 15-Jan and 11 Jun 2013

² 'Coalville Transport Strategy – Sustainable Transport Assessment', Colin Buchanan, June 2011.

- 1.1.8. More recently SYSTRA Ltd were commissioned by Leicestershire County Council (LCC) in the summer of 2016 to use the Leicester & Leicestershire Integrated Transport Model (LLITM) to provide a robust evidence base to support a series of transport schemes for the A511 Coalville Growth Corridor³. The purpose of these schemes being to further enable economic regeneration of the area and facilitate housing and employment growth.
- 1.1.9. The principal objectives of this study were to:
- Ensure that all necessary infrastructure needed to mitigate the cumulative impact of all known growth and the regeneration aspirations in the district were identified;
 - Understand investment priorities to support growth in the Coalville area, and;
 - Identify opportunities to prepare bid or bids to fund all, or part of, the identified gap between contributions expected and the cost of infrastructure.
- 1.1.10. From these studies the A511 Major Road Network (MRN) scheme has evolved and is the subject of a bid to Midlands Connect for Central Government funding⁴ – the outcome of which is awaited.
- 1.1.11. The A511 MRN scheme is depicted in Figure 1.1 and is comprised of 9 areas representing a combination of both, new and improvements to the existing highway⁵.
- 1.1.12. It extends from the A511/Hoo Ash junction (1), on the western fringes of Coalville, through M1 J22 culminating at Markfield's A50/Field Head junction (9).

³ 'Stage 2A – Growth and Regeneration Impact and Gap Assessment', Systra Ltd, 23-11-2016.

⁴ LCC's A511 MRN bid involves improving the stretch between M1 J22 and the A42 J13.

⁵ Further details of the A511 MRN scheme, including detailed drawings, can be found at:
<https://www.leicestershire.gov.uk/roads-and-travel/road-maintenance/a511-growth-corridor-scheme>

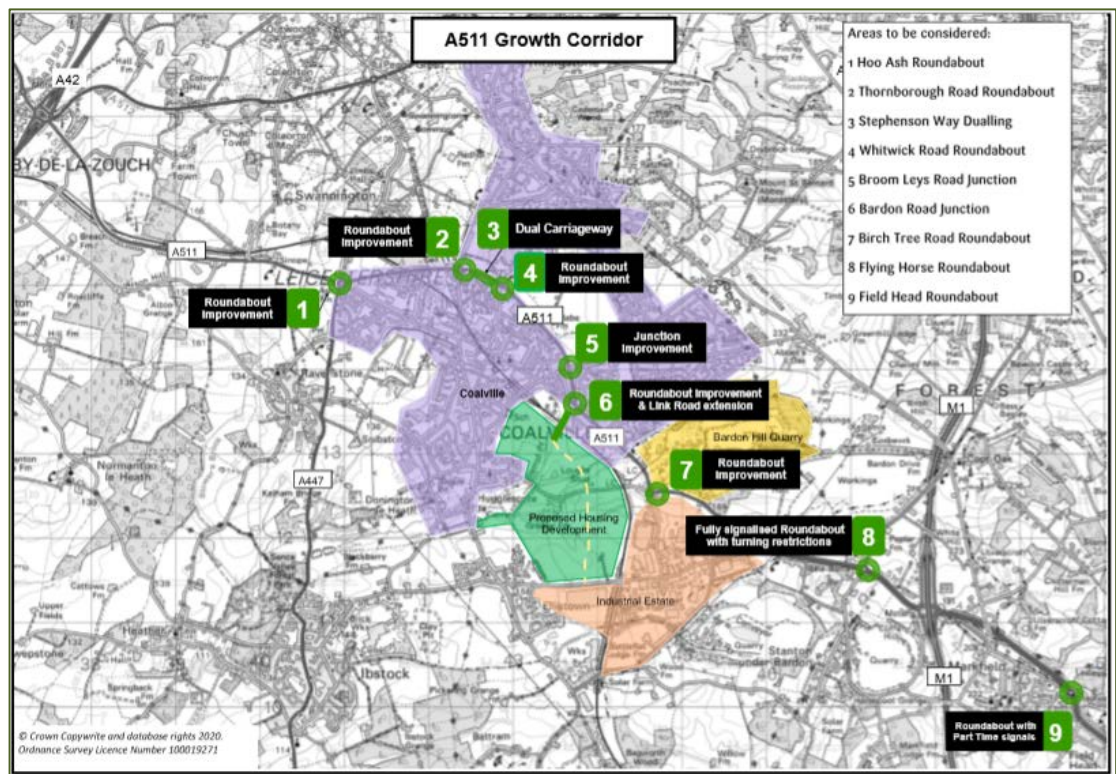


Figure 1.1 Extent of the A511 MRN Scheme

- 1.1.13. The need to refresh the Coalville Transport Strategy relates to the relevance of the previous LLITM 5.2 forecasts which were built from a 2008 observed dataset and future assumptions relating to planning, infrastructure and central Government economic parameters known in 2013.
- 1.1.14. Furthermore, it is necessary to re-assess the strategy both, with and without the A511 MRN scheme, given that a decision on the funding is yet to be made.
- 1.1.15. This project will utilise the recent modelling undertaken for the A511 MRN Outline Business Case (OBC) using LCC's Pan Regional Transport Model 1.7 (PRTM) but with the following amendments:
- Latest NWLDC planning data supplied in February 2020.
 - Inclusion of the Bardon Quarry junction improvement.
 - Running of PRTM 'unconstrained' model as opposed to 'constrained' version⁶.

⁶ Previous work has 'constrained' future traffic growth levels to the Government's National Trip End Model (NTEM) and is a requirement when bidding for Central Government funding. In the work done here an 'unconstrained' hybrid version is used based on the latest planning returns of the LPA's and/or NTEM depending on which is highest.

1.2. Study Aim

- 1.2.1. To refresh the Coalville Transport Strategy, including in respect of latest development information, and in the light of work undertaken to develop the MRN scheme.

1.3. Model Overview

- 1.3.1. PRTM 1.7 unconstrained will be run using:
- planning input : HH231Emp21_CTS.
 - A511 MRN input as used for OBC but with the Bardon Quarry junction improvement contained in all scenarios.
- 1.3.2. Appendix A details future developments, either committed or highly likely to gain planning consent, by the end of the latest local plan period. These were supplied by the Local Planning Authority (LPA), North West Leicestershire District Council, and included in the model forecasts.
- 1.3.3. In a similar way, Appendix B contains a detailed list of future highway schemes included in the modelling which have been agreed with the Local Highway Authority and Highways England.
- 1.3.4. The model covers Leicestershire in detail with a decreasing level of coverage as distance increases from the county boundary.
- 1.3.5. The base year of the model is 2014 with full forecasts being available every five years from 2016 to 2051. 2036 model forecasts have been used in this report.
- 1.3.6. Because the PRTM 2014 base year model was re-calibrated and validated as part of the recent A511 MRN OBC modelling⁷ no further intervention is assumed necessary for this commission.

⁷ 'PRTM – A511 Growth Corridor OBC:Base Year Model Review', v1.2, 13-03-2019.

2. Methodology

2.1. Background Development Included in the 2036 PRTM Forecasts

- 2.1.1. The PRTM relies on future planning information from the Local Planning Authorities (LPA's) to derive its transport demand. Due to the 'ever-changing' nature of planning approvals an important consideration here relates to the incorporation of the most appropriate planning input for forecasting.
- 2.1.2. Table 2.1 below details the chronology of the planning data received from the Leicestershire Districts and used for the A511 MRN OBC. The NWLDC housing and employment returns relate to information received in August 2019 and May 2018 respectively.

District	Housing		Employment	
	Model Version	Date	Model Version	Date
Blaby	18	Apr-15	18	Dec-15
Charnwood	18	Oct-15	18	Oct-15
Harborough	18	Nov-15	18	Oct-18
Hinckley and Bosworth	18	Aug-15	18	Nov-18
Leicester City	22	Mar-19	21	Jul-19
Melton	18	May-17	21	Jul-19
North-West Leicestershire	23	Aug-19	18	May-18
Oadby and Wigston	18	Oct-15	18	Nov-15

Table 2.1 Chronology of PRTM Planning Data received from the LPA's

- 2.1.3. In terms of this commission NWLDC were approached for any further updates with revised figures being supplied on the 11 February 2020. Whilst there were notable changes in the housing input the employment remained as before.
- 2.1.4. Figure 2.1 compares the old (red dots) and the new (blue dots) assumed housing planning policy input, excluding windfalls, for North West Leicestershire used for the A511 MRN and this commission respectively. Because some of the dots may overlap with each other, Appendix C shows each dataset separately.
- 2.1.5. The latest housing assumptions used in this report show a profusion of smaller sites than previously assumed reflecting greater detail in the LPA's return.
- 2.1.6. Figure 2.2 shows the future employment assumptions used in this project. These have not changed from those used in the A511 MRN work.

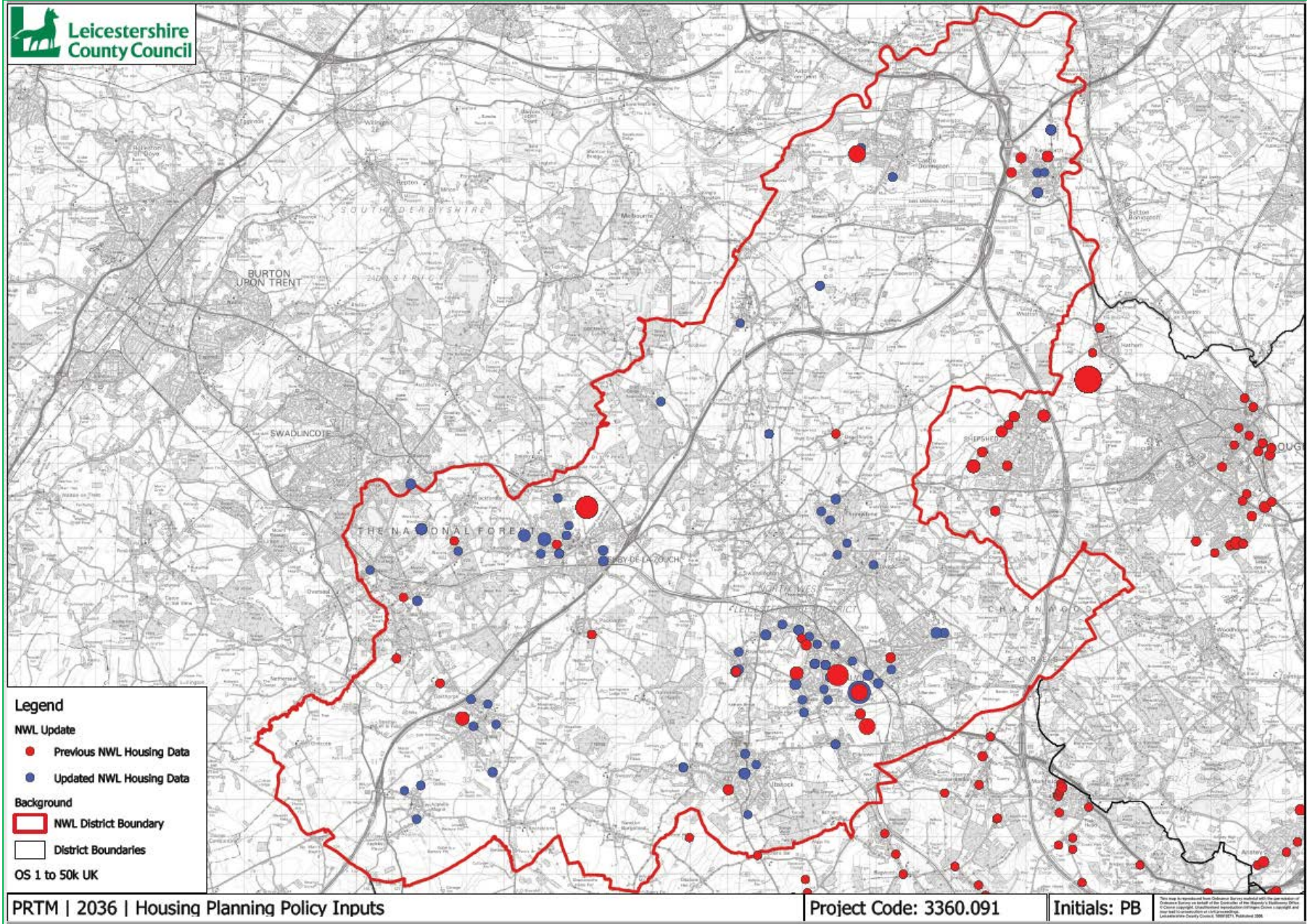


Figure 2.1 Change in 2036 Housing Input : A511 MRN vs Latest CTS Dataset(excl. Windfalls)



- 2.1.7. NWLDC's adopted Local Plan (21 November 2017) states that, "*a minimum of 9,620 dwellings will be built over the plan period 2011-31*". Table 2.2 below highlights the LPA's revised housing trajectory for horizon years 2031 and 2036 to be 12,038 and 12,433 dwellings respectively. The forecasts contained in this report are based on this revised trajectory.

Planning Data	Time Period		
	2011 to 2031	2014 to 2031	2014 to 2036
Current (CTS)	12,038 (611)	10,437 (383)	12,433 (383)
Previous (A511 MRN)	-	8,632 (1,747)	10,628 (2,247)
Difference	-	+1,805	+1,805

Table 2.2: NWLDC Planning Input : Comparison of Current vs Previous

- 2.1.8. It is of note that the latest trajectory sees an increase of 1,805 dwellings over that used for the A511 MRN OBC whilst the extra detail entered this time has led to a reduction in the number of windfalls spread across the district (383 vs 1,747).
- 2.1.9. It should be noted that, for the south east of Coalville SUE, AECOM's A511 MRN work used the peak hour development specific trip rates from its Transport Assessment (TA). These are greater than the generic trip rates obtained from the National Trip End Model (NTEM) applied in the PRTM⁸.
- 2.1.10. The use of such development specific trip rates provides a more robust estimate of highway activity as it aligns with those approved by the relevant Authority in gaining the necessary planning consent.

2.2. Scenarios Undertaken

- 2.2.1. The scenarios to be tested are comprised of:
- 2036 Core – contains committed and highly likely developments and infrastructure across Leicestershire and its adjoining neighbours.
 - 2036 Core + A511 MRN scheme – comprised of the core and the A511 MRN scheme whose component parts are depicted in (Figure 1.1)
- 2.2.2. Appendix A details the 2036 core committed and highly likely developments within NWL whilst Appendix B lists the highway schemes assumed within PRTM.
- 2.2.3. In addition, model output will be extracted from the PRTM 2014 base year to reflect how future forecasts relate to the 'present' day.

⁸ TA trip rates are typically higher than those used in the PRTM Trip End model. This is because PRTM values are based on NTEM 24hour rates whereas TA's tend to utilise peak hour TRICs rates.

2.3. Area of Influence

- 2.3.1. To gauge how a scenario performs over the wider area it is useful to identify its Area of Influence (Aoi) within which network statistics can be extracted and reported. Such information can then be used as a useful comparator between scenarios.
- 2.3.2. Due to the project requirements it has been necessary to consider the two Aoi's shown in Figure 2.3. The first is historic and relates to SYSTRA's earlier work (red line). Its derivation was based on a future comparing 'with' and 'without' any local plan development on a fixed future highway network. The second is based on the impact of the A511 MRN scheme and so assumes fixed future development applied to a 'with' and 'without' scheme scenario (green line).

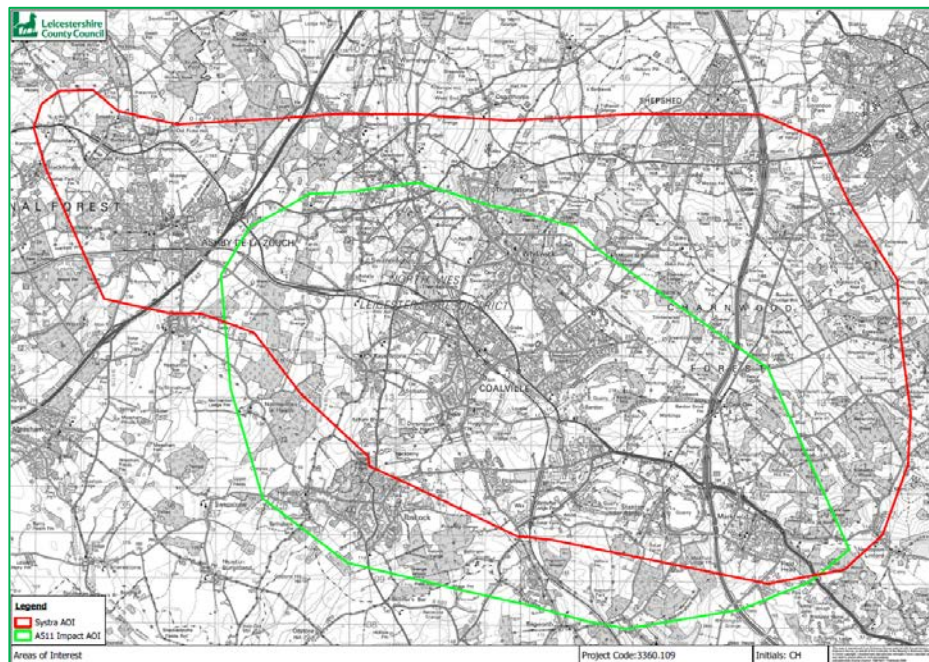


Figure 2.3 Area of Influence : Original Systra vs A511 MRN Scheme

- 2.3.3. In the context of this report each Aoi has been derived by considering forecast highway peak hour link flow differences exceeding $\pm 5\%$ between the 'with' and 'without' scenarios.
- 2.3.4. The impact area of the A511 MRN scheme captures much of the jurisdiction of North West Leicestershire but not Ashby de La Zouch, a small part of Hinckley & Bosworth centred on Markfield and a negligible element of Charnwood. It is bounded by A42 junction 13 to the west, Markfield to the east, Ibstock to the south and Whitwick to the north.
- 2.3.5. By contrast the Systra Aoi coverage is more extensive with the inclusion of Ashby de la Zouch to the west, Shepshed to the north but without Ibstock to the south.

- 2.3.6. In the interests of clarity, the SYSTRA Aol will be used for reporting most of the statistics. This is because the main findings of this report are based on changes in key metrics contained within its spatial extent. The one exception is reserved for area wide statistical evidence in which the results from both Aol's are discussed.
- 2.3.7. Recognition of the A511 MRN Aol is important but is reserved predominantly as a visual aid to some of the output contained in Chapter 4 dealing with the impact of the scheme.

2.4. Presentation of Modelling Output

- 2.4.1. To better understand the model scenario forecasts it is important to recognise the need for several model metrics to corroborate and confirm the forecast outcomes. In this way the practitioner can build up a complete "cause and effect" picture of model output providing reassurance when challenged.
- 2.4.2. The model metrics to be used in this report include area wide diagnostics, link flows and delays, volume over capacity, journey times and select link analysis at critical points on the network.
- 2.4.3. Due to the amount of modelled output contained in this report the analysis and presentation of these results is split between Chapters 3, 4 and 6.
- 2.4.4. Chapter 3 deals with a review and comparison of 2014 base year versus 2036 core performance over the Area of Influence used by Systra (Figure 2.3). This is supplemented with an overview and commentary of impacted junctions within this area.
- 2.4.5. Chapter 4 assesses how the A511 MRN scheme affects highway movements in the local area using 2036 core demand. As part of the narrative, journey time forecasts on three fixed routes are compared using distance-time graphs. By plotting each of the three scenarios on the same graph then allows for a quick visual appreciation of relative junction performance along each route.
- 2.4.6. Chapter 5 is the conclusion section whilst Chapter 6 contains the Appendices where more detailed analysis data is held.

2.4.7. Each chapter provides the following scenario output within the Area of Influence:

- Link flow difference plots (pcus⁹) – Flow differences between -20 and +20 pcus have been excluded, as this level of impact is deemed minimal to network performance.
- Link delay difference plots (seconds) - Delay differences between -10 and +10 seconds have been excluded from the mapping due to the minimal significance of this level of link delay change.
- Junction analysis plots – these plots capture two different metrics to assess junction performance across nodes (proxy for junctions):
 - Volume/capacity ranges: Junctions are flagged where the volume/capacity value increases significantly between Base and Core together with Core and Scheme scenarios. These are then mapped according to whether they are congested (85-100%) or heavily congested (>100%).
- Select link analysis (pcus) – showing the scenario flows of traffic through the network relating to a specific selected link. As with the flow difference plots, values between -20 and +20 pcus are not mapped. This is useful for comparing routing changes between scenarios.

⁹ In PRTM traffic flow is expressed in passenger car units per hour (pcus/hr). The concept of the pcu is used to convert different vehicle types into a standard passenger car unit for ease and accuracy of assessment. Thus, car/LGV = 1pcu; HGV/Bus = 2pcus.

3. Results: Background Growth and Core Analysis

3.1. Background Growth in Traffic Flow (2014-2036)

3.1.1. In the work undertaken here PRTM forecasts a near 24% growth in peak hour traffic between 2014 and 2036 (Table 3.1). This figure is consistent between both, the SYSTRA and A511 MRN Aol's, used in this report.

Area of Influence		2014	2036	Growth	% Growth
SYSTRA	AM	37,851	46,773	8,922	23.6%
	PM	38,059	47,661	9,602	25.2%
A511 MRN	AM	26,647	32,568	5,921	22.2%
	PM	26,512	33,021	6,509	24.6%

Table 3.1 Aol Traffic Growth between 2014 and 2036

3.1.2. From the previous study a growth figure of about 11% was forecast over the period 2008 to 2031 (Table 3.2). Despite being over a similar number of years, albeit with differing start and end dates, this growth is half that of the 24% used for the refresh. There are several reasons for this including:

- Increase in NWLDC's trajectory (see 2.1.7)
- Use of PRTM 'unconstrained'
- Adoption of the higher TA trip rates for the SE Coalville SUE

PERIOD	2008 BASE	2031 CORE	GROWTH (%)
AM	31,755	35,449	12%
PM	31,687	34,710	10%

Table 3.2 Previous Aol Traffic Growth between 2008 and 2031

3.2. Impact across the SYSTRA Aol

3.2.1. To provide insight into the emerging forecast performance of the future local highway network it is useful to contrast and compare each scenario against relevant, measurable congestion metrics across the wider area. By further benchmarking against the 2014 base year provides insight into any future divergence from 'present day' conditions.

3.2.2. The following five metrics have been used to measure scenario performance across the SYSTRA AoI:

- Over Capacity Queues (pcu.hrs)
- Total Travel Time (pcu.hrs)
- % of Traffic in Severe Congested Conditions
- Total PCU Delay per Km (sec/Km)
- Number of Additional Congested Nodes

3.2.3. Although each of the five metrics is capturing a form of network performance it is worth noting that the option analysis contained later in this report will provide more forensic evidence of the network's ability to meet future demand.

3.2.4. Table 3.3 below summarises how these area-wide metrics vary between the 2014 base year and future 2036 core. The figures are broken down by peak hour across the SYSTRA AoI with the 'difference' and '%difference' rows being coloured either, red or green, depending on whether there is a worsening or improvement in congestion respectively.

Opt	Over-Capacity Queues (pcu.hrs)	Total Travel Time (pcu.hrs)	% Traffic in Congested Conditions	Delay per Km (s/Km)	No. of Severely Congested Nodes	Average Speed (Kph)
2014 AM Base	6.9	3933	2.1%	16.3	3	57.7
2036 AM Core	190.7	5412	3.8%	23.8	17	51.3
Difference	183.8	1479	1.7%	7.5	14	-6.4
%Difference	-	37.6%	81.0%	46.0%	-	-11.1%
2014 PM Base	39.0	4094	2.7%	18.7	8	55.9
2036 PM Core	211.9	5707	3.8%	25.9	15	50.3
Difference	172.9	1613	1.1%	7.2	7	-5.6
%Difference	-	39.4%	40.7%	38.5%	-	-10.0%

Table 3.3 Comparison of 2014 Base to 2036 Congestion Metrics (Systra AoI)

3.2.5. Unsurprisingly there is a notable increase in study area congestion between 2014 and 2036. This is due to the 24% increase in forecast traffic demand over this period causing a near 10% decrease in overall peak hour network speed.

3.2.6. Other highlights include a sizeable 38 to 46% increase in peak hour delay per Km with around 4% of traffic forecast to be experiencing congested conditions by 2036 (up from 2.1% and 2.7% for AM and PM respectively).

3.3. Flow Difference

- 3.3.1. The overall predicted AM and PM peak hour changes in flow over the period are shown in Figure 3.1 and Figure 3.2 below respectively.
- 3.3.2. The red lines represent flow increases whilst those shown in blue signify a decrease in flow.
- 3.3.3. There is forecast to be a general increase in traffic between the 2014 base and 2036 core scenario. The largest growth occurs on the Strategic Road Network (M1 and A42), and the principal routes accessing them. Smaller increases are seen close to development sites and the rural areas within the Aol. Overall the forecasts are comparable with the SYSTRA work undertaken previously.
- 3.3.4. Several routes are forecast to see reduced flows in the future linked to the relative attractiveness of the Strategic Road Network (SRN) and the build-up of congestion affecting them.
- 3.3.5. With the growth of traffic between 2014 and 2036, key roads forecast to have sizeable increases in flow include the M1, A42, A512, A511 east of Coalville and the B5330.
- 3.3.6. There is also forecast to be a general increase in traffic using cross-country routes at peak times due to a worsening of congestion on the favoured roads.
- 3.3.7. In line with the earlier SYSTRA findings there are reductions in traffic on routes to the south of Coalville, including the A511 to the west of M1 J22 and around the Beveridge Lane area. Latterly, this is because of the infusion of new development traffic associated with the SE Coalville SUE and employment opportunities effectively causing 'longer' distance trips to avoid the area.
- 3.3.8. An insight into these findings will be developed in the next sections by reviewing changes in delay and Volume over Capacity (VoC) metrics supplemented by a review of journey times on 3 pre-defined routes

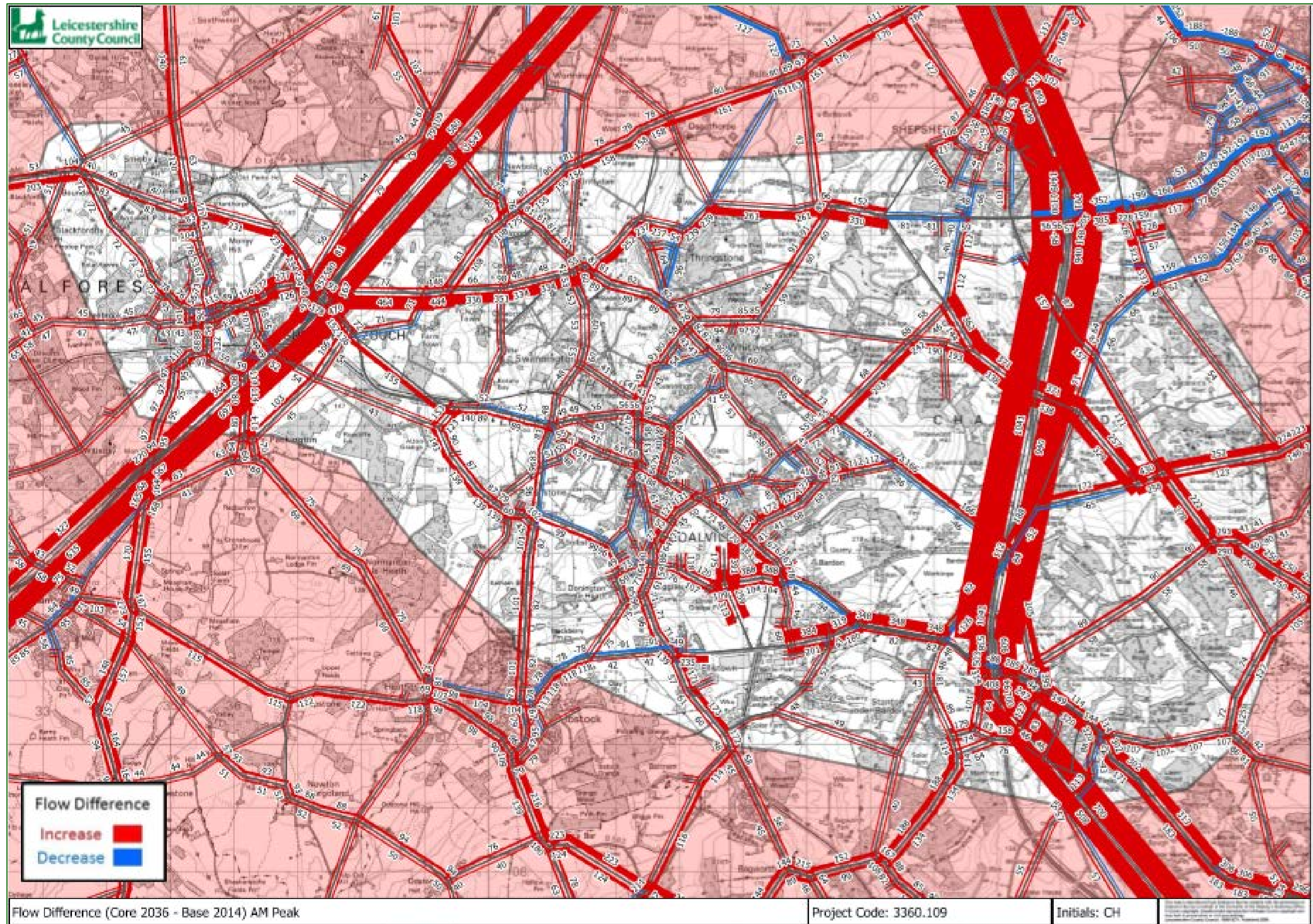


Figure 3.1 AM Peak Hour Flow Difference (2036 Core – 2014 Base)

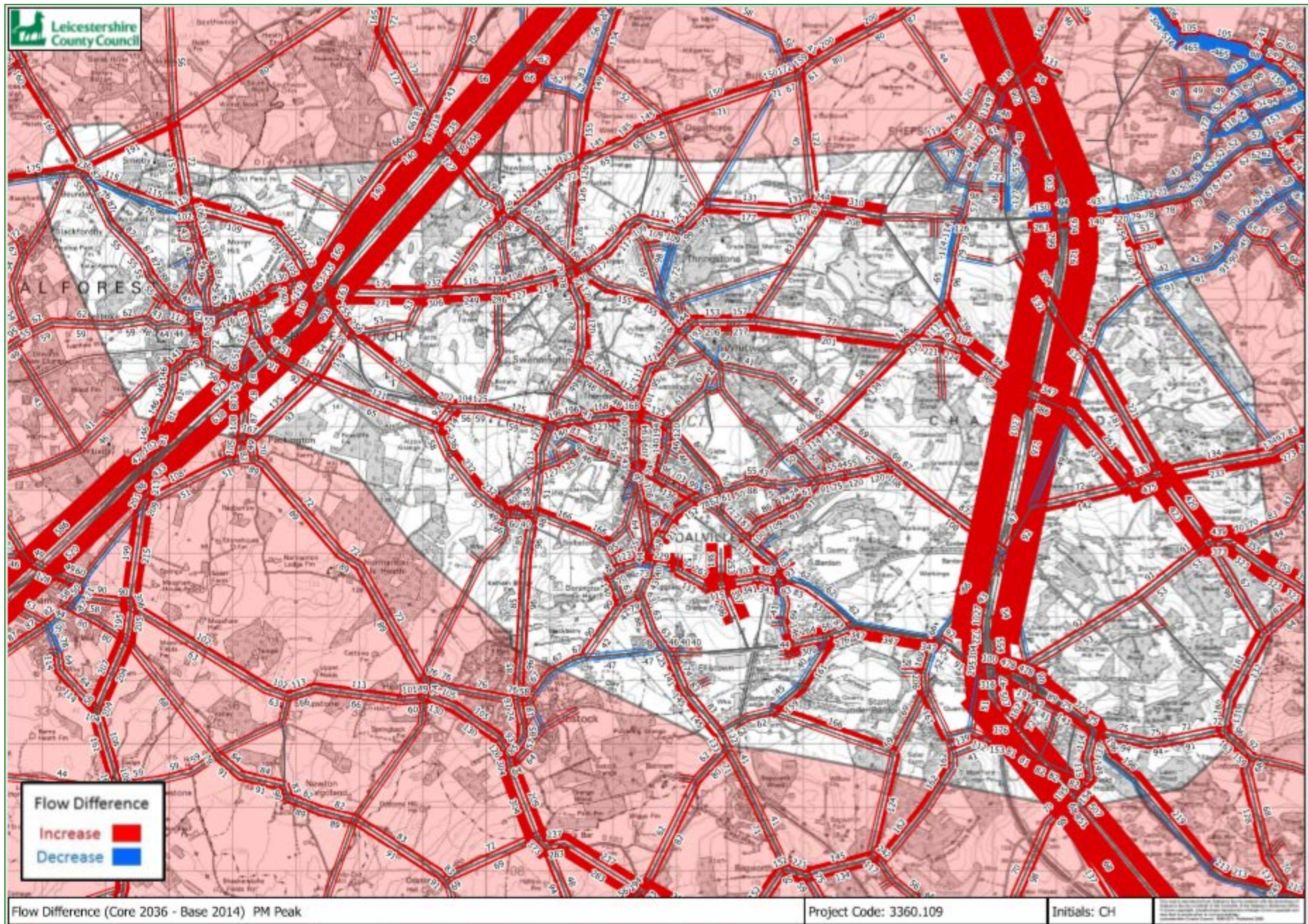


Figure 3.2 PM Peak Hour Flow Difference (2036 Core – 2014 Base)

3.4. Delay Difference

- 3.4.1. A review of corresponding peak hour changes in core minus base delay are shown in Figure 3.4 and Figure 3.5 below. Those junctions exceeding a 30 second delay increase on any entry arm are summarised in Table 3.4 below.

Junction	AM	PM
A511, Birch Tree		
A511, Flying Horse		
Copt Oak		
A50, Field Head Markfield		
Hugglescote X-Roads		
High St./Belvoir Rd, Coalville		
A447/Leicester Rd, Ravenstone		
Broom Leys Rd/Leicester Rd, Coalville		
A511/Waterworks Rd, Coalville		
A511, Ashby Bypass/Nottingham Rd		

Table 3.4 Peak Hour Worst Junctions by Delay Increase from Base to Core

- 3.4.2. Whilst acknowledging there are some large forecast delay increases local to the A512, between Loughborough and Shepshed, these have been excluded here because they are less relevant for this study.
- 3.4.3. The list confirms the previous studies' findings of increased congestion building on the A511 between M1 J22 and the A42 J13 at Ashby de la Zouch.
- 3.4.4. Specific A511 junctions affected include the Birch Tree, Flying Horse, Waterworks Road in Coalville and A50, Field Head at Markfield.
- 3.4.5. The issues regarding the A511/Waterworks Road is principally one of its location and standard (Figure 3.3). Because it cuts through the Coalville urban area, with its increased activities and hence, latent disruption, coupled with a well-used right turn lane into the Greenhill estate, leads to some capacity issues.



Figure 3.3 The A511/Waterworks Road Junction

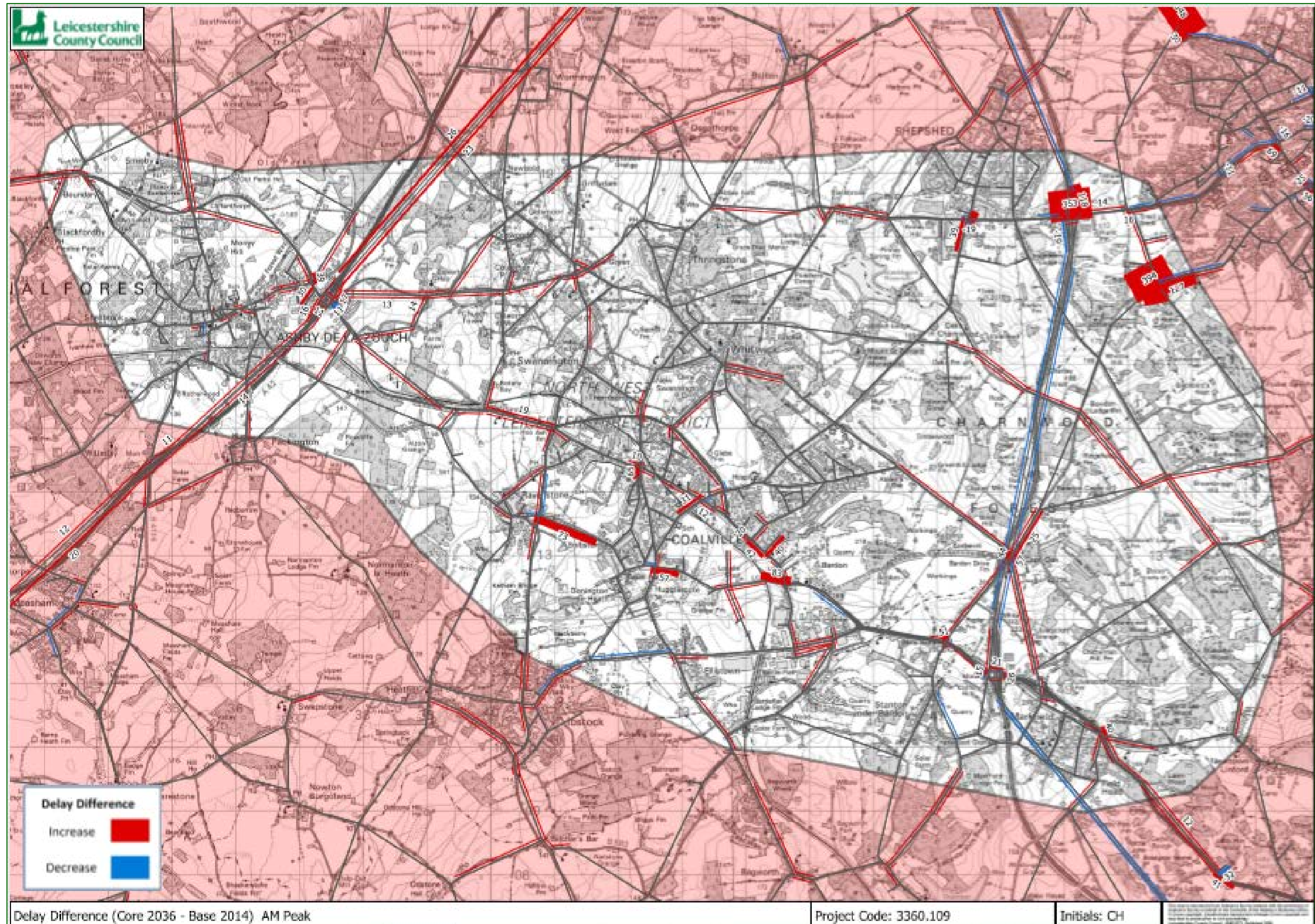


Figure 3.4 AM Peak Hour Delay Difference (2036 Core – 2014 Base)

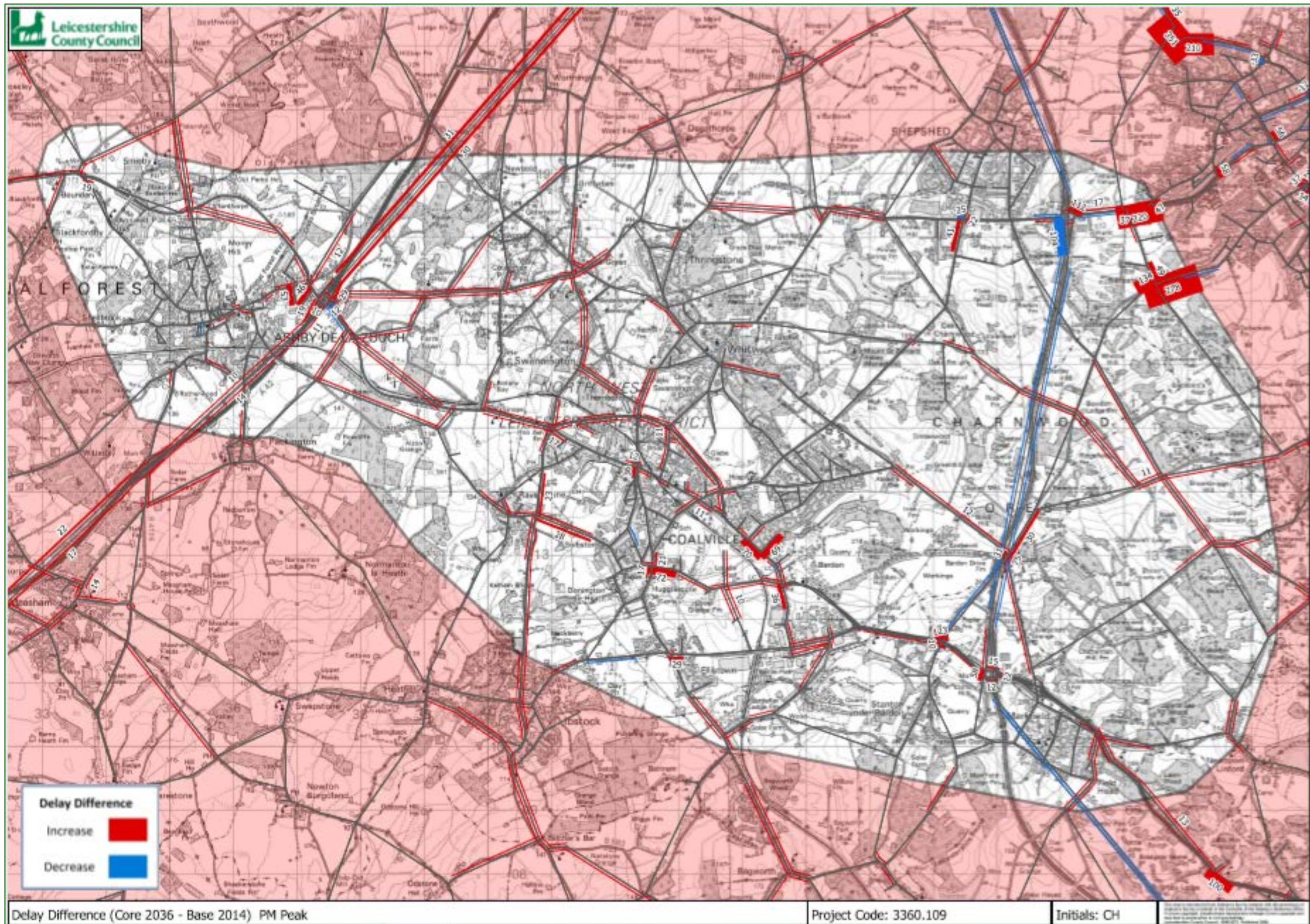


Figure 3.5 PM Peak Hour Delay Difference (2036 Core – 2014 Base)

- 3.4.6. Without any Bardon Link-Road the new development to the SE of Coalville places additional strain on Hugglescote cross-roads and the A447 junction with Leicester Road in Ravenstone in both peak hours.
- 3.4.7. Increased future congestion levels along the A511 are encouraging trips over Charnwood Forest between the Leicester and Coalville areas, which is then placing additional strain on the B591 junction at Copt Oak.

3.5. Junction Performance

- 3.5.1. PRTM volume over capacity (V/C) metrics have been extracted for 2014 base and 2036 core scenarios to identify potential congestion hotspots. To assist this analysis the congestion classifications of Table 3.5 have been used in the subsequent reporting.

V/C (%)	Congestion Rating
<75	Uncongested
>=75<85	Approaching Congestion
>=85<100	Congested
>=100	Heavily Congested

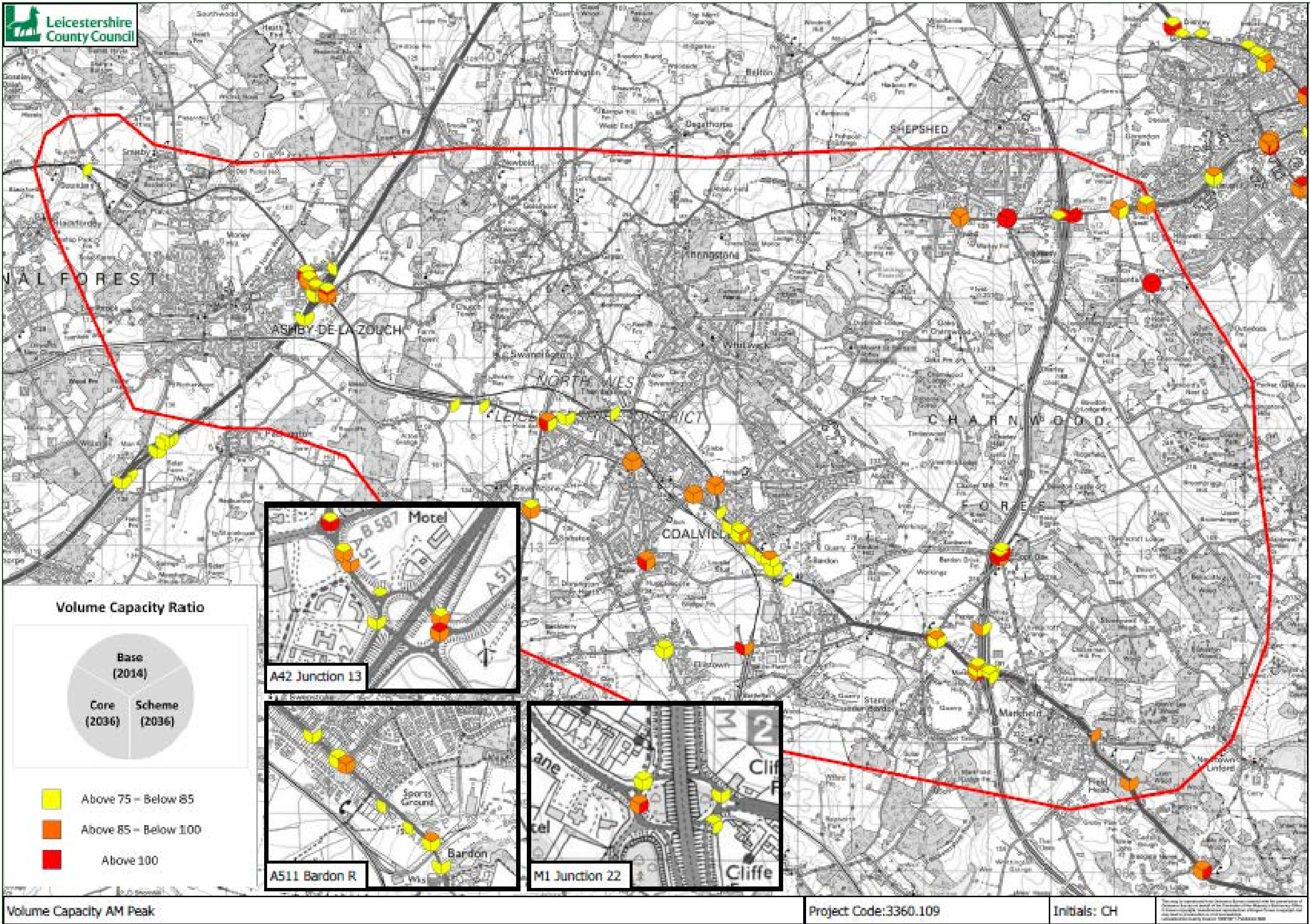
Table 3.5 Volume over Capacity (V/C) Classifications

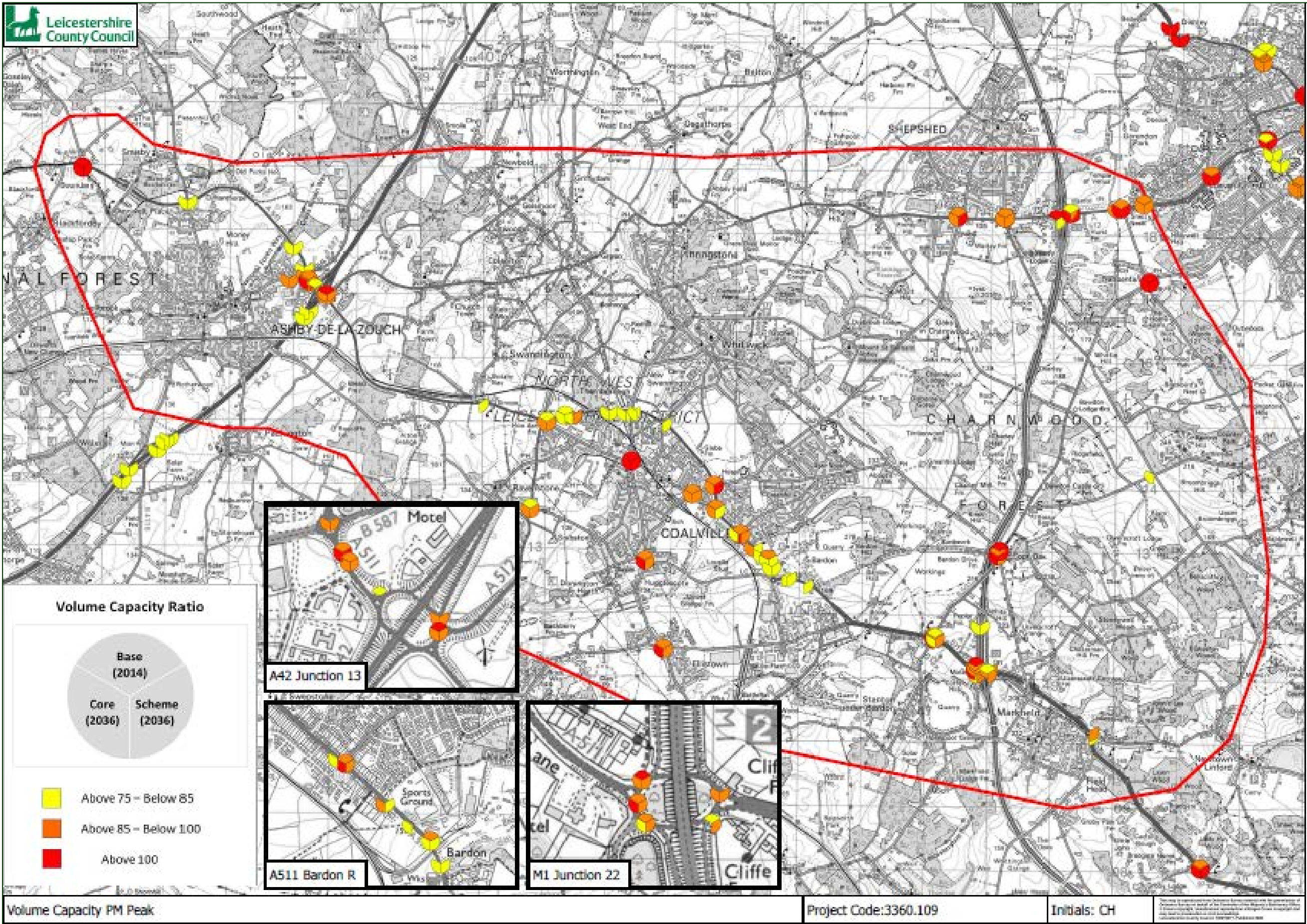
- 3.5.2. Figure 3.6 and Figure 3.7 show comparisons of forecast peak hour congestion across the Aol whilst Table 3.6 summarises this output by classification.
- 3.5.3. Although results are reported for 2014 base, 2036 core and 2036 scheme, this section reserves commentary for the base and core scenarios only. The impact of the A511 MRN will be discussed later in Chapter 4.

V/C (%)	Congestion Rating	AM (0800 to 0900hrs)			PM (1700 to 1800hrs)		
		Base	Core	Scheme	Base	Core	Scheme
<75	Uncongested	665	668	690	662	659	682
>=75<85	Approaching Congestion	14	14	24	8	20	22
>=85<100	Congested	13	15	17	17	20	26
>=100	Heavily Congested	3	17	9	8	15	10
Total Nodes		695	714	740	695	714	740

Table 3.6 Breakdown of Junction Congestion Ratings within the SYSTRA Aol

- 3.5.4. Associated with the forecast deterioration in network performance over the local plan period is a notable increase in the number of junctions experiencing congested and heavily congested conditions.





- 3.5.5. The AM peak hour witnesses a doubling of congested junctions from 16 to 32 whilst for the PM it rises from 25 to 35.
- 3.5.6. A further sift of the peak hour model output, in which only those junctions experiencing severe congestion ($\text{VoC} > 100\%$), is shown in Figure 3.8 and Figure 3.9 below.

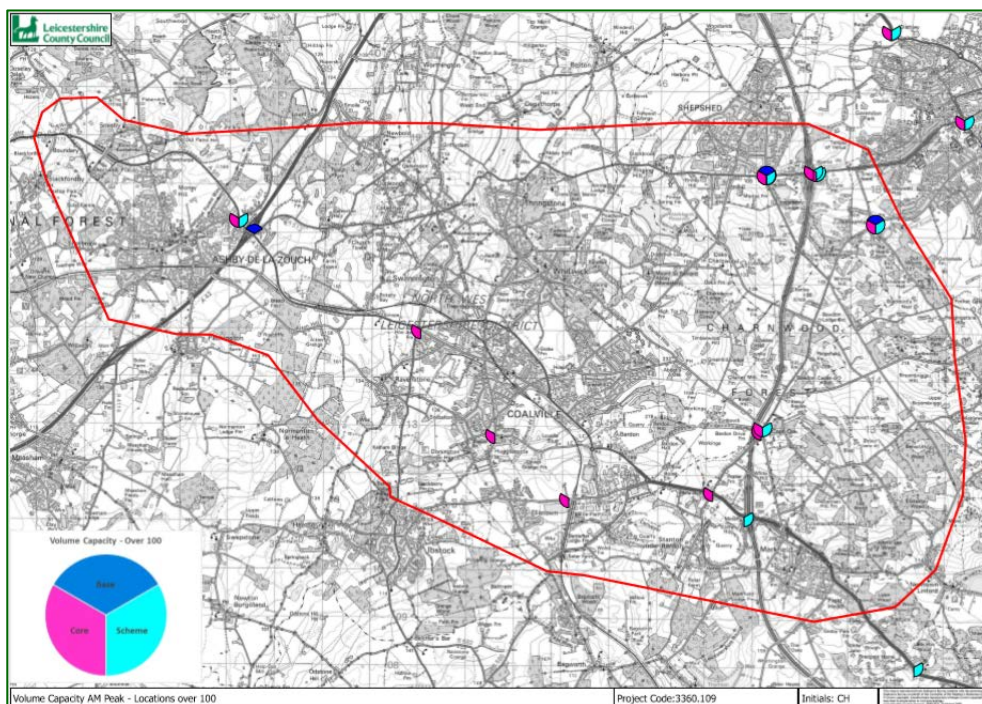


Figure 3.8 AM Peak Hour Junction Performance by Scenario where $\text{V/C} > 100\%$



Figure 3.9 PM Peak Hour Junction Performance by Scenario where $\text{V/C} > 100\%$

- 3.5.7. A list of those junctions forecast to be heavily congested by 2036 is shown in Table 3.7 with red highlighting those effected in the AM and blue for the PM. Further detail is presented in Figure 3.10 where arrows adopting the same colour code show the entry arms effected.

	Junction	AM	PM
1	A511, Ashby Bypass/Ashby Rd		
2	A511, Ashby Bypass/Nottingham Rd		
3	A511, Hoo Ash		
4	A511/Waterworks Rd		
5	A511/Flying Horse		
6	M1 J22/Link from Stanton Under Bardon		
7	Copt Oak		
8	Bardon Link Spur/Beveridge Lane		
9	Beveridge Ln/Whitehill Rd		
10	Hugglescote X-Roads		
11	High St./Belvoir Rd, Coalville		

Table 3.7 Heavily Congested Junctions in 2036 Core Scenario

- 3.5.8. By way of example, junction 1 (Ashby Bypass/Ashby Rd) is forecast to incur heavy congestion on the westbound arm of the A511 in the PM peak hour. This is due to a high right turn from the Swadlincote direction towards Ashby de la Zouch opposing this traffic.

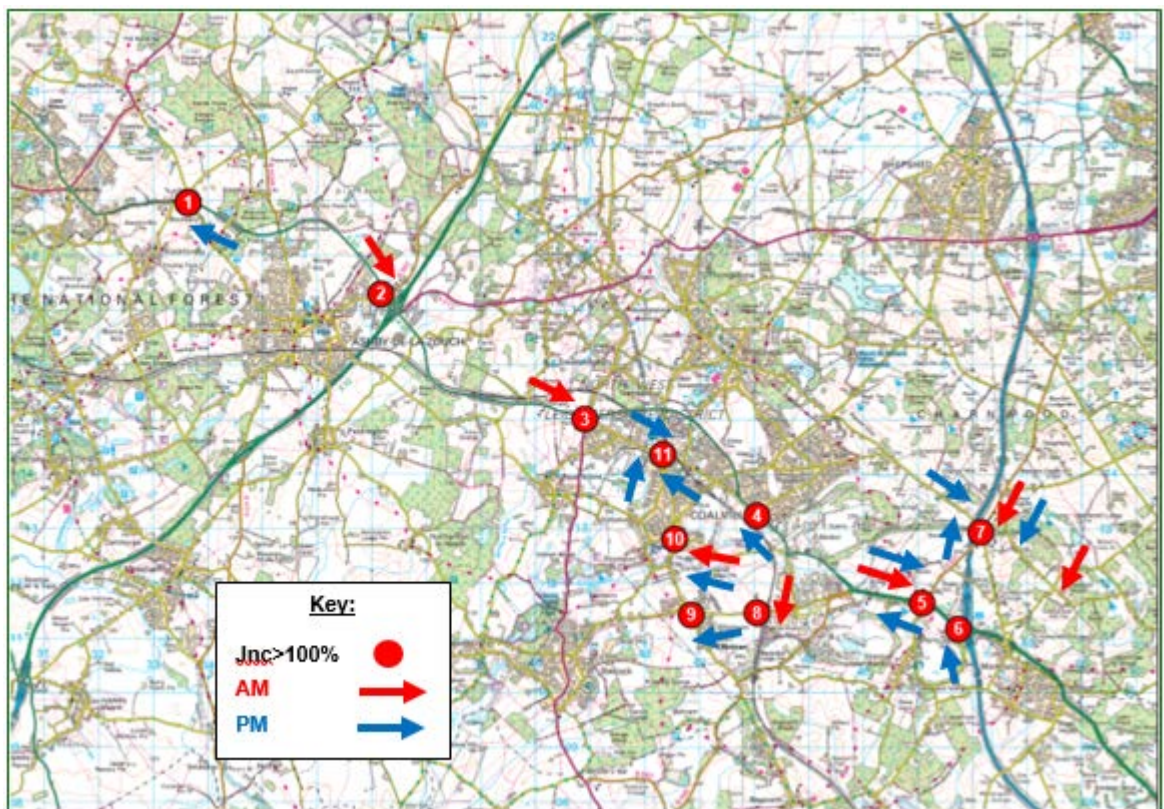


Figure 3.10 2036 Core Junctions exceeding 100% VoC by Movement

3.5.9. Figure 3.11 shows the results of a final sift to identify those junctions incurring the biggest changes in peak hour VoC between base and core scenarios.

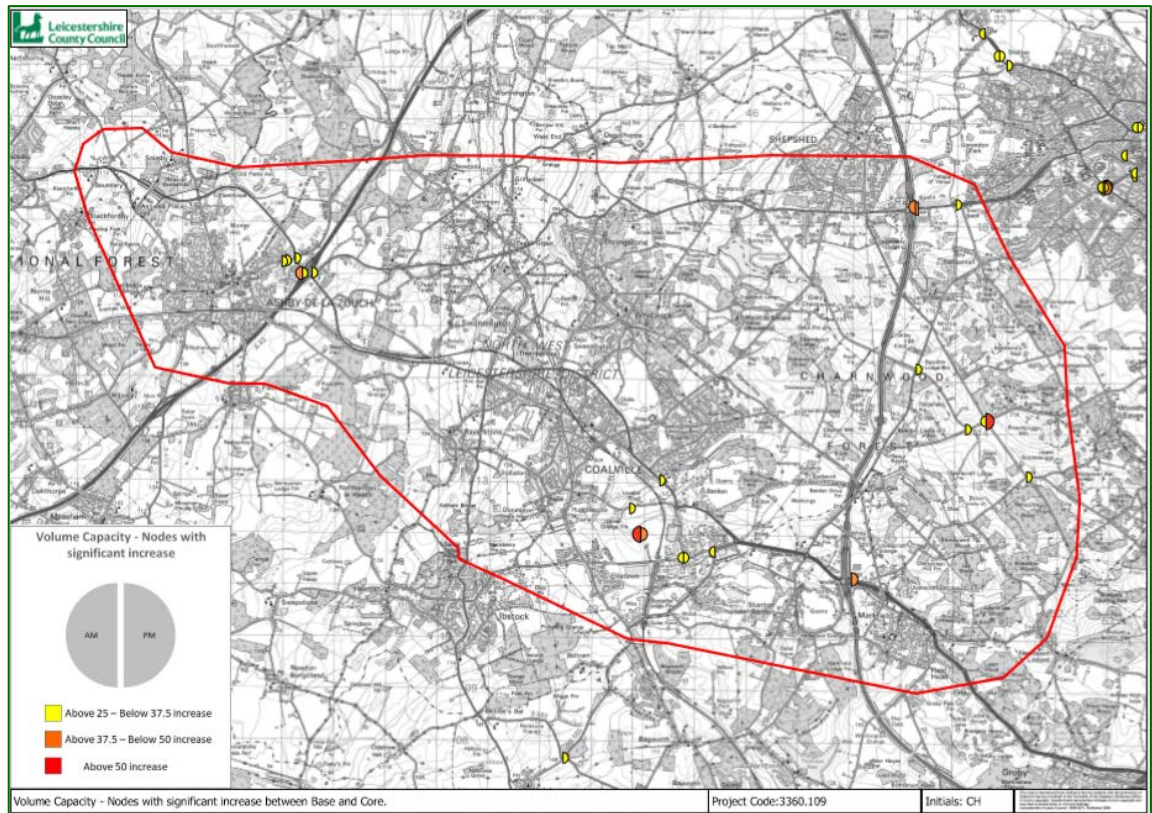


Figure 3.11 Largest Peak Hour VoC Changes between 2014 Base and 2036 Core Scenarios

3.5.10. In terms of the local Coalville/Ashby area there is a cluster around A42 Junction 13 and in close proximity to the SE Coalville SUE but none that ultimately fall into the severely congested category.

3.6. Journey Times

3.6.1. There are two aspects to the reporting of this analysis using model forecasts extracted from 3 pre-defined routes. Initially a simple comparison of total journey times is made between base and core scenarios. Then in Chapter 4, as part of assessing the impact of the A511 MRN scheme, a sectional breakdown of route performance for base, core and scheme scenarios is discussed. Central to this discussion are the distance-time graphs, contained in Appendix D of Chapter 6, which identify the locations where significant time deviations are forecast to occur.

3.6.2. A description of the 3 routes used for analysis and shown in Figure 3.12 are as follows:

1. A511 - Field Head, Markfield <-> Ashby BP/Nottingham Rd (red line)
2. Meadow Ln/Warren Hills Rd <-> Central Rd/Grange Rd (green line)
3. A511/Birch Tree <-> A447/Leicester Rd (blue line)

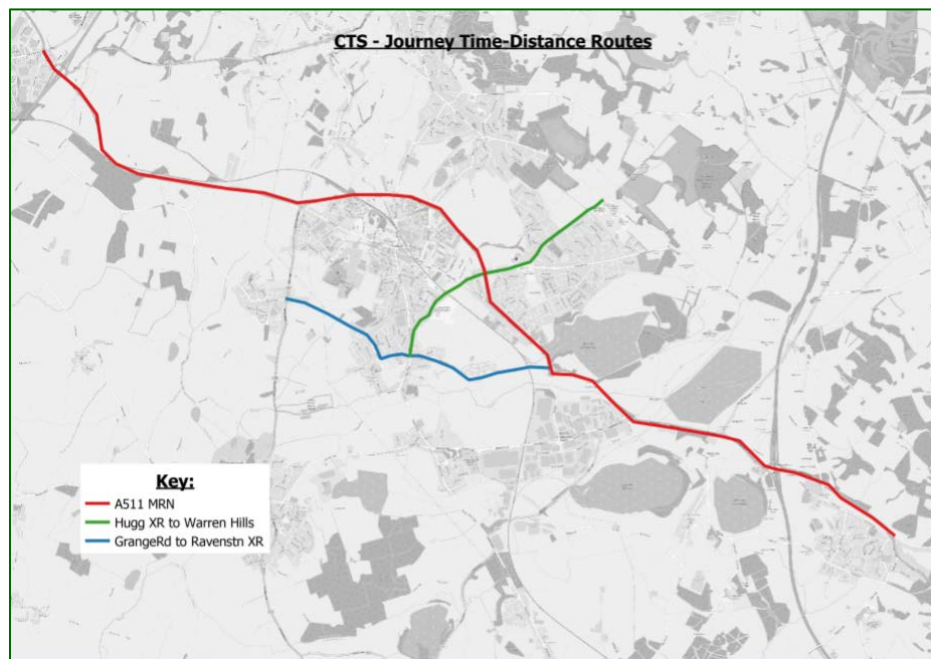


Figure 3.12 Journey Time Routes for Analysis

3.6.3. The routes have been chosen to assist in further clarifying the evidence gathered so far. This is because they cover travel axes of significant interest whilst incorporating many of the known local congestion hotspots.

3.6.4. Table 3.8 shows how the peak hour directional journey times are forecast to change over the period between 2014 and 2036. Values are expressed in

minutes and seconds whilst their differences (2036 minus 2014) are coloured red and blue where times have increased and decreased respectively.

A511 MRN	AM				PM			
	WB	Diff	EB	Diff	WB	Diff	EB	Diff
2014 Base	18:57	-	18:47	-	19:42	-	19:26	-
2036 Core	20:46	01:49	23:19	04:32	22:40	02:58	22:03	02:37
Broom Leys	AM				PM			
	NB	Diff	SB	Diff	NB	Diff	SB	Diff
2014 Base	10:15	-	09:50	-	10:03	-	09:31	-
2036 Core	10:58	00:43	09:48	-00:02	10:36	00:33	10:01	00:30
Grange Rd	AM				PM			
	WB	Diff	EB	Diff	WB	Diff	EB	Diff
2014 Base	08:04	-	07:15	-	07:48	-	06:54	-
2036 Core	10:20	02:16	08:33	01:18	09:41	01:53	07:23	00:29

Table 3.8 Comparison of Modelled Journey Times – 2014 Base vs 2036 Core

- 3.6.5. In summary there is a general increase in route journey times by 2036 as expected. The one exception is for AM southbound traffic on the Broom Leys route which remains largely unchanged. This is linked to a relatively consistent demand between base and core years at its key hotspots.
- 3.6.6. One possible explanation for this apparent anomaly relates to the displacement of traffic due to the emergence of large-scale development to the SE of Coalville. The evidence suggests that trips seeking its access from the north tend to exploit Waterworks, Bardon and Grange Roads leaving the hotspot at the A511/Broom Leys Rd junction relatively unscathed.
- 3.6.7. Increased travel times range from 4m 32s, for A511 eastbound traffic in the AM peak, to 29s for traffic travelling eastbound along Grange Road in the PM.
- 3.6.8. Further discussion on the detail behind these journey time results are reserved for Chapter 4, suffice it to say that the general trend of increased journey times on these key routes corroborate the evidence presented so far.

4. Results: Impact of the A511 MRN Scheme

4.1. Impact across the AoI

The SYSTRA AoI

- 4.1.1. Building on the area wide comparisons already made, between 2014 base and 2036 core (section 3.2), the beneficial effects of the scheme are clearly seen in the results of Table 4.1 below.
- 4.1.2. Compared to the 2036 core there are notable peak hour reductions in congestion levels epitomised by a near 9% drop in vehicular delay per Km whilst the number of severely congested nodes have reduced from 17 to 9 in the AM and 15 to 10 in the PM.

Opt	Over-Capacity Queues (pcu.hrs)	Total Travel Time (pcu.hrs)	% Traffic in Congested Conditions	Delay per Km (s/Km)	No. of Severely Congested Nodes	Average Speed (Kph)
2014 AM Base	6.9	3933	2.1%	16.3	3	57.7
2036 AM Core	190.7	5412	3.8%	23.8	17	51.3
2036 AM Scheme	160.1	5325	2.1%	21.7	9	52.5
Difference	-30.6	-87	-1.7%	-2.1	-8	1.2
%Difference	-16.0%	-1.6%	-44.7%	-8.8%	-47.1%	2.3%
2014 PM Base	39.0	4094	2.7%	18.7	8	55.9
2036 PM Core	211.9	5707	3.8%	25.9	15	50.3
2036 PM Scheme	113.4	5598	3.5%	23.5	10	51.6
Difference	-98.5	-109	-0.3%	-2.4	-5	1.3
%Difference	-46.5%	1.9%	-7.9%	-9.3%	-33.3%	2.6%

Table 4.1 Wide Area Impact of Scheme (Systra AoI)

- 4.1.3. Overall network speed has increased by approximately 2.5% across the peak hours whilst the number of over-capacity queues has dropped.
- 4.1.4. Across the wider area scheme inclusion heralds a marked improvement in overall network performance.

The A511 MRN AoI

- 4.1.5. It has been established from Figure 2.3 that the SYSTRA AoI extends to the congested outskirts of Loughborough, Shepshed and M1 J23 whilst the 'footprint' of the A511 MRN scheme does not reach this far.

- 4.1.6. In the earlier detailed analysis of Chapter 3 (excluding area wide statistics) any congested junctions within this jurisdiction, whilst being acknowledged, were ignored because it was felt their relevance was beyond the scope of any Coalville Transport Study.
- 4.1.7. The results presented in Table 4.2 summarise the area wide statistics associated with the A511 MRN AoI which does not extend to the Loughborough area. This means that any such 'noise' is excluded.
- 4.1.8. Here the scheme impact is more pronounced with peak hour delay per Km reducing by 16% and the number of severely congested nodes falling from 10 to 2 in the AM and 9 to 3 in the PM.
- 4.1.9. Overall peak hour network speed has increased by 5 to 6% whilst the number of over-capacity queues has dropped to present day levels.

Opt	Over-Capacity Queues (pcu.hrs)	Total Travel Time (pcu.hrs)	% Traffic in Congested Conditions	Delay per Km (s/Km)	No. of Severely Congested Nodes	Average Speed (Kph)
2014 AM Base	0.0	2,213	1.5%	15.3	2	50.1
2036 AM Core	35.5	2,907	5.0%	21.4	10	45.4
2036 AM Scheme	1.4	2,815	2.3%	17.9	2	47.7
Difference	-34.1	-92	-2.7%	-3.5	-8	+2.3
%Difference	-96.1%	-3.2%	-54.0%	-16.4%	-80.0%	+5.1%
2014 PM Base	20.0	2,338	2.9%	18.3	4	48.0
2036 PM Core	112.7	3,157	3.8%	24.3	9	43.5
2036 PM Scheme	17.1	3,051	3.5%	20.3	3	46.0
Difference	-95.6	-106	-0.3%	-4.0	-6	+2.5
%Difference	-84.8%	-3.3%	-7.9%	-16.5%	-66.7%	+5.7%

Table 4.2 Wider Area Impact of Scheme (A511 AoI)

- 4.1.10. Across the A511 MRN AoI, the 2036 'with scheme' congestion levels are forecast to be higher than the present day but not excessively so.

4.2. Flow Difference

- 4.2.1. The predicted AM and PM peak hour flow changes, from implementation of the A511 MRN scheme, are shown in Figure 4.1 and Figure 4.2 below respectively.
- 4.2.2. As before the red lines represent flow increases whilst those shown in blue signify a decrease in flow.
- 4.2.3. For both peak hours the A511 scheme witnesses a sizeable increase in flow as trips are attracted to its improved capacity and away from less desirable routes. Such routes include Grange Road through Hugglescote crossroads and Charnwood Forest routes to/from Loughborough and Leicester.
- 4.2.4. The level of flow is not uniform across its length with the stretch between Beveridge Lane and M1 J22 being the most trafficked. This stretch is predicted to have 2-way flow increases of between 450 to 900pcu's across the peak hours.
- 4.2.5. Traffic relief, of the order of 150pcu's, is forecast on the A511 between the Birch Tree roundabout along Bardon Road to the Stephenson Way/Bardon Link junction. This is a legacy of the Bardon Link Road element of the scheme which gives more suitable access to the SE Coalville developments whilst also encouraging them away from junctions such as Hugglescote crossroads.
- 4.2.6. To the western extents of the scheme, between Coalville and A42 J13, flow increases are relatively modest at about 100pcu's. For trips to/from Ashby de la Zouch this is linked to congestion levels at the A511, Ashby Bypass/Nottingham Road junction causing many such trips to continue using the back route between it and Coalville. Such diversions need to be borne in mind when considering the future capacity of A42 J13.
- 4.2.7. An intention of the A511 MRN scheme is to draw traffic that should be using the route back to the corridor; the evidence from this latest study work demonstrates that it should be successful in doing so in and around Coalville. However, as also observed, the benefits of that scheme are less significant in the Ashby area. Modelling has shown that A42 J13 is very close to being severely congested, and thus once measures are introduced elsewhere on the Ashby Bypass diverting traffic is likely to be drawn back to the corridor, likely pushing J13 over to becoming severely congested. This would not just have localised impacts, but potential implications for the operation of the A42 and the wider Strategic Road Network.
- 4.2.8. Between M1 junctions 22 and 23 there is a modest 'with scheme' reduction in 2-way flows of the order of 100 pcu's.

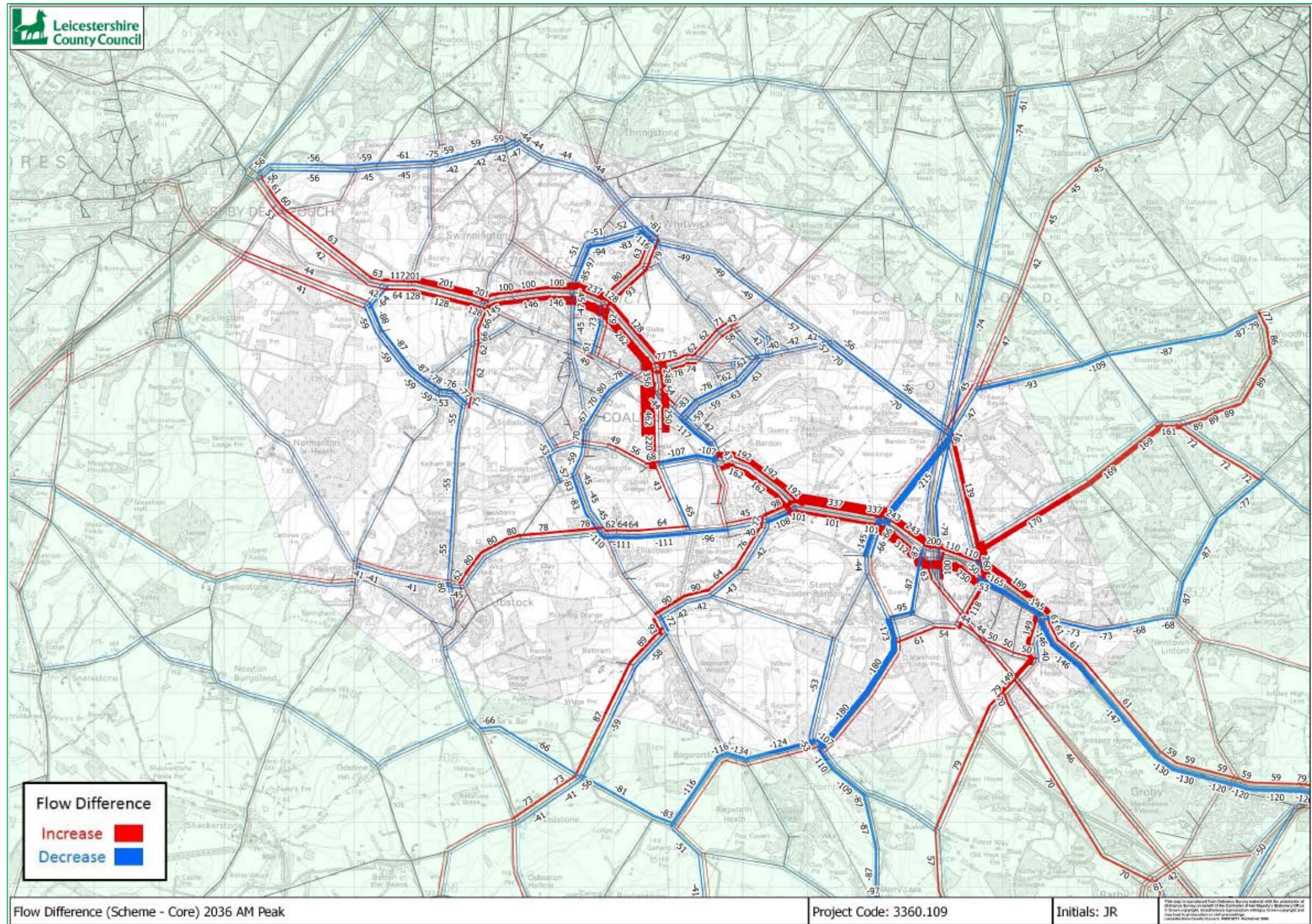


Figure 4.1 2036 AM Peak Hour Flow Difference (Scheme – Core)

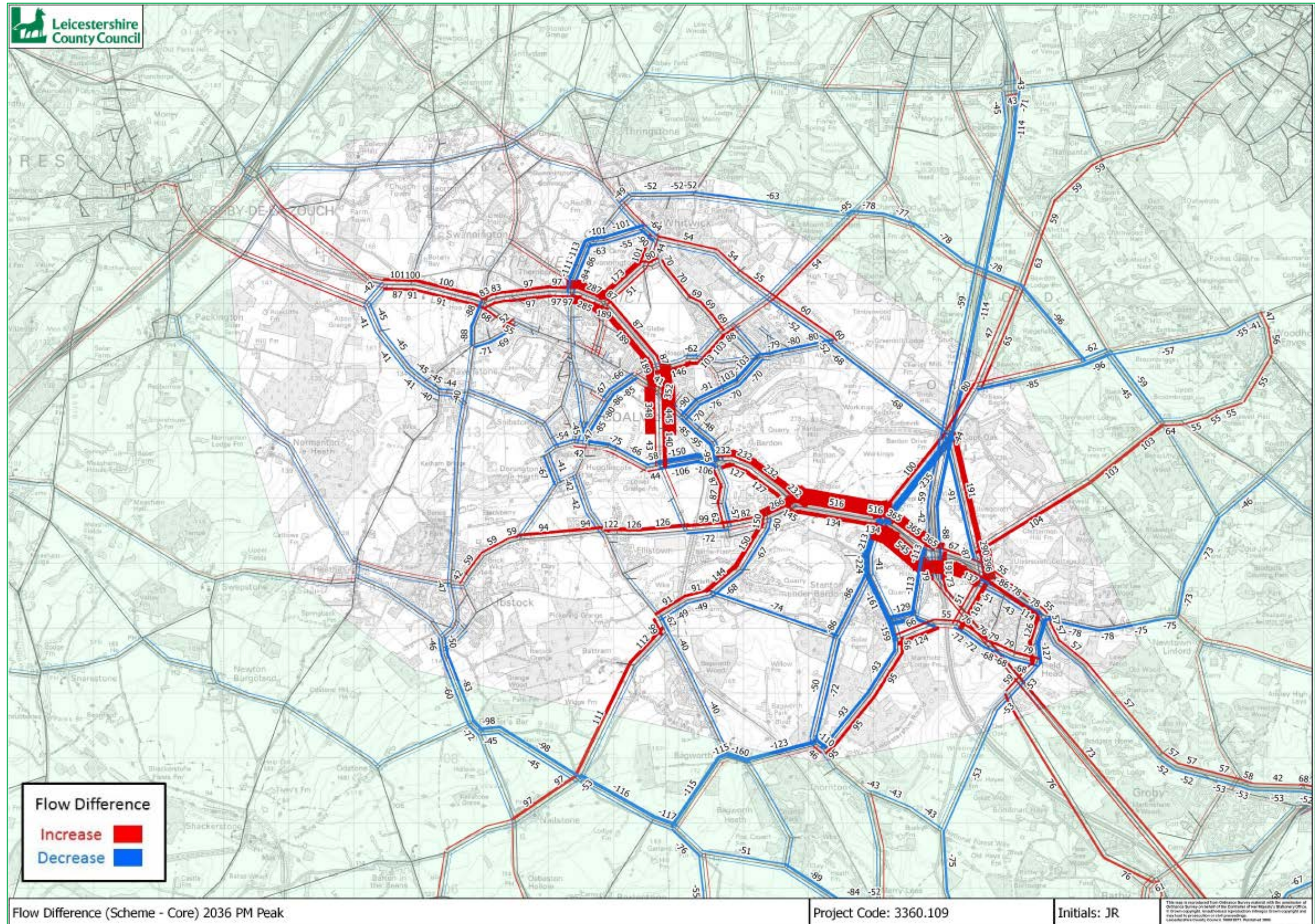


Figure 4.2 2036 PM Peak Hour Flow Difference (Scheme – Core)

4.3. Delay Difference

- 4.3.1. A review of corresponding 2036 peak hour changes in scheme minus core delay are shown in Figure 4.3 and Figure 4.4 below. Those junctions exceeding a ± 30 second delay change on any entry arm are summarised in Table 4.3 where blue and red boxes signify corresponding delay decreases and increases respectively.

Junction	AM	PM
A511, Birch Tree		
A511, Flying Horse		
Copt Oak		
A50, Field Head, Markfield		
Hugglescote X-Roads		
High St./Belvoir Rd, Coalville		
A447, Leicester Rd, Ravenstone		
A511/Waterworks Rd		
A511, Hermitage Rd, Coalville		
M1 J22/Link from Stanton Under Bardon		

Table 4.3 Scheme Impact on Peak Hour Junctions by Delay Increase/Decrease ($> \pm 30$ s)

- 4.3.2. The impact of the scheme predicts significant reductions in congestion at junctions such as Hugglescote crossroads and the A511, Birch Tree and Flying Horse roundabouts.
- 4.3.3. The only link forecast to significantly worsen is on the M1 J22 entry arm from Stanton Under Bardon which is lightly trafficked. A 2014 count indicated around 3 cars per minute sought entry to the roundabout in the AM peak hour falling to 2 cars per minute in the PM peak hour.
- 4.3.4. One area of slight concern might relate to an increase in scheme induced PM delay on the A511 arms at Broom Leys Road, but this must be put into context.
- 4.3.5. Despite this increase in junction 'mainline' delay, total throughput increases by 58% from 1,700 to 2,700 pcu's whilst an early view of the A511 journey time route (Figure 3.12) predictions is also informative.

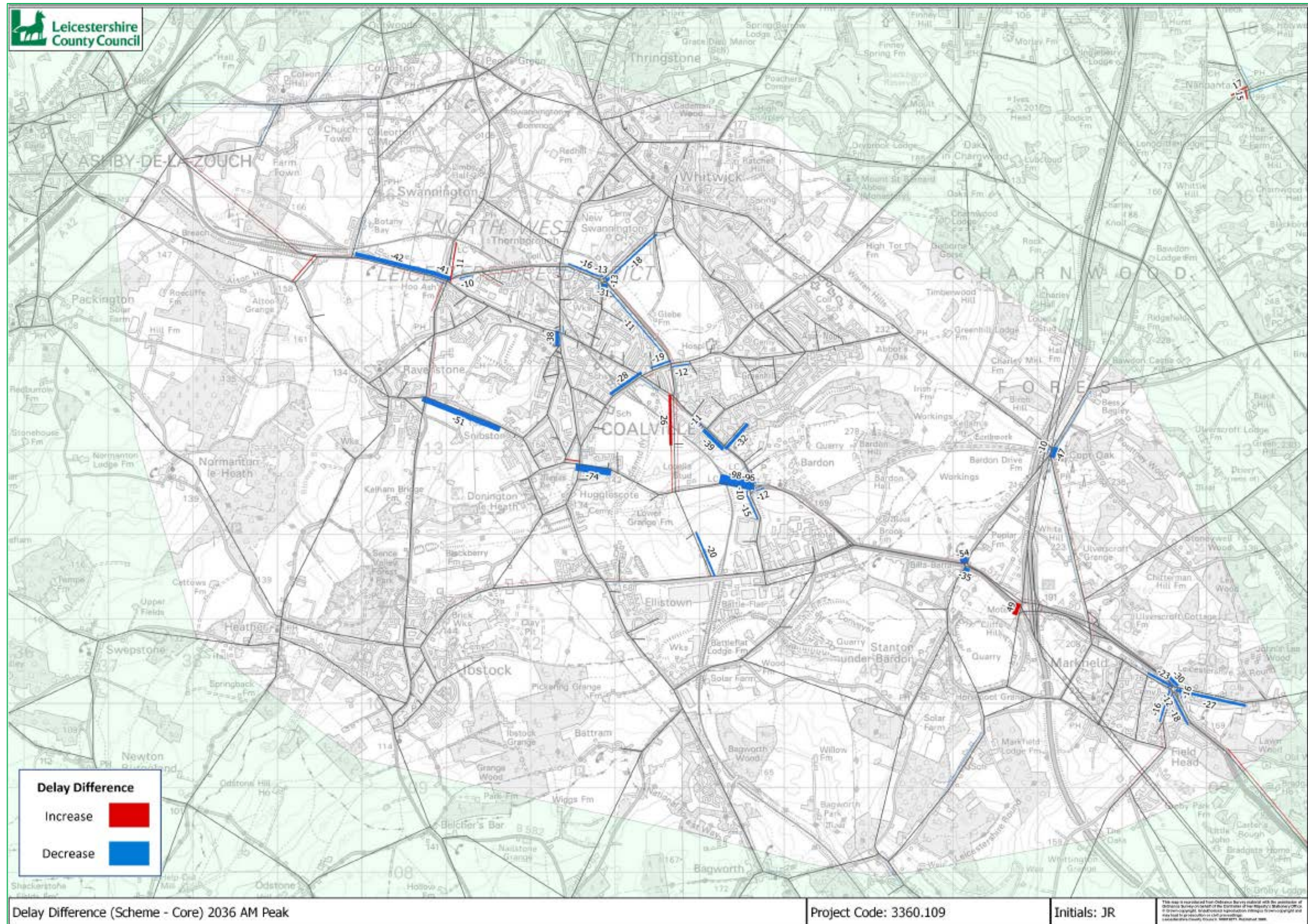


Figure 4.3 2036 AM Peak Hour Delay Difference (Scheme – Core)

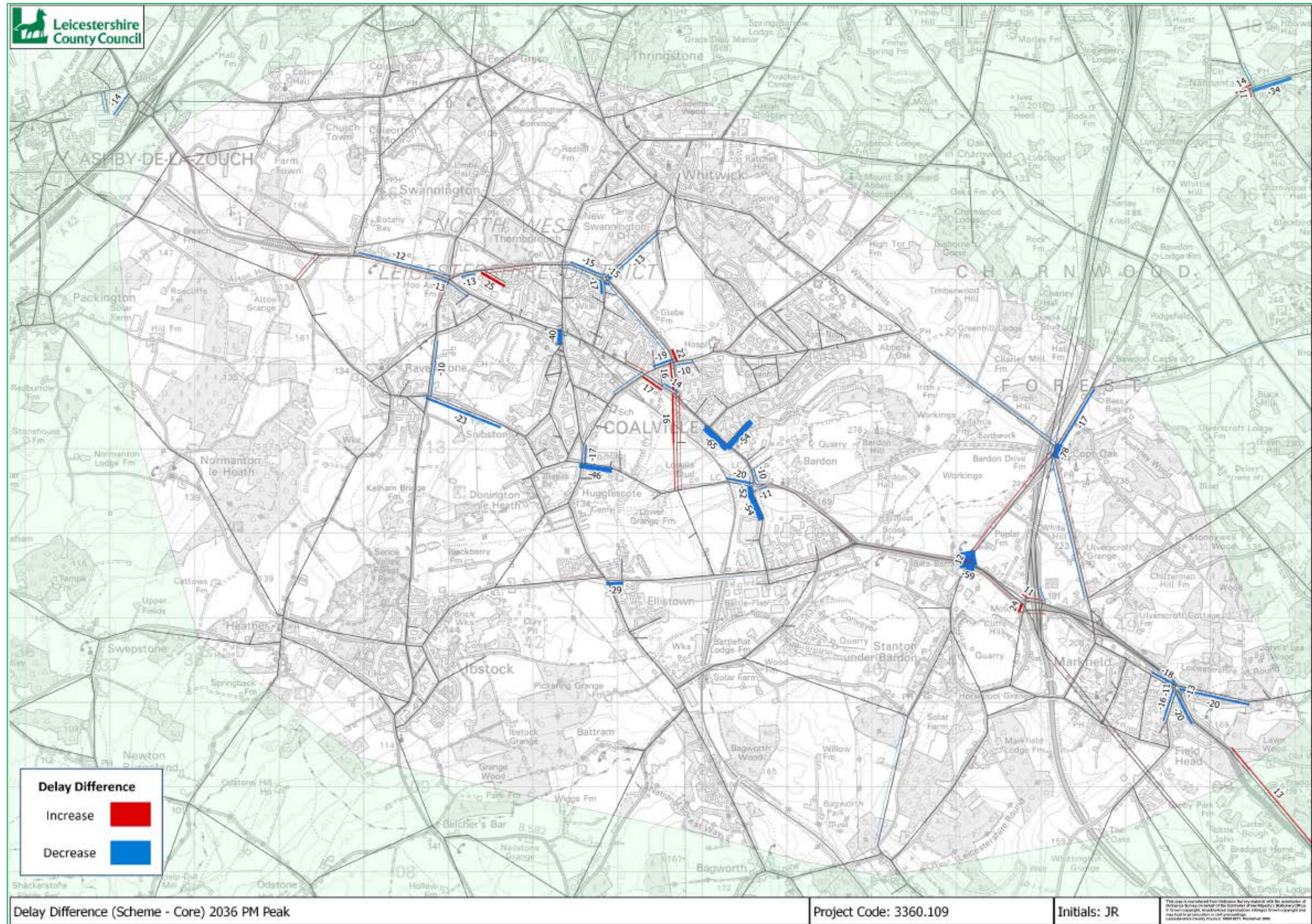


Figure 4.4 2036 PM Peak Hour Delay Difference (Scheme – Core)

- 4.3.6. Figure 4.5 and Figure 4.6 show the distance-time graphs of these journey time predictions in an easterly and westerly direction respectively by base, core and scheme scenario.

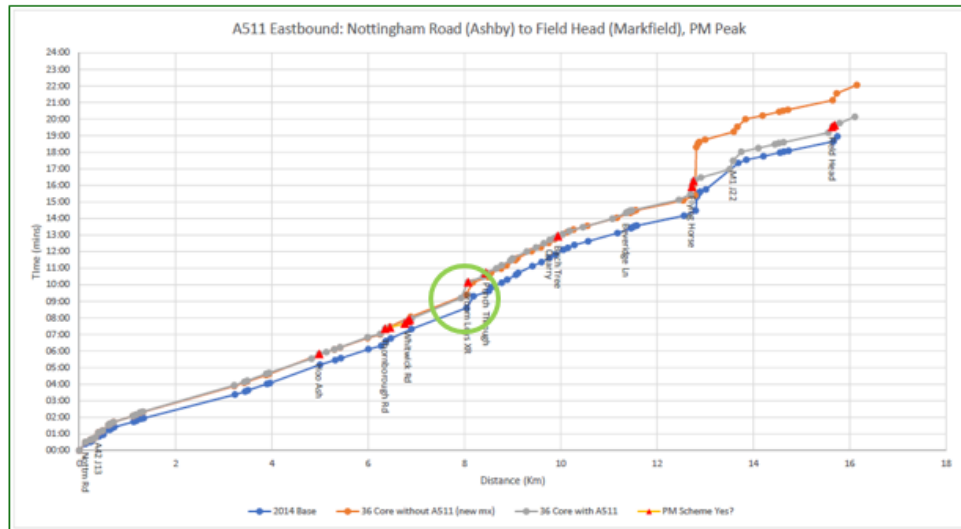


Figure 4.5 Comparison of Scenario Journey Times : A511 Eastbound (PM)

- 4.3.7. Each scenario has a line mapping out the cumulative times from the starting point through intermediate timing points to the destination.
- 4.3.8. The blue line shows the 2014 base year forecast times; orange the 2036 core; grey 2036 with scheme. The green circle highlights the timing point of the Broom Leys Rd junction.

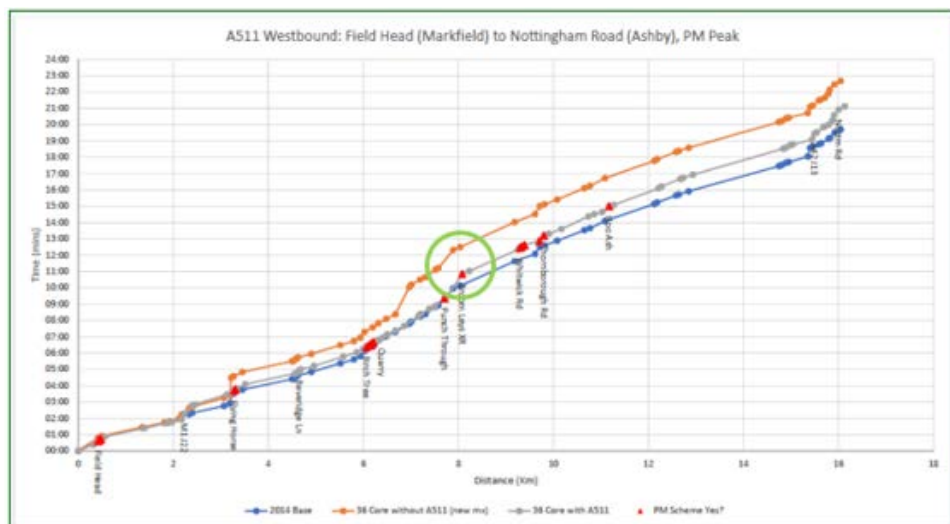


Figure 4.6 Comparison of Scenario Journey Times : A511 Westbound (PM)

- 4.3.9. Significantly, overall directional journey time performance, between core and scheme, is virtually identical in its vicinity despite carrying a much-increased flow.

4.4. Junction Performance

- 4.4.1. Associated with the scheme induced improvement in overall network performance is a reduction in the number of junctions experiencing ‘*heavily congested*’ conditions as shown in Table 4.4.

V/C (%)	Congestion Rating	AM (0800 to 0900hrs)			PM (1700 to 1800hrs)		
		Base	Core	Scheme	Base	Core	Scheme
<75	Uncongested	665	668	690	662	659	682
>=75<85	Approaching Congestion	14	14	24	8	20	22
>=85<100	Congested	13	15	17	17	20	26
>=100	Heavily Congested	3	17	9	8	15	10
Total Nodes		695	714	740	695	714	740

Table 4.4 Breakdown of Junction Congestion Ratings within the SYSTRA Aol

- 4.4.2. Although undoubtedly improving ambient conditions most of these junctions drop into the ‘*congested*’ category explaining the increase in its constituents.
- 4.4.3. This change in 2036 AM and PM peak hour dynamic is captured respectively in Figure 4.7 and Figure 4.8 below.

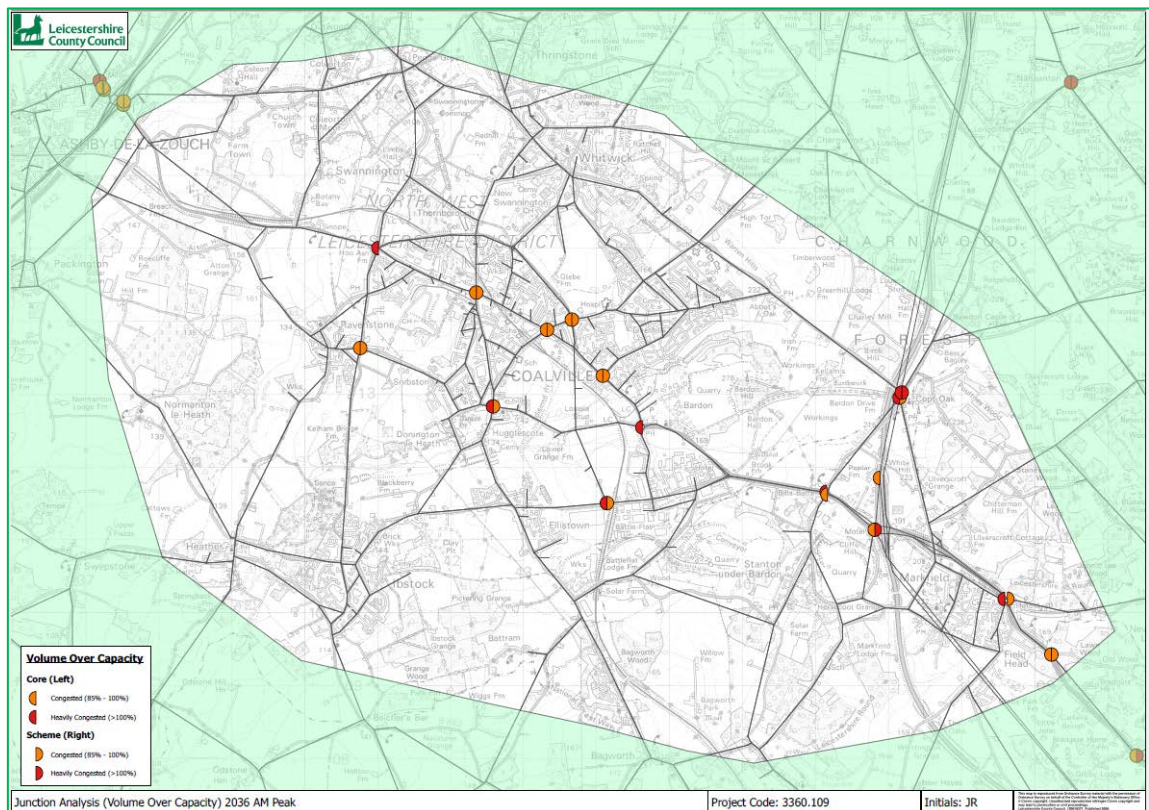


Figure 4.7 2036 AM Comparison of Core vs Scheme V/C

- 4.4.4. Highlights of the AM peak hour show *'heavily congested'* conditions completely alleviated from the A511 junctions at Hoo Ash and Birch Tree roundabouts whilst being downgraded to *'congested'* for the A511-Flying Horse, Hugglescote crossroads and Beveridge Lane/Bardon Link junctions.

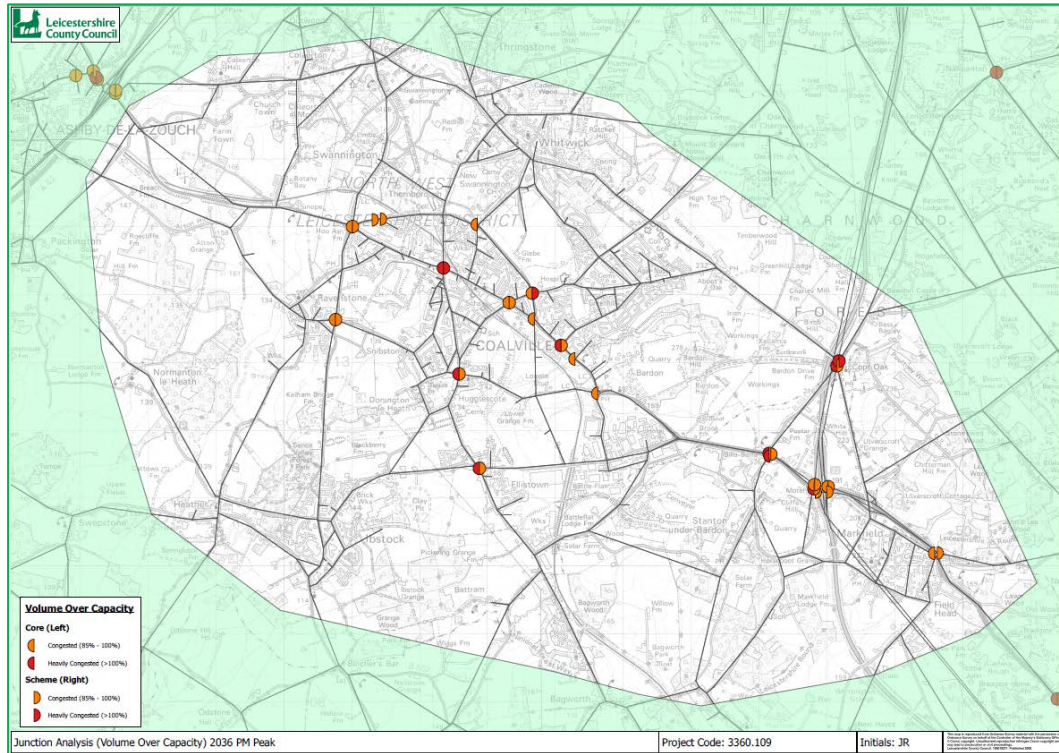


Figure 4.8 2036 PM Comparison of Core vs Scheme V/C

- 4.4.5. The PM peak hour highlights include the downgrade from *'heavily congested'* to *'congested'* for Hugglescote crossroads, Beveridge Lane/Whitehill Road and the A511 – Flying Horse junctions. In addition, and as already mentioned, the increase to *'heavily congested'* at the A511/Broom Leys junction is shown.
- 4.4.6. Although the A511/Broom Leys Road junction now falls into the *'heavily congested'* category it is of note that the increase is marginal with the V/C value between core and scheme increasing from 98% to 100%.
- 4.4.7. A list of those junctions forecast to be heavily congested (VoC >100%) in 2036 core and scheme scenarios is shown in Table 4.5 with red highlighting those effected in the AM and blue for the PM.

	Junction	Core		Scheme	
		AM	PM	AM	PM
1	A511, Ashby Bypass/Ashby Rd				
2	A511, Ashby Bypass/Nottingham Rd				
3	A511, Hoo Ash				
4	A511/Waterworks Rd				
5	A511/Flying Horse				
6	M1 J22/Link from Stanton Under Bardon				
7	Copt Oak				
8	Bardon Link Spur/Beveridge Lane				
9	Beveridge Ln/Whitehill Rd				
10	Hugglescote X-Roads				
11	High St./Belvoir Rd, Coalville				
12	A511, Broom Leys Road				

Table 4.5 Heavily Congested Junctions in 2036 Core vs Scheme Scenarios

4.4.8. Further detail is presented in Figure 4.9 in which the junctions are coloured depending on which scenario they are flagged as follows:

- - core
- - core and scheme
- - scheme only

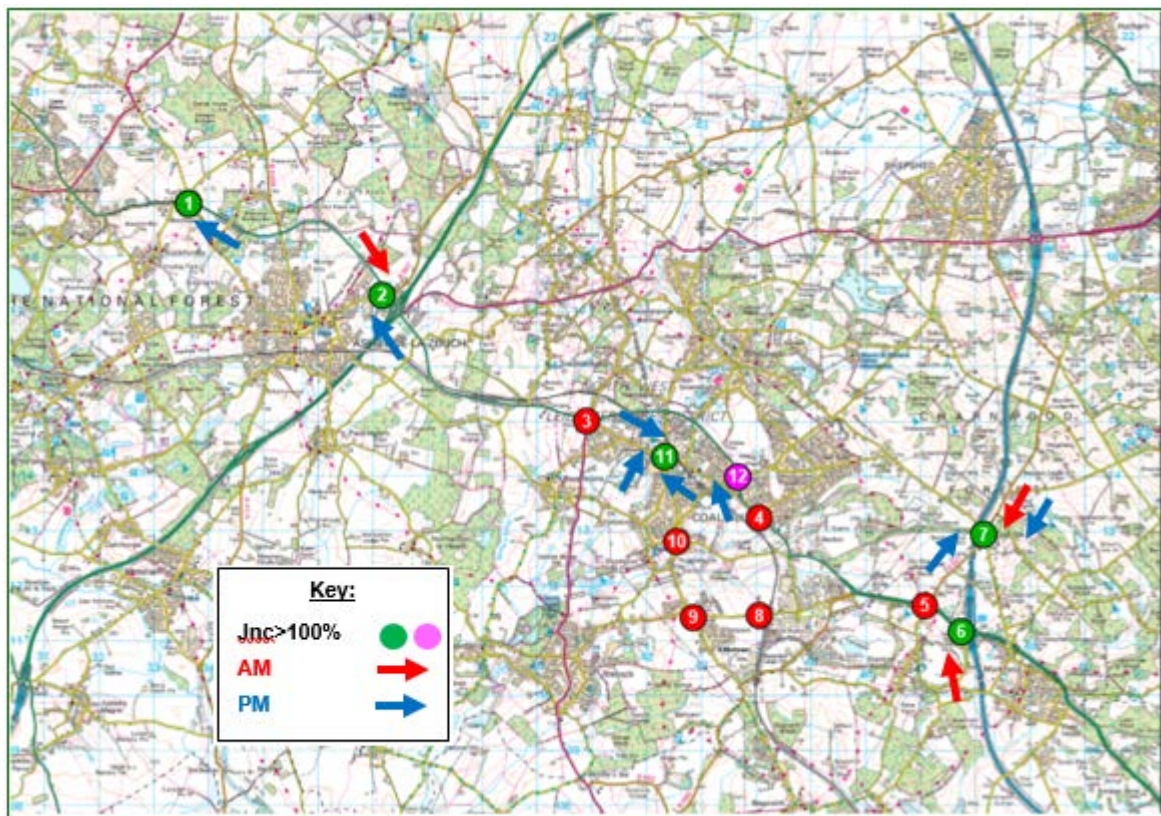


Figure 4.9 With Scheme Junctions exceeding 100% VoC by Movement

- 4.4.9. Because the detail from the 2036 core has already been dealt with in Chapter 3 (Figure 3.10) only scheme induced entry arm movements exceeding a 100% V/C are highlighted. Red and blue arrows indicate an impact in the AM and PM peak hours respectively.

4.5. Journey Times

- 4.5.1. A good indication of how the scheme has affected general congestion levels is revealed from scrutinising the forecast journey time output along the routes defined in Chapter 3 (Figure 3.12).
- 4.5.2. Whilst metrics such as delay differences and V/C ratios are very good at pinpointing 'bottlenecks' they are not always good at reflecting the 'bigger' picture. A key piece of missing information here might be throughput for example.
- 4.5.3. Developing this argument further, when considering a new scheme, such as the A511 MRN, it is important to consider the 'congestion effect' over both, its length and other locally effected routes. In such instances, apparent congestion issues at junctions may not be as serious as first seemed. It may be that a significant increase in throughput, characterised by flow reductions on other inappropriate routes has been achieved without compromising overall main-route journey time.
- 4.5.4. To develop a better understanding it is useful to consider both, aggregate and cumulative journey times, over key routes with the application of distance-time graphs being invaluable.
- 4.5.5. Table 4.6 below summarises the aggregate journey times of the 3 routes defined earlier in Chapter 3. Directional values are shown for 2036 core and scheme scenarios supplemented by 2014 base to give an indication of how times relate to the 'present' day.
- 4.5.6. The difference between future and base year route times is highlighted such that red values indicate a future journey time exceeding the present day whilst blue represents an equivalent forecast time saving.
- 4.5.7. Without any scheme the principal A511 route is forecast to incur an increase in journey time of between 2 and 4½ minutes over the present day reducing to between, a ½ and 2-minute increase, with the scheme in-situ. This is despite the scheme also increasing its throughput.

A511 MRN	AM				PM			
	WB	Diff	EB	Diff	WB	Diff	EB	Diff
2014 Base	18:57	-	18:47	-	19:42	-	19:26	-
2036 Core	20:46	01:49	23:19	04:32	22:40	02:58	22:03	02:37
2036 Scheme	19:33	00:36	20:32	01:45	21:07	01:25	20:08	00:42
Broom Leys	AM				PM			
	NB	Diff	SB	Diff	NB	Diff	SB	Diff
2014 Base	10:15	-	09:50	-	10:03	-	09:31	-
2036 Core	10:58	00:43	09:48	-00:02	10:36	00:33	10:01	00:30
2036 Scheme	10:10	-00:05	09:38	-00:12	10:08	00:05	09:34	00:03
Grange Rd	AM				PM			
	WB	Diff	EB	Diff	WB	Diff	EB	Diff
2014 Base	08:04	-	07:15	-	07:48	-	06:54	-
2036 Core	10:20	02:16	08:33	01:18	09:41	01:53	07:23	00:29
2036 Scheme	08:15	00:11	07:16	00:01	08:32	00:44	07:07	00:13

Table 4.6 Comparison of Modelled Journey Times – 2014 Base, 2036 Core and Scheme

- 4.5.8. For the Broom Leys route the core is forecast to increase between 0 and 1 minute over the base. This modest increase is related to the location of the large SE Coalville development and its principal access off Grange Road meaning that there is a diversion of traffic down Waterworks Road and away from the Broom Leys route.
- 4.5.9. With the scheme in-situ the Broom Leys route sees an improvement in which congestion levels are forecast to be no worse than the present day.
- 4.5.10. The east-west 'back route' around Coalville via Grange Road, Hugglescote and Ravenstone is predicted to increase by ½ to 2-minutes by 2036 in the absence of the A511 MRN scheme. This prediction eases to a 0 to 1-minute increase once the scheme is built as traffic re-routes away from the area.
- 4.5.11. The value of presenting route journey time data in the form of distance-time graphs has already been introduced as part of the earlier section reviewing flow delay differences (see Figure 4.5 and Figure 4.6).
- 4.5.12. There are 4 distance-time graphs associated with each route involving the relevant peak hour and direction of movement. Each graph plots cumulative time against distance travelled for each of the 3 scenarios; 2014 base, 2036 core and 2036 scheme.
- 4.5.13. The appearance of each scenario's profile on the same graph allows a quick comparison of route performance to be made and highlights where on each route divergence occurs.
- 4.5.14. The commentary now proceeds to provide some further insight into this information by selecting a single time-distance graph per route to summarise the main findings.

- 4.5.15. In the interests of clarity, no attempt is made to analyse all output here although the complete set can be found in Chapter 6, Appendix D.
- 4.5.16. Before starting it is worth mentioning two important concepts to be aware of on the graphs:
1. Line gradient change between scenarios
 2. Parallel scenario lines
- 4.5.17. Where the gradient of the line changes between scenarios indicates a change in journey time on the route and is used to flag up those junctions where divergence occurs.
- 4.5.18. Where lines are parallel between scenarios indicates no significant change in journey time between the timing points. Although seemingly obvious it must be remembered that where divergence has already occurred on the route, the lines will have been displaced from each other but may be parallel on some later stretches.

1. A511 MRN

- 4.5.19. The impact of future traffic growth (orange line) on the AM peak hour journey times for the A511 westbound can be seen clearly in Figure 4.10 below.

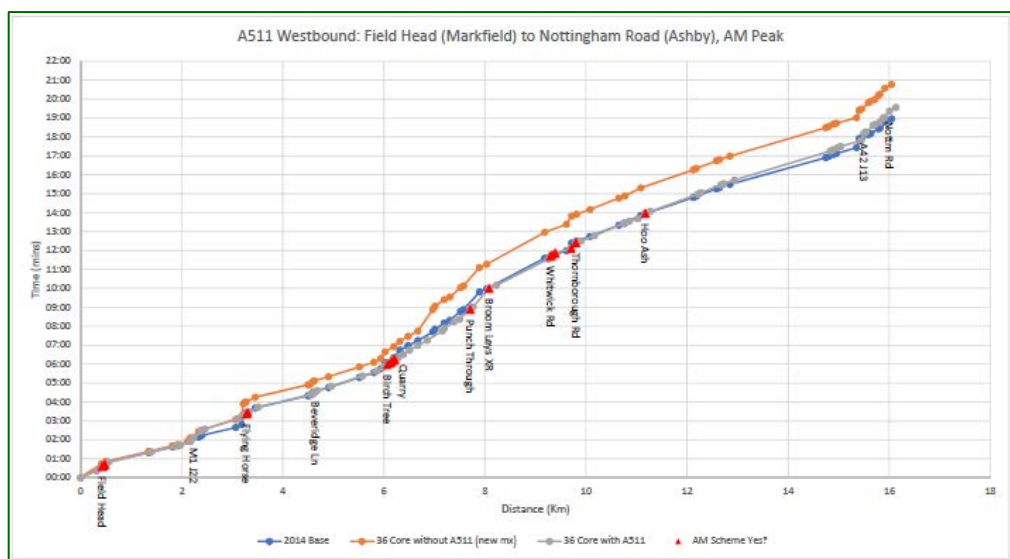


Figure 4.10 AM Journey Time Impact on the A511 Route Westbound

- 4.5.20. Whilst the 2036 core divergence from the base year at the Flying Horse, and in the vicinity of Bardon Road and Waterworks Lane, is pronounced the future 'with scheme' largely tracks the present day.
- 4.5.21. Without the scheme there is forecast to be a near 2-minute increase in route journey time dropping to about ½ minute with it.

2. Broom Leys Route

- 4.5.22. Figure 4.11 shows the predicted impact in the AM peak for northbound traffic along the Broom Leys route.



Figure 4.11 AM Journey Time Impact on the Broom Leys Route Northbound

- 4.5.23. Travel time divergence between core and base year is pronounced at the Broom Leys Road junctions with London Road and the A511. This manifests itself into a near 1 minute increase in delay over the route as a whole.
- 4.5.24. With the scheme in-situ the congestion levels are forecast to remain commensurate with the present-day.

3. Grange Road Route

- 4.5.25. The AM journey time predictions for the Grange Road route, in a westerly direction, are shown in Figure 4.12.

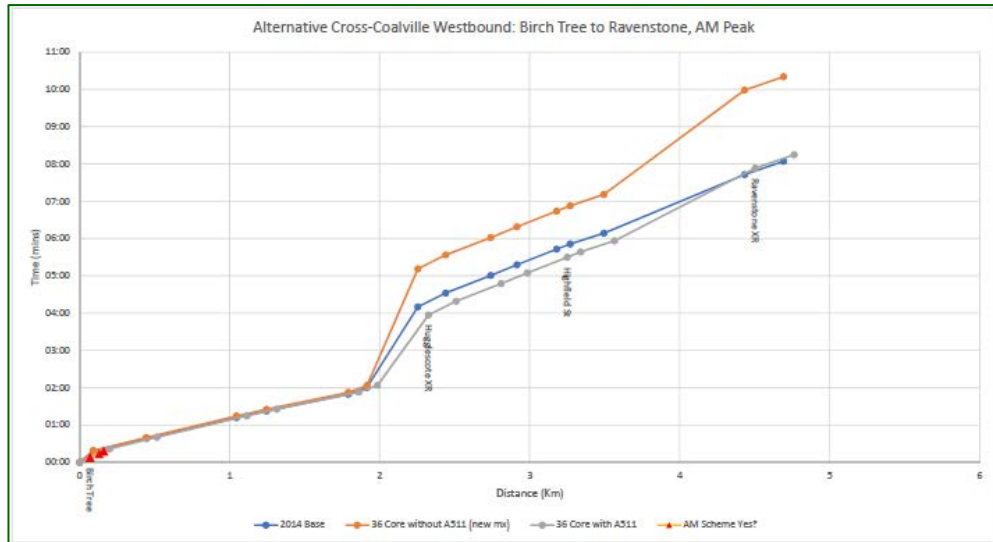


Figure 4.12 AM Journey Time Impact on the Grange Road Route Westbound

- 4.5.26. There are two critical points of inflection on the curves which correspond to Hugglescote and Ravenstone crossroads. Their impact causes route journey time to increase by over 2 minutes between base and core.
- 4.5.27. The traffic relief imparted by the scheme, particularly for SE Coalville development traffic with destinations to the west of the town, is palpable and culminates in congestion levels on this route remaining largely as at present.

4.6. **Select Link Analysis (SLA)**

- 4.6.1. The application of select link analysis is useful in understanding more detail of the trips passing over a link of interest. Not only does it indicate the origins and destinations of such trips but also their routing patterns. In this regard the two sites shown in Figure 4.13 have been subject to peak hour select link analysis.
- 4.6.2. The first is the Bardon Link Road from the 'with scheme' scenario. This has been chosen to reveal whether it will principally serve trips operating to/from the local Industrial sites and SE Coalville development or whether longer through traffic might also be attracted. The analysis also provides additional detail associated with the routing of this traffic beyond the link road to better understand the flow differences shown earlier in Figure 4.1 and Figure 4.2.

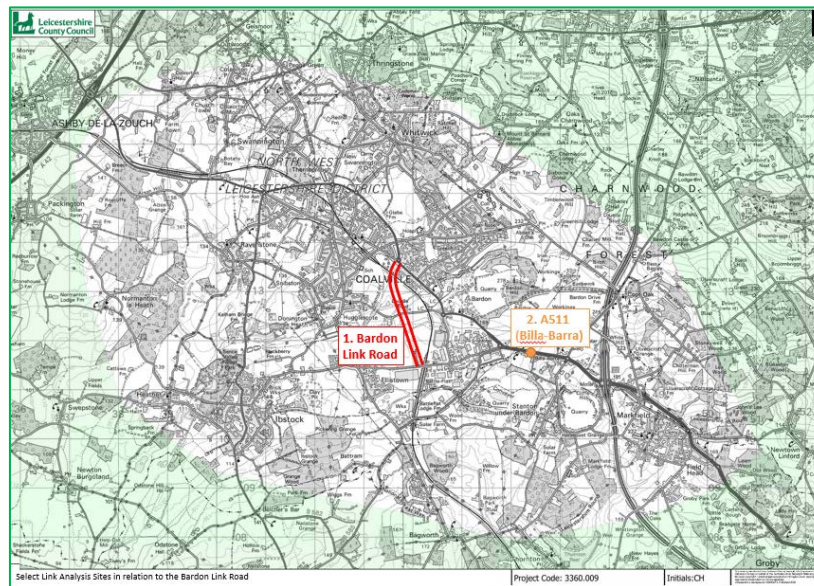


Figure 4.13 Sites for the Select Link Analysis

4.6.3. The second site relates to the A511 link between the Flying Horse and Beveridge Lane junctions. This link has been chosen for the following reasons:

- It is forecast to witness some of the largest scheme induced flow changes,
- To indicate how the 'left-in left-out' configuration at the Flying Horse junction effects some cross-country routes and the Copt Oak junction,
- To indicate how the magnitude of A511 through traffic might be expected to change post scheme,
- To indicate how local traffic uses this stretch of the A511 post scheme.

4.6.4. For the Bardon Link Road site, a straightforward SLA has been presented for both peak hours since it only resides in the scheme scenario.

4.6.5. By contrast, the A511 site is resident in both, the core and scheme scenarios, and so the SLA output has been presented in '*scheme minus core*' format for clarity of understanding. Here link bandwidths are coloured red to signify a flow increase in the scheme scenario and blue where the flow has decreased compared to the core.

4.6.6. Whilst SLA output and commentary is presented for both peak hours at the BLR site here, only AM output is contained in the narrative of this report for site 2. However, Chapter 6, Appendix E does contain the complete set of SLA output.

1. Bardon Link Road

- 4.6.7. The inclusion of the Bardon Link Road (BLR) forms part of the 2036 scheme scenario. A SLA on the link road, to the south of Bardon Road, has been undertaken and the results for AM and PM peak hours are shown in Figure 4.14 and Figure 4.15 respectively.
- 4.6.8. The BLR is forecast to be principally used by trips to/from areas within Coalville itself or to the north and west of the town seeking access to the Grange Road and Beveridge Lane developments. It is not predicted to attract long distance through trips.



Figure 4.14 AM Bardon Link Road SLA

- 4.6.9. During the peak hours the BLR is forecast to carry a 2-way combined flow of up to 800pcu's.



Figure 4.15 PM Bardon Link Road SLA

2. A511 between Beveridge Lane and Flying Horse

4.6.10. The AM predicted scheme impact on 2-way trips flowing across the A511, to the west of the Flying Horse junction, is shown in Figure 4.16 and is summarised as follows:

- There is a near 200pcu transfer of Charnwood Forest traffic using the B591, Beacon Road, towards Coalville onto Priory Lane, Ulverscroft and then onwards via the A50 and A511. This is a consequence of the 'left-in left-out' configuration on the B591 arm at the Flying Horse junction.
- Increase in west and eastbound long distance through traffic of 80 and 50pcu's respectively.
- Transfer of 80pcu's from Beveridge Lane to Grange Road westbound.
- A general 100pcu increase in local traffic using Grange Road onto the A511 eastbound.

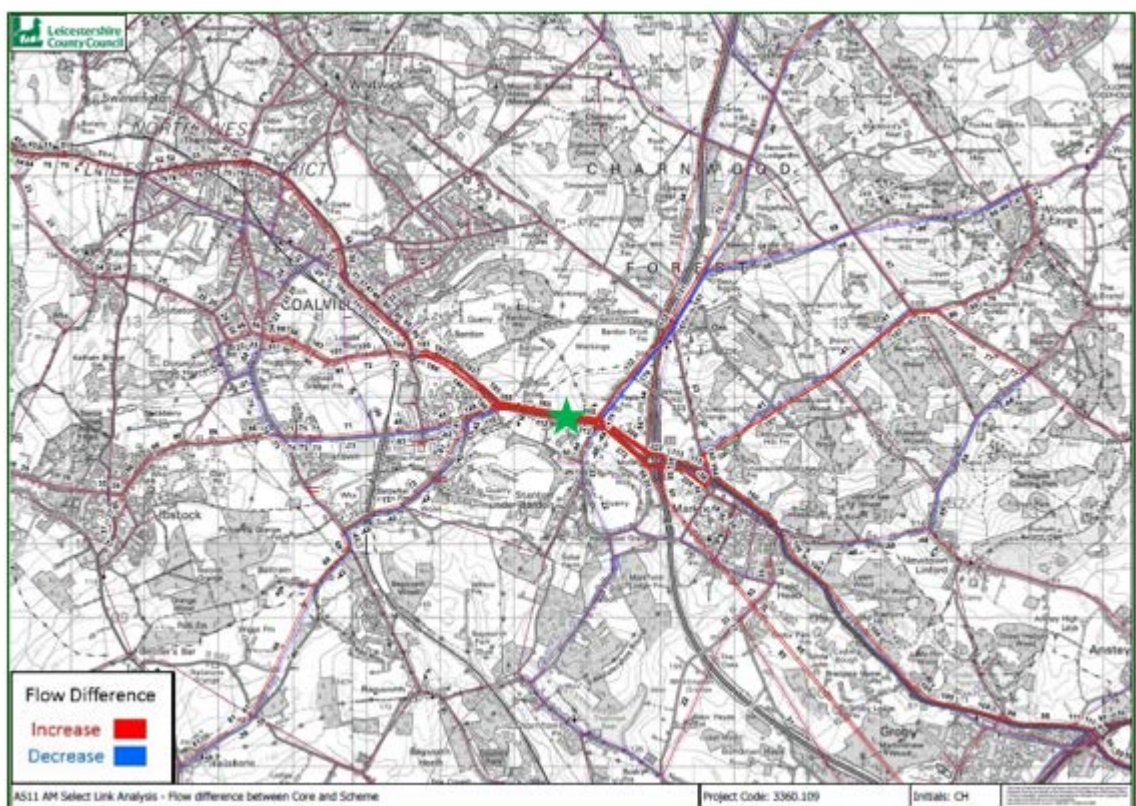


Figure 4.16 AM SLA Difference (Scheme – Core) : A511 West of Flying Horse

5. Conclusion

- 5.1.1. The purpose of this project was to refresh the work previously completed by SYSTRA UK in 2016 using the latest modelling assumptions.
- 5.1.2. In doing so the wider objective was to identify any gaps still outstanding in the strategy resulting from the need to accommodate a predicted 24% growth in traffic between 2014 and 2036.
- 5.1.3. Together with the latest updates to the planning and infrastructure data it is of note that this revision differs from SYSTRA's original work by extending the forecast horizon year from 2031 to 2036.
- 5.1.4. Two scenarios have been undertaken and relate to a 2036 future year without the A511 MRN scheme and one in which it is assumed built.
- 5.1.5. Not surprisingly, the 24% growth in traffic is forecast to increase local area congestion significantly with many minor routes, both urban and rural, being overtly exposed.
- 5.1.6. Junctions which are predicted to be operating beyond their operational capacity in the 2036 core and could potentially require mitigation include:
- A511, Ashby Bypass/Ashby Road
 - A511, Ashby Bypass/Nottingham Road
 - A511, Hoo Ash, Coalville
 - A511/Waterworks Road, Coalville
 - A511/Flying Horse
 - M1 J22/minor link from Stanton Under Bardon
 - B591/Warren Hills Road, Copt Oak
 - B591/Whitwick Road, Copt Oak
 - Bardon Link spur/Beveridge Lane
 - Beveridge Lane/Whitehill Road, Ellistown
 - Hugglescote crossroads
 - High Street/Belvoir Road, Coalville
- 5.1.7. The inclusion of the A511 MRN scheme, with its much-improved capacity, is forecast to significantly decrease congestion within the overall AoI. Its ability to efficiently distribute a much-increased throughput is characterised by a transfer of traffic from less suitable local roads onto it whilst remaining attractive to longer distance traffic.

- 5.1.8. Despite this there remain several junctions under duress of which the A511 at Broom Leys Road may be significant given its location on the alignment of the scheme.
- 5.1.9. Junctions which are predicted to be operating beyond their operational capacity in 2036 with the A511 MRN scheme and could potentially require mitigation include:
- A511, Ashby Bypass/Ashby Road
 - A511, Ashby Bypass/Nottingham Road
 - M1 J22/minor link from Stanton Under Bardon
 - B591/Warren Hills Road, Copt Oak
 - B591/Whitwick Road, Copt Oak
 - High Street/Belvoir Road, Coalville
 - A511/Broom Leys Road
- 5.1.10. Additionally, whilst the A42 Junction 13 is not forecast to exceed the severely congested threshold, it is borderline. Improving the two junctions on the Ashby Bypass listed above will likely draw additional traffic back to the A511 corridor – mirroring the effects of the MRN scheme elsewhere on the corridor – thus likely pushing it into becoming severely congested. This is an important junction, and its operation has not just localised impacts but wider regional and national impacts as part of the Strategic Road Network. Thus, A42 J13 also could potentially require mitigation.

6. Appendices

6.1. Appendix A : Latest NWLDC Planning Data (Committed/Highly Likely)

SITE	OVERALL SITE CAPACITY	COMPLETIONS (NET) 1 APRIL 2011- 31 MARCH 2019	UNDER CONSTRUCTION @ 1 APRIL 2019	NOT STARTED	TOTAL TO 2031	POST 2031	COMMENTS
Land To The East Of Leicester Road Ashby De La Zouch	267	267			267		
Land at Smisby Road Ashby de la Zouch	122	122			122		
74-108, 110-144 Malvern Crescent Ashby De La Zouch	-10	-10			-10		Demolition of 36 dwellings and replacement with 26
Meredith Place Smisby Road Ashby De La Zouch	7	7			7		124 dwellings built prior to 2011
Holywell Mill Burton Road Ashby De La Zouch	19	0	19	0	19		
Land To The East Of 57 Moira Road Ashby De La Zouch	69	69			69		
Holywell Spring Farm Burton Road Ashby De La Zouch	400	113	61	226	400		Actual completions 2017 to October was 31
Former Soap Factory The Callis Ashby De La Zouch	37	37			37		
Land At Leicester Road Ashby De La Zouch	101	101			101		
Land Between Buton Road And Moira Road Shellbrook Ashby De La Zouch	281	166	46	69	281		
Money Hill Ashby de la Zouch	2,050	70	31	122	1,723	327	Minor Change increases capacity to 2,050
Former depot Kilwardby Street Ashby de la Zouch	32	32			32		
Fallen Knight, Kilwardby Street, Ashby de la Zouch	12	0		12	12		
Ashby total		974	157	429	3,060	327	
Land To Rear Of 112 Park Lane Castle Donington	306	306			306		
Land North Of Towles Pastures Castle Donington	13	13			13		
Land North And South Of Park Lane Castle Donington	897	18	28	851	838	59	
The Spittal, Castle Donington	13			13	13		
Castle Donington total		337	28	864	1,170	59	
138 To 148 Ashby Road Coalville	25	25			25		45 dwellings built prior to 2011 (76 dwellings gross)
Land Adjoining Discovery Park Ashby Road Coalville	49	49			49		
Former Minnesotas Site London Road Coalville	27	27			27		
Fern Carpets 346 Ashby Road Coalville	37	37			37		
Former Stephenson College Bridge Road Coalville	26	26			26		129 dwellings built prior to 2011
Land Adjoining Industrial Estate Ravenstone Road/Coalville Lane Coalville	188	188			188		
Former Coalyard Site To The Rear Of 61-65 Gracedieu Road Whitwick	12	12			12		
Former Forest Way School 167 Waterworks Road Coalville	28	28			28		
Land North Of Standard Hill And West Of Highfield Street Coalville	400	0		400	380	20	
Land Rear Of 138 Bardon Road Coalville	138	135			135		138 dwellings gross
Land At Kane Close Coalville	23	23			23		
The Farm Manor Road Donington Le Heath Coalville	15	15			15		
Castle Inn 23 Dennis Street Hugglescote Coalville	10	10			10		
Land At Loughborough Road Thringstone	85	85			85		
Land Off Frearson Road Coalville	208	156	34	18	208		
The Pick N Shovel 2 High Street Coalville	14	12			12		14 dwellings gross
Land North Of Greenhill Road And East Of Agar Nook Lane Coalville	79	79			79		
Land To The West Of 164-224 Bardon Road Coalville	79	77			77		79 dwellings gross
South East Coalville	3,500	4	31	3,496	2,236	1,264	
South of Grange Road	105	49	28	28	105		
Waterworks Road Coalville	95	0		95	95		
Former depot Highfield Street Coalville	28	28			28		
Land off North Avenue Coalville	17	17			17		
Land south of Greenhill Road Coalville	166	3	14	149	166		
107 Central Road Hugglescote Coalville	11	11			11		
Land off Forest Road Hugglescote	47	38	0	9	47		
Sports Ground Pavilion Homestead Road Thringstone Coalville	18	18			18		
The Fox Inn 137 Main Street Thringstone Coalville	23	23			23		
36-58 Parsonwood Hill Whitwick Coalville	9	9			9		11 dwellings built prior to 2011
Workspace 17, Highfield Street, Coalville	20	0		20	20		
Land at Scotlands Road, Coalville	14	0	14		14		
4 to 6 Marlborough Square, Coalville	11	0		11	11		
117 London Road, Coalville	15	0		15	15		
The Oak of Whitwick, 27 Talbot Street, Whitwick	12	0		12	12		
Former Police Station Ashby Road Coalville	24	0	24		24		
Land south of The Green Donington le Heath	34	0		34	34		
Greenacres Linford Crescent Coalville	-11	-11			-11		22 dwellings on site previously-net loss of 11 dwellings
Stevenson House Ashby Road Coalville	14	0		14	14		
Coalville urban area total		1,173	145	4,301	4,304	1,284	
Land Adjoining 67 Ravenstone Road Ibstock	119	119			119		
Land South Of Ashby Road Ibstock	197	197			197		
Land North of Ashby road ibstock	203	203			203		
117 Chapel Street Ibstock	13	12			12		13 dwellings gross
Land Adjoining Clare Farm Station Road Ibstock	142	12	49	81	142		
Westgate, Station Road, Ibstock	13	0	3	0	3		10 dwellings on site previously-net gain of 3 dwellings
Ibstock total		543	52	81	676	0	
Land To The Rear Of RBS Data Centre Packington Hill Kegworth	91	91			91		
Citrus Grove Sideley Kegworth	76	76			76		
Whiteholme 63 Ashby Road Kegworth	8	8			8		4 completed prior to 2011
Brookes Machine Tools Ltd Dragwell House 2 Derby Road Kegworth	16	0	1	15	0		
Land Adjoining 90 Ashby Road Kegworth	110	0		110	0		Site impacted by route of H52
Slack & Parr Ltd Long Lane Kegworth	188	0		188	188		
58 Station Road, Kegworth	16	16			16		
Adjacent to Computer centre and J24, Packington Hill, Kegworth	150	0		150	0		Site impacted by route of H52
118 Station Road, Kegworth	14	0		14	14		
Land at Molehill Farm, Kegworth	110	0			110		
Kegworth total		191	1	477	503	0	
Pickerings Nurseries Bosworth Road Measham	61	61			61		
Land Off Rosebank View And Hart Drive Measham	42	42			42		
Strategic site, Measham	450	0		450	330	120	
Land Off New Street Measham	30	30			30		
Atherstone Road Measham	76	76			76		
Land adjoining Greenacres, Bosworth Road, Measham	27	0	3	24	27		
117 High Street, Measham	11	0		10	10		11 dwellings gross
Measham total		209	3	484	576	120	
Former Site Of Mount Pleasant Works Hepworth Road Albert Village	190	190			190		
Land Off Top Street Appleby Magna	29	29			29		
(Church View) Land Adjoining 33 Measham Road Appleby Magna	39	39			39		
3 Top Street Appleby Magna	12	12			12		
Butt Lane Blackfordby	72	0	42	30	72		
North of Butt Lane and east of Hepworth Road Woodville/Blackfordby	91	0		91	91		
Land Rear Of 27 The Crescent Breodon On The Hill	14	13	1	0	14		
Land Adjacent To No. 12 Southworth Road Breodon On The Hill	10	10			10		
9 Lady Gate Diseworth	10	0		10	10		
14 Grimes Gate Diseworth	10	1	6	3	10		
Acresford Road Donisthorpe	36	13	8	15	36		
57/57A Whitehill Road Ellistown	34	32			32		34 dwellings gross
Land Off Battleflat Drive Ellistown	24	24			24		16 dwellings built prior to 2011
The Old Cow Sheds Sweptstone Road Heather	10	10			10		
Sweptstone Road Heather	34	0	23	11	34		
Lount Works Nottingham Road Lount	30	30			30		
Land Off Measham Road Moira	84	56	17	11	84		
Land South Of Drift Farm Blackfordby Lane Moira	18	0		18	18		
Cresswell Coaches 3 Shortheath Road Moira	28	28			28		
Worthington Lane Newbold	16	0		16	16		
Home Farm Oakthorpe	29	0		28	28		29 dwellings gross
Land Off Dawsons Road Osgathorpe	16	16			16		
Navigation Inn 166 Spring Cottage Road Overseal	11	11			11		
Swainspark Spring Cottage Road Overseal	15	5	10		15		
South of Normanton Road Packington	30	30			30		
Land At Ibstock Road Ravenstone	117	114	3		117		
Land Off Heather Lane Ravenstone	50	17	14	19	50		
Land Off Church Lane Ravenstone	33	27	1	5	33		
Former Garden Centre Heather Lane Ravenstone	37	0		37	37		
Land Adj Manor Drive Manor Drive Worthington	12	12			12		
Rest of the district total		719	125	294	1,138	0	
Small sites		611					
Total District		4,757	511	6,930	12,038	1,790	

Table 6.1 NWLDC Future Housing Estimates (received 11 Feb 2020)

ID	Type	Settlement	Easting	Northing	Location	SiteNumber	PlanningStatus	FloorspaceM2	SiteAreaHct	Unit	Total (17-36)
638	Office	Castle Donington	446381	330194	Land at Sawley Crossroads	17/00366/VCIM,15/00015/FULM	Decided/Application permitted	3,876.00		FloorspaceM2	3,876.00
639	Warehousing	Castle Donington	446381	330194	Land at Sawley Crossroads	17/00366/VCIM,15/00015/FULM	Decided/Application permitted	52,826.00		FloorspaceM2	52,826.00
640	Warehousing	Castle Donington	447220	327220	SRFI, north of EMA/west of M1 J24	TR050002		557,418.00	336.00	Jobs	7,250.00
641	Office	Bardon	445616	311860	Rear of Charnwood Arms	17/00048/OUTM	Permitted S106 Agreed	1,866.50	0.59	FloorspaceM2	1,866.50
642	Warehousing	Bardon	445616	311860	Rear of Charnwood Arms	17/00048/OUTM	Permitted S106 Agreed	1,866.50	0.59	FloorspaceM2	1,866.50
643	Warehousing	Ashby de la Zouch	437466	316564	Former Lounge disposal point	07/01372/FUL	Decided/Application permitted	74,976.00	25.50	FloorspaceM2	74,976.00
644	Office	Ashby de la Zouch	436343	317164	Money Hill		No current planning permission for employment at Money Hill site		5.33	SiteAreaHA	5.33
645	Industry	Ashby de la Zouch	436343	317164	Money Hill		No current planning permission for employment at Money Hill site		5.33	SiteAreaHA	5.33
646	Warehousing	Ashby de la Zouch	436343	317164	Money Hill		No current planning permission for employment at Money Hill site		5.33	SiteAreaHA	5.33
647	Office	Castle Donington	446246	325614	Pegasus Business Park		No current planning permission		2.50	SiteAreaHA	2.50
648	Industry	Castle Donington	446246	325614	Pegasus Business Park		No current planning permission		2.50	SiteAreaHA	2.50
649	Warehousing	Castle Donington	446246	325614	Pegasus Business Park		No current planning permission		2.50	SiteAreaHA	2.50
650	Hotel	Castle Donington	446246	325614	Pegasus Business Park		No current planning permission		2.50	SiteAreaHA	2.50
651	Retail	Coalville						7,300.00		FloorspaceM2	7,300.00
652	PSEducation	Ashby de la Zouch	435284	317105	New Primary School	15/00512/OUTM			1.50	Jobs	21.00
653	PSEducation	Ashby de la Zouch	435284	317105	Extension of secondary school				1.50	Jobs	14.00
654	Office	Ashby de la Zouch	437004	316888	Ashby Business Park		07/00821/OUT permission expired in 2011		1.76	SiteAreaHA	1.76
655	Industry	Ashby de la Zouch	437004	316888	Ashby Business Park		07/00821/OUT permission expired in 2011		1.76	SiteAreaHA	1.76
656	Warehousing	Ashby de la Zouch	437004	316888	Ashby Business Park		07/00821/OUT permission expired in 2011		1.76	SiteAreaHA	1.76
657	Office	Ashby de la Zouch	435171	318031	Ivanhoe Business Pk (W of Smisby Road)	16/01110/FULM	Permitted S106 Agreed		0.88	SiteAreaHA	0.88
658	Industry	Ashby de la Zouch	435171	318031	Ivanhoe Business Pk (W of Smisby Road)	16/01110/FULM	Permitted S106 Agreed		0.88	SiteAreaHA	0.88
659	Warehousing	Ashby de la Zouch	435171	318031	Ivanhoe Business Pk (W of Smisby Road)	16/01110/FULM	Permitted S106 Agreed		0.88	SiteAreaHA	0.88
660	Office	Castle Donington	444511	328705	Willow Farm				0.30	SiteAreaHA	0.30
661	Industry	Castle Donington	444511	328705	Willow Farm				0.30	SiteAreaHA	0.30
662	Warehousing	Castle Donington	444511	328705	Willow Farm				0.30	SiteAreaHA	0.30

Table 6.2 NWLDC Future Employment Estimates (received 11 Feb 2020)

6.2. Appendix B : Future Committed/Highly Likely Highway Schemes

LLITM 2014 Scheme No.	LLITM Scheme No.	LCC Ref	Location	Scheme Name	Certainty	Timescale	LLITM Forecast Year
1	1	HA - 1	Hinckley & Bosworth	RGF/MIRA, A5 Redgate Junction @ A444 to Higham Lane Junction.	Near certain	Jan-15	2016
2	5	HA - 5	Catthorpe	M1 J19	Near certain	2016-17	2021
3	6	HA - 6	Nottingham	A453 upgrade - Including removal of temp 40mph speed limit	Near certain	Sep-15	2016
4	8	HA - 8	Kegworth	M1 J24	Complete	Oct-14	2016 only
5	9	HA - 9	Hinckley & Bosworth	A5 Dodwells and Longshoot junctions	Near certain	2015	2016
7		HA - 501	Nottingham	M1 Junction 23a - 25 SMART motorway	More than likely	2017	2021
9		HA - 504	Warwickshire	M6 J2 - J4 SMART motorway	More than likely	2017/18-2019/20	2021
10		HA - 505	Various	M1 J16 - J19	More than likely	2021	2021
11		HA - 506	Leicestershire	M1 Junctions 19-23A	More than likely	2020-2025	2026
12		HA -507	Leicestershire	A5 widening to dual carriageway near Hinckley	More than likely	2015-2020	2021
13		HA - 508	Daventry	DIRFT III - Daventry International Rail Freight Terminal	More than likely	2016 -	2016
14	16	County - 1	Loughborough	L'boro Integrated Transport Scheme-Excludes LIRR as in-situ by April 2014 but includes remaining elements i.e. Old A6 closure & Jnc improvements	Near certain	2013	2016
15	18	County - 4	Cotes	A60 Nottingham Road/Loughborough reduction of speed limit Traffic Calming features		2016	2016
16	28	County - 36	Earl Shilton	Access arrangements for SUE / Highway improvements for SUE	Near certain	2018-21	2026
17	29	County - 36	Barwell	Access arrangements for SUE / Highway improvements for SUE	More than likely	2016-18	2021
18	34	County - 49	Lubbesthorpe	Access arrangements for SUE including link to the A563 Lubbesthorpe Way Strategic traffic	More than likely	2015-17	2021
19	35	County - 51	SRFI	Southern Access for new development	More than likely	2017-2020	2021
20	36	County - 3	Loughborough	1. A512 widening B591 to M1 J23, Improvements to J23 and completion of dualling thereafter to either Snell's Nook Lane or Epinal Way junction	More than likely	2016-21	2021
24	41	County - 9	Castle Donington	Western Link Road from Back lane to Tops Hill,NWLDC package of measures to help mitigate growth planned	More than likely	2016-21	P1-2021 (nth of Pk Ln), P2-2026 (sth of Pk Ln)
25	42	County - 16	Blaby	3. Link across M69	More than likely	2018 - 23	2026
26	43	County - 36	Earl Shilton & Barwell	Highway improvements for SUE	Near certain	2018-23	2026
27	44	County - 49	Lubbesthorpe	Highway improvements for SUE	More than likely	2018-23	2026
28	45	County - 38	Kegworth	Kegworth Bypass	Certain	2021-26	2021
29	46	County - 51	SRFI	Highway improvements for new development	More than likely	2016-21	2021
30	47	County - 3	Loughborough	4. Garendon Park link	More than likely	2021-26	2026
31		LCC - 501	NWL	M1 J22	Near certain	Before March 2016	2016
32		LCC - 502	NWL	A42 J13	Near certain	2017	2021
34		LCC - 504	Blaby	Leicester North West Project Phase 1	More than likely	2015-2016	2016
36		LCC - 506	Blaby	Desford Crossroads	Likely	up to 2021	2021
37		LCC - 507	Harborough	Harborough Strategic Development Area	Certain	up to 2021	2021
38		LCC - 508	Charnwood	Broadnook Garden Suburb	Likely	2021	2021
39		LCC - 509	Charnwood	Mountsorrel Lane, Rothley Link Road	More than likely	up to 2021	2021
40		LCC - 510	Charnwood	A512 junction improvements	More than likely	2016-19	2021
41		LCC - 511	Hinckley	Hinckley Area Project Phase 1-3	Near certain	2014-2017	2021
45		LCC - 515	Blaby	Glenfield Park / Optimus Point S278 works	Certain	2014-2016	2016
46	106	n/a	NE of Leicester	North East of Leicester Development Network	More than likely	2016	2021
47	107	County - 72	Hinckley	New roundabout near A5/Wolvey Rd due to Stretton Croft development	likely	2014-15	2016
48	New	LCC PT- 503	Charnwood	A6 Loughborough Road Bus Lane and Parking Controls	More than likely	2016	2016
50	80	City - 25	Leicester City	REMOVAL OF BELGRAVE FLYOVER	Near certain	2014-15	2016
52	94	City - 54	Leicester City	Saffron lane- Old Velodrome Improvements	Completed	?	2016
53	95	City - 55	Leicester City	Traffic Calming Schemes	More than likely	2016 / 2021	2016 / 2021
54	96	City - 56	Leicester City	East of Hamilton Development Improvements	More than likely	2016	2021
55	99b	City - 61	Leicester City	Pedestrianisation of Hotel Street, Pedestrianisation of St Martins	Completed	2016	2016
56	103	City - 65	Leicester City	Haymarket / Charles St Bus Station Development	More than likely	Sep-15	2016
57	104	City - 67	Leicester City	NEW SUPERMARKET OPENS ON ABBEY LANE	Completed	Jun-14	2016
58	108	City - 68	Leicester City	EXISTING & PROPOSED 20MPH ZONES	More than likely	2012-2016	2016
59	109	City - 69	Leicester City	St Nicholas Circle	Certain	2015	2016
60	110	City - 70	Leicester City	Welford Road	More than likely		2021
63	113	City - 73	Leicester City	Waterside Development	More than likely	up to mid-2020's	2026
64	114	Warw - 1	Warwickshire	Various	Various	Various	Various
65	115	Warw - 2	Rugby	Rugby Radio Station	Near certain	2016-2019	2016-2021
104		MMDR-NW	Melton	A606 to Scalford Rd	Near certain		2026
105		MMDR-N	Melton	Scalford Rd to Melton Spinney Rd	Near certain		2026
106		MMDR+NE	Melton	Melton Spinney Rd - A607	Near certain		2026
107		MMDR-EN	Melton	A607 to B676	Near certain		2026
108		MMDR-ES	Melton	B676 to A606	Near certain		2026
109		MMDR- SE	Melton	A606 to Dalby Rd	Near certain		2031
110		MMDR-S	Melton	Dalby Rd to Kirby Lane	Near Certain		2036
111		MMDR-SW	Melton	Kirby Lane to A607 Leicester Road	Near certain		2021
112			Leicester City	Leicester North West (Phase 2)	More than likely	2018-2019	2021
113			Melton	Leicester Road (Gladmans Site)	More than likely	2018-2020	2021
114			Beaumont Leyes	Anstey Lane Improvements	More than likely	2019-2020	2021
115			Hinckley	Rugby Road Corridor Improvements	Near Certain	2019-2020	2021
116			Leicester City	Putney Road West Improvement	More than likely	2019-2020	2021
117			Lutterworth	Frank Whittle Roundabout	Likely		2031
118			Lutterworth	Lutterworth East SDA	More than likely		2031

Table 6.3 PRTM Future Highway Schemes Assumed In-Situ by 2036

6.3. Appendix C : Comparison of Future NWLDC Housing Returns (Current vs Previous)

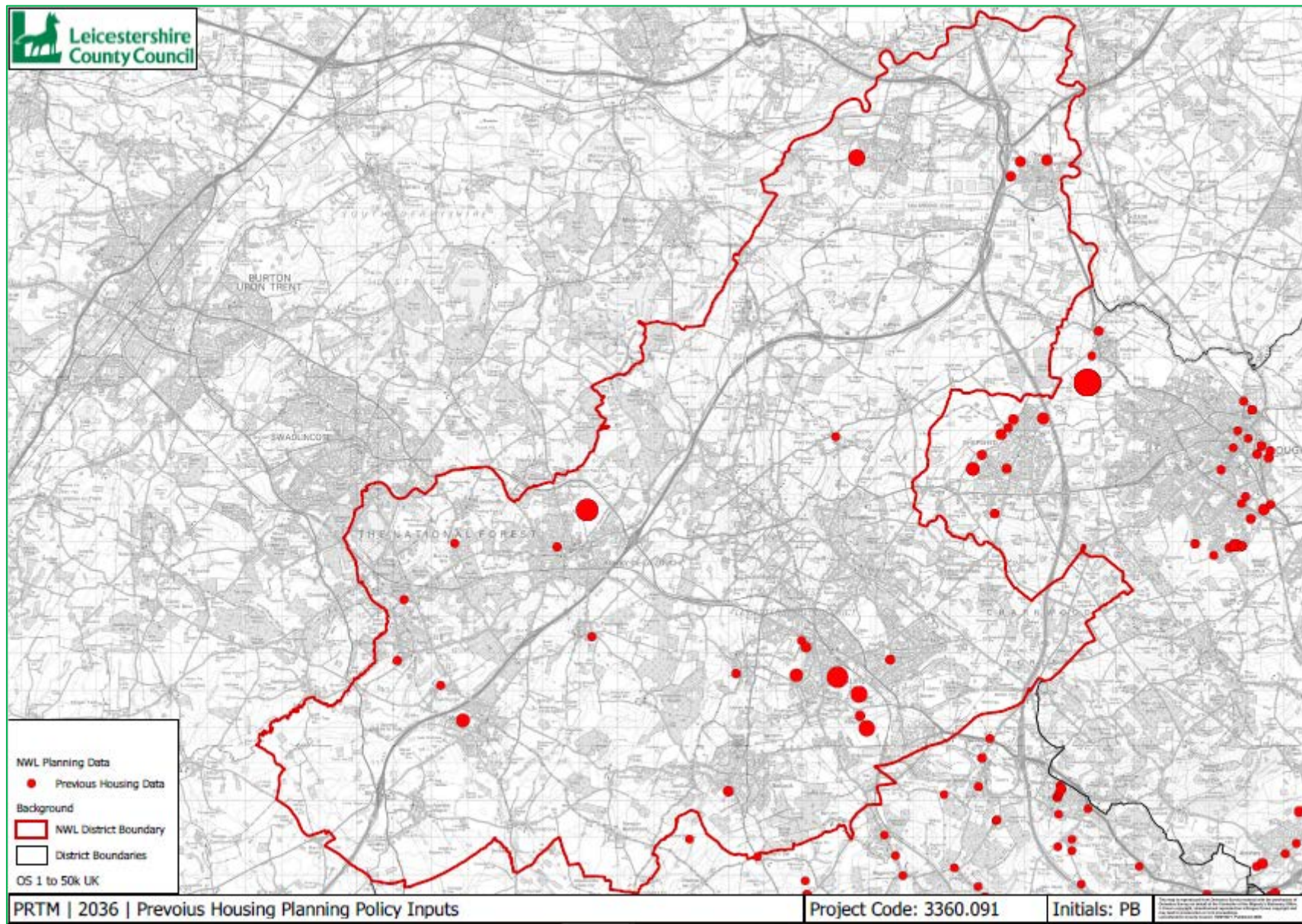


Figure 6.1 2036 Housing Input (excl. Windfalls) used for A511 MRN OBC (Superseded)

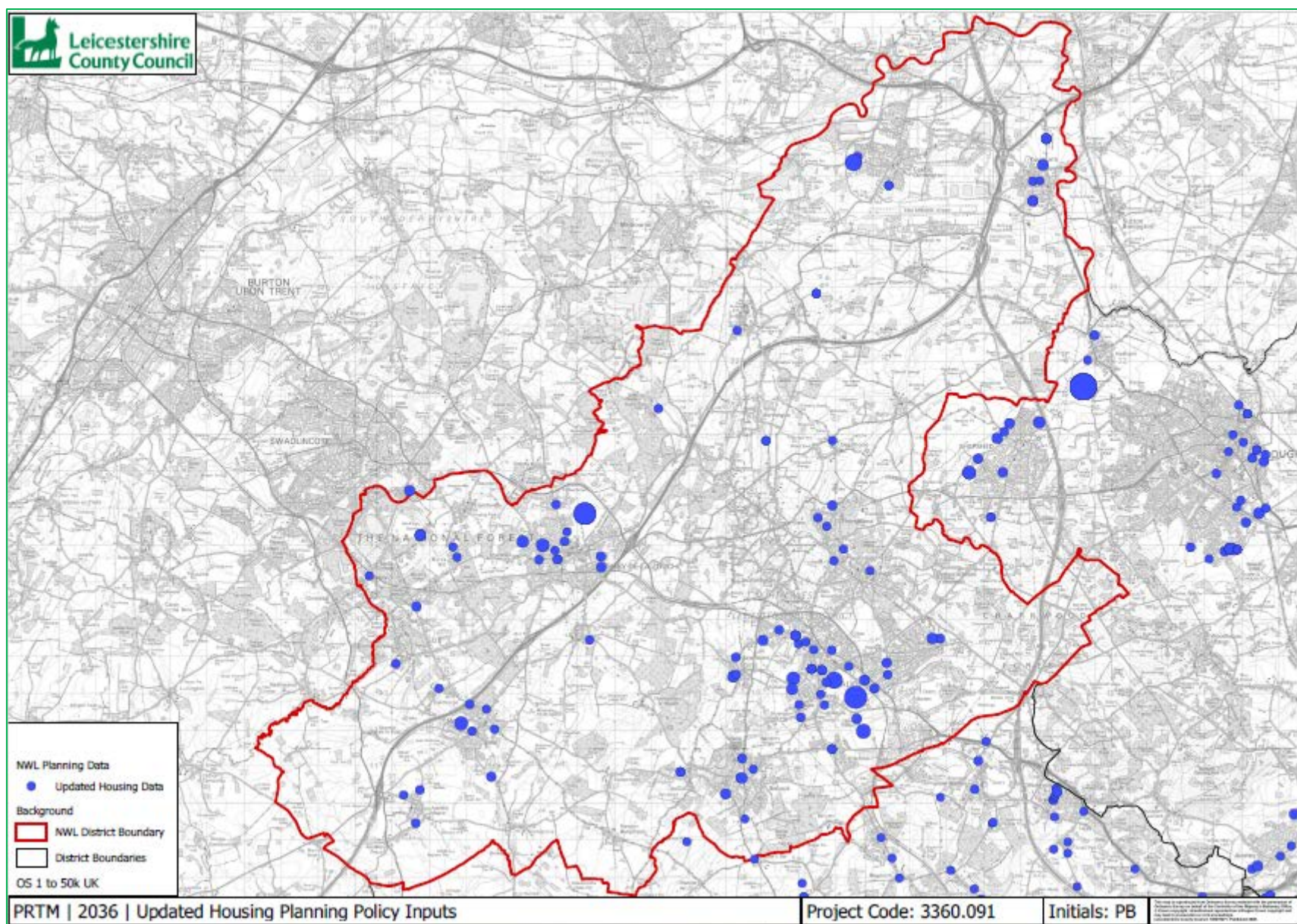


Figure 6.2 2036 Housing Input (excl. Windfalls) – Latest Version

6.4. Appendix D : Distance-Time Graphs

1. A511 Route

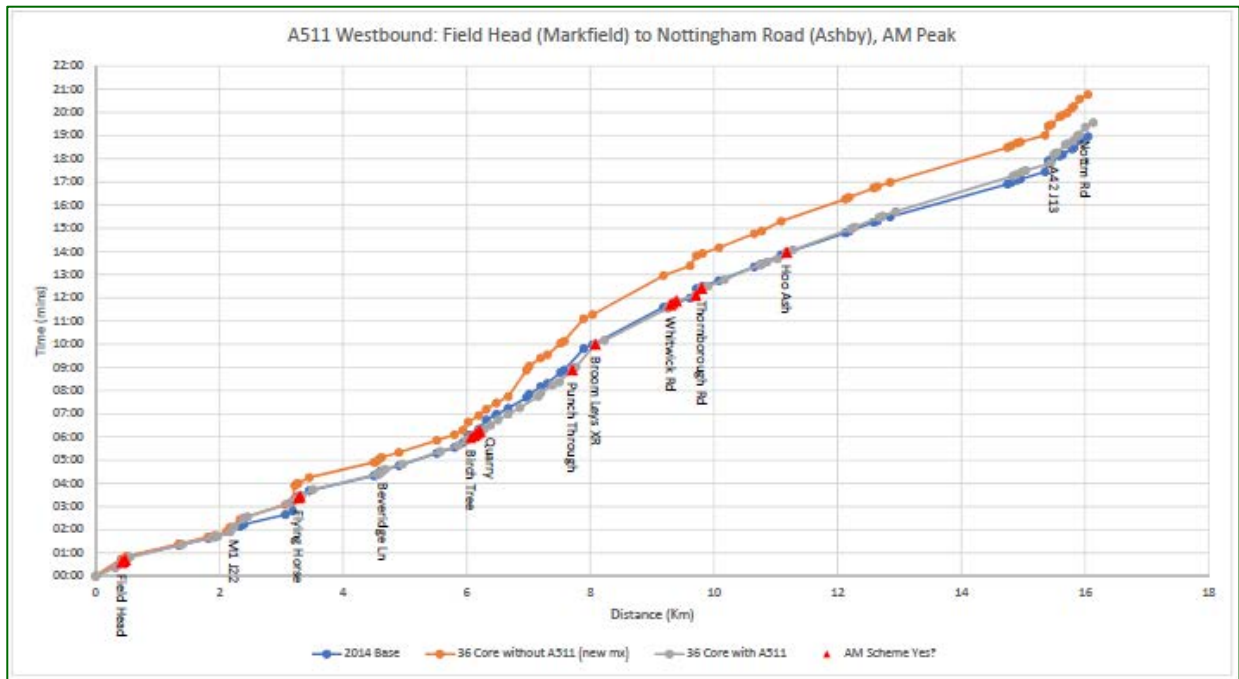


Figure 6.3 A511 WB Journey Times – AM Peak

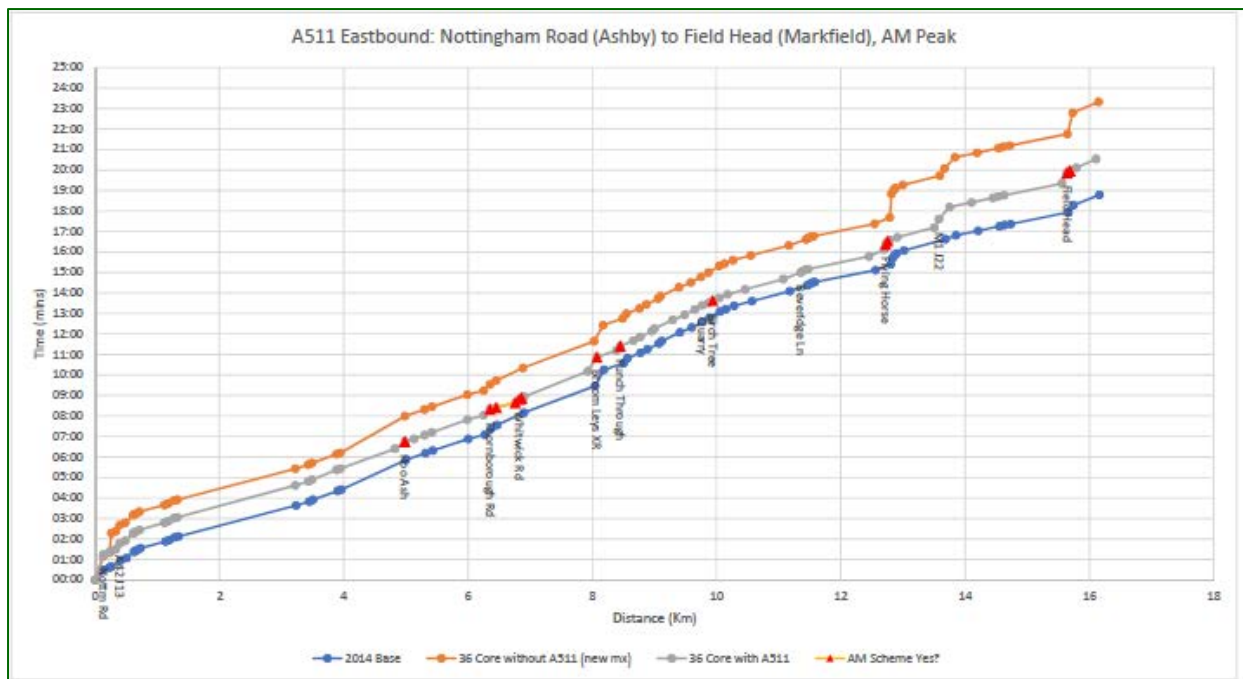


Figure 6.4 A511 EB Journey Times – AM Peak

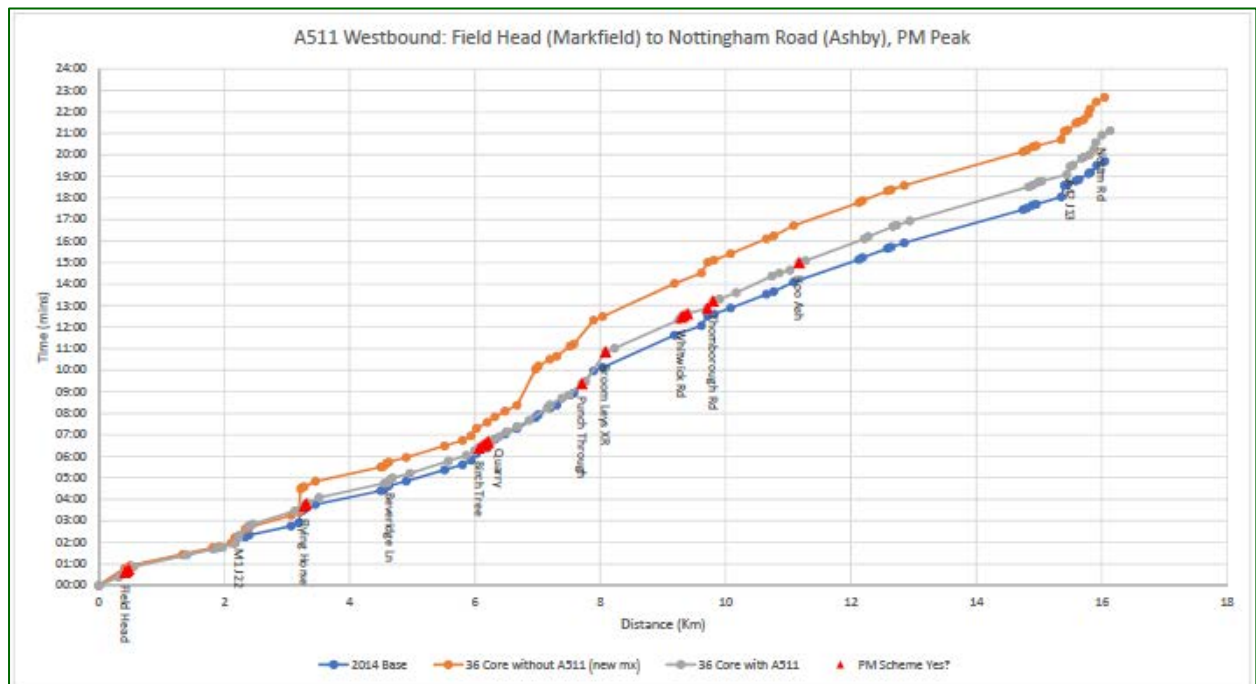


Figure 6.5 A511 WB Journey Times – PM Peak

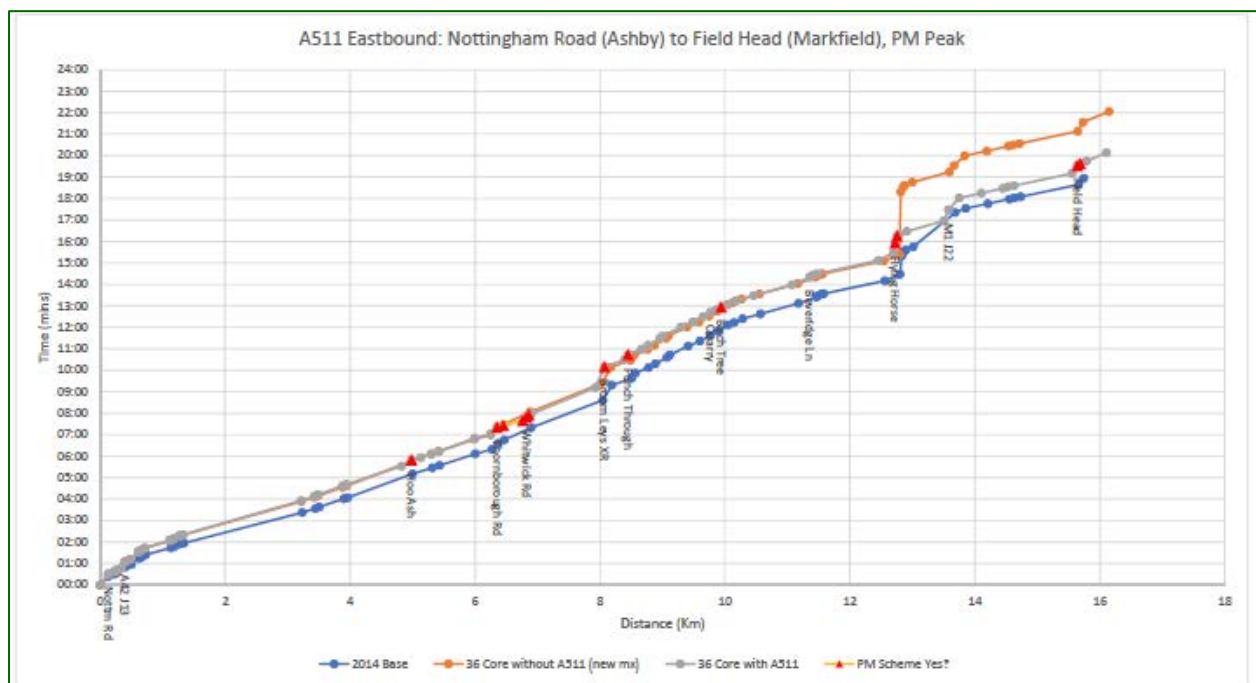


Figure 6.6 A511 EB Journey Times – PM Peak

2. Broom Leys Route

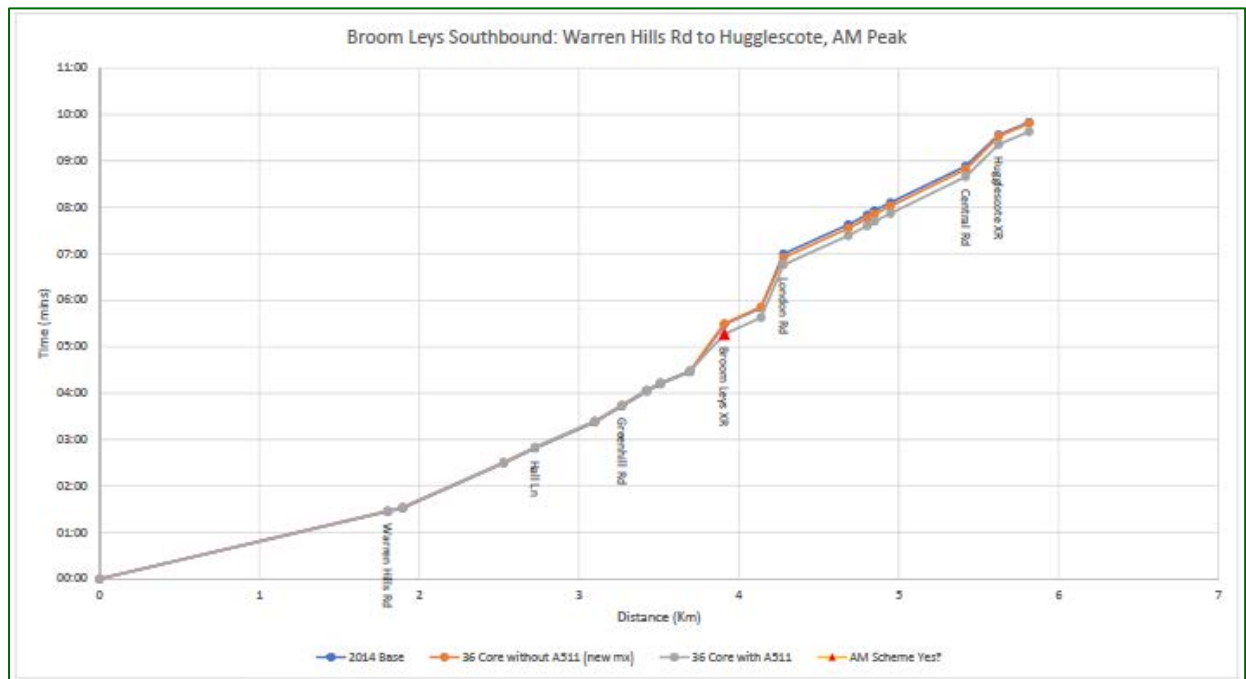


Figure 6.7 Broom Leys SB Journey Times – AM Peak

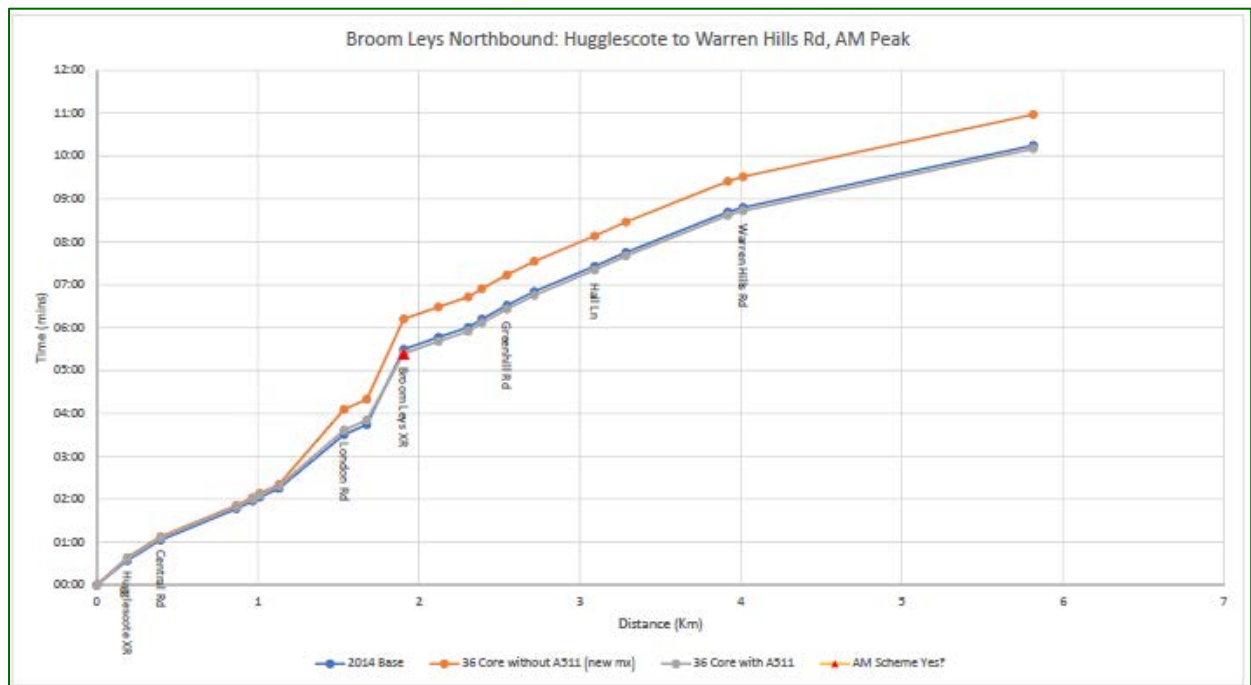


Figure 6.8 Broom Leys NB Journey Times – AM Peak

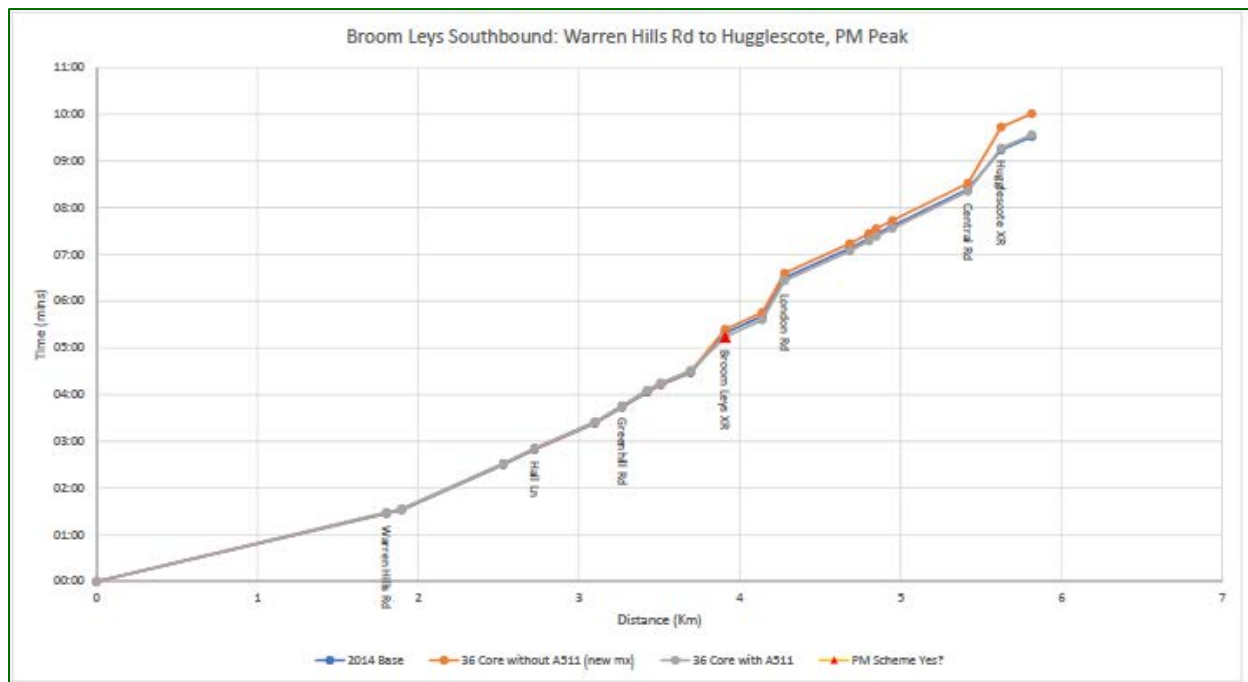


Figure 6.9 Broom Leys SB Journey Times – PM Peak

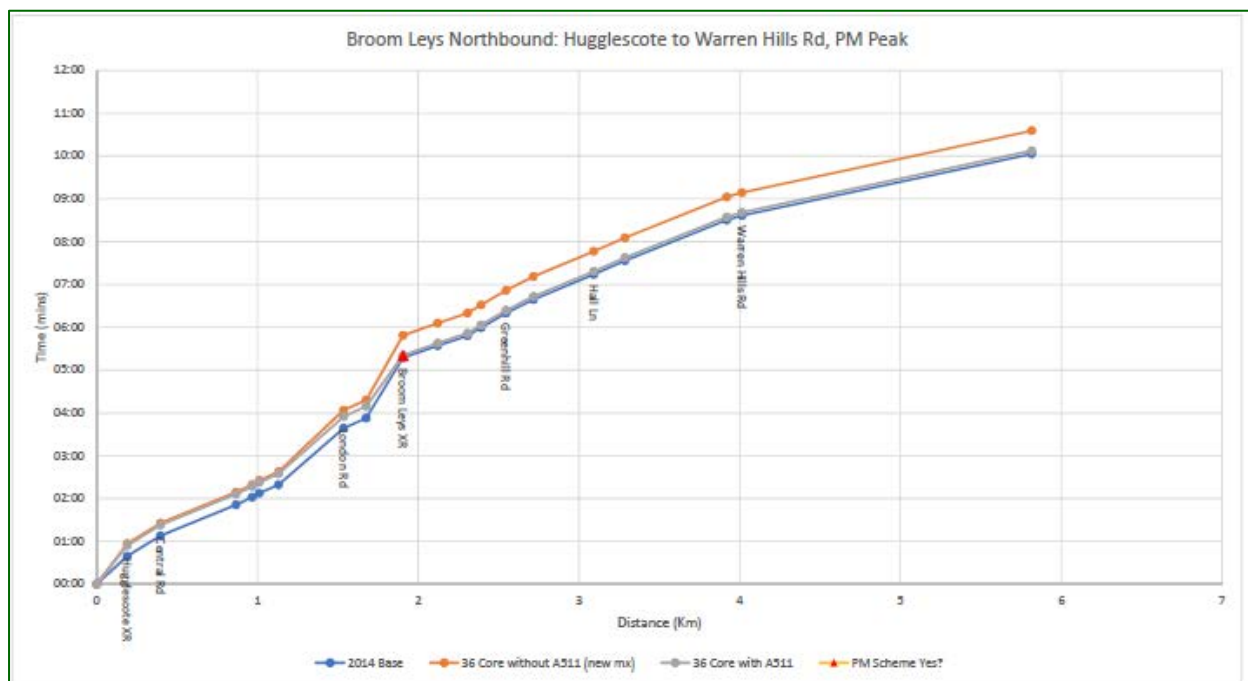


Figure 6.10 Broom Leys NB Journey Times – PM Peak

3. Grange Road Route

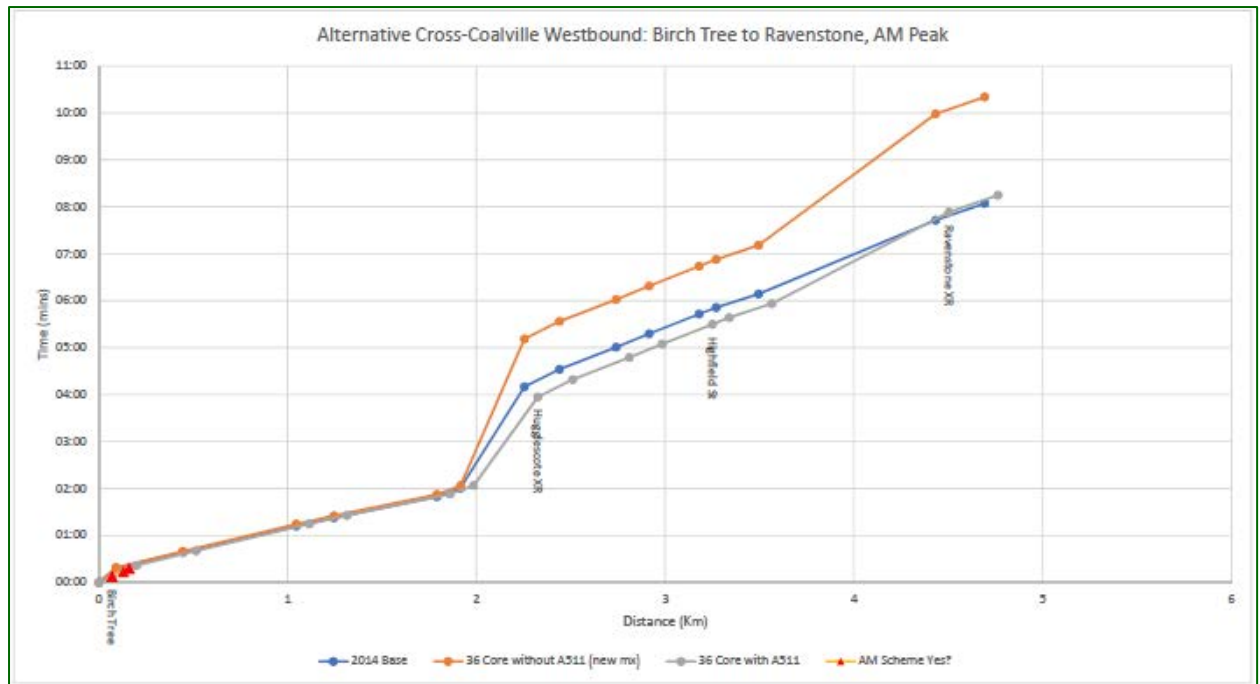


Figure 6.11 Grange Road WB Journey Times – AM Peak

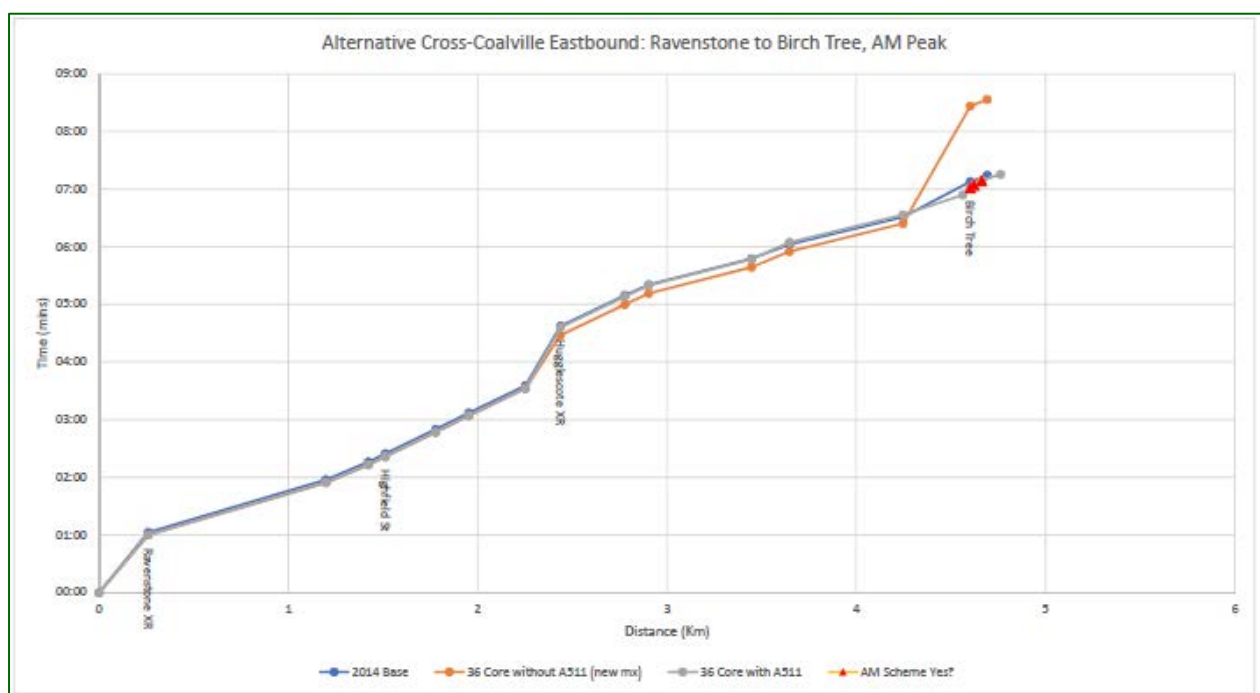


Figure 6.12 Grange Road EB Journey Times – AM Peak

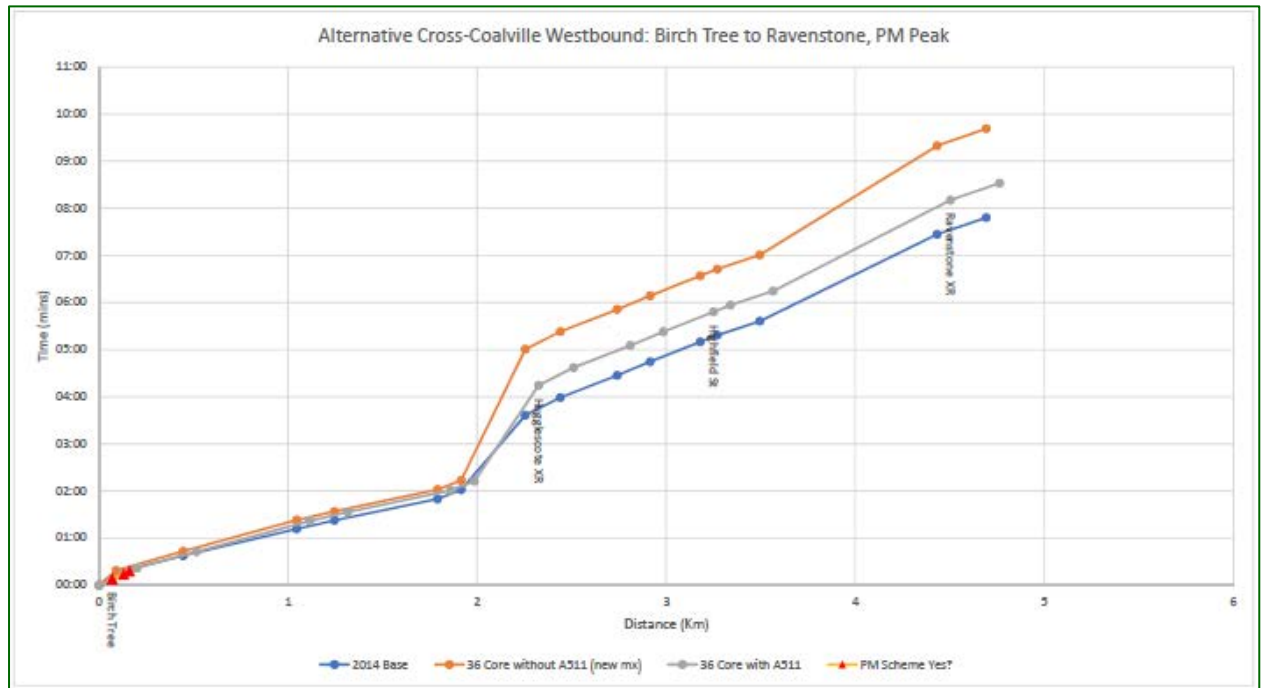


Figure 6.13 Grange Road WB Journey Times – PM Peak

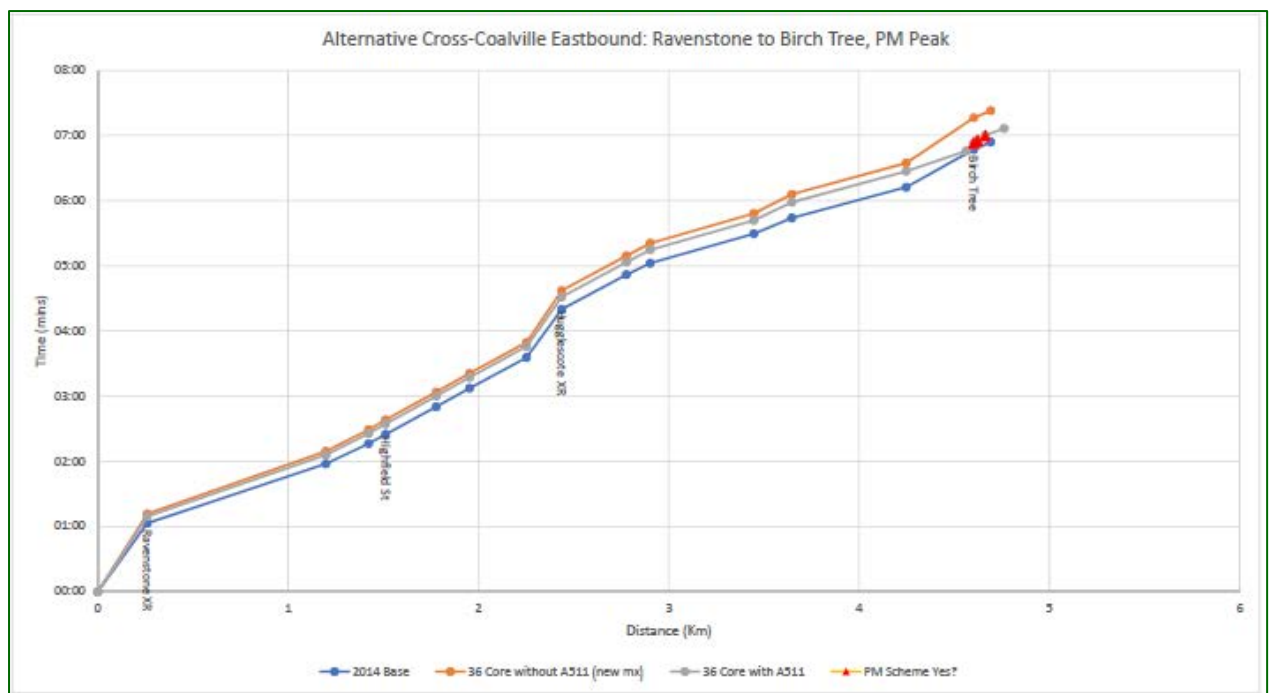


Figure 6.14 Grange Road EB Journey Times – PM Peak

6.5. Appendix E : Select Link Analysis – Difference (Scheme – Core)

2. A511 between Beveridge Lane and Flying Horse

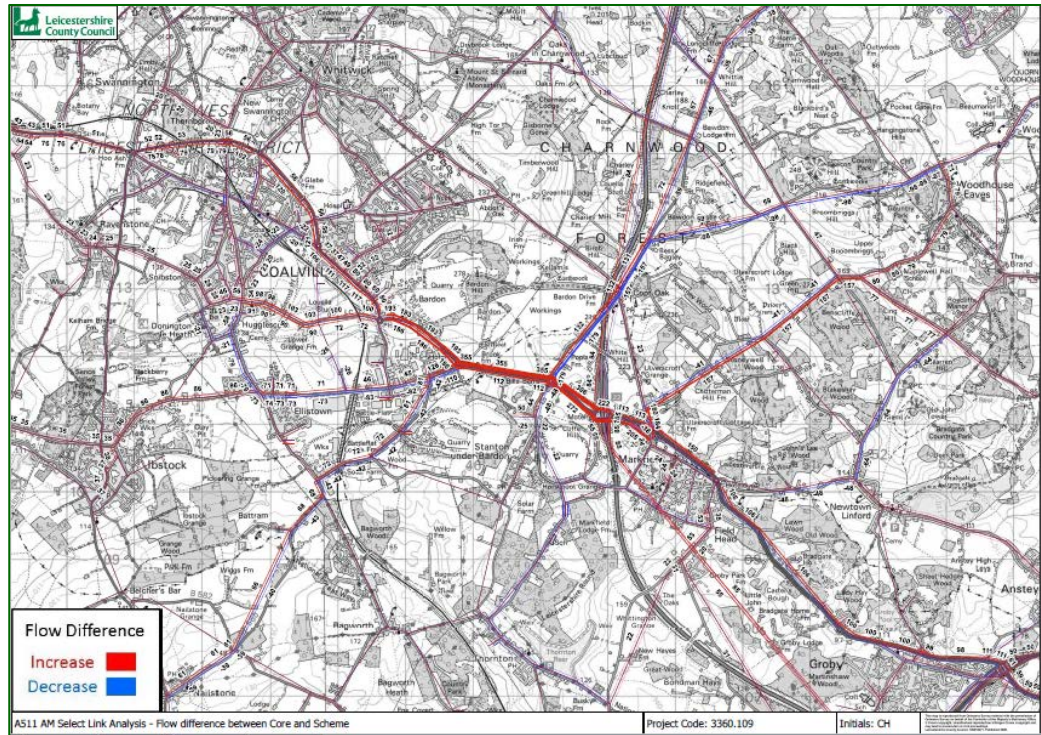


Figure 6.15 AM SLA Difference (Scheme – Core) : A511 West of Flying Horse

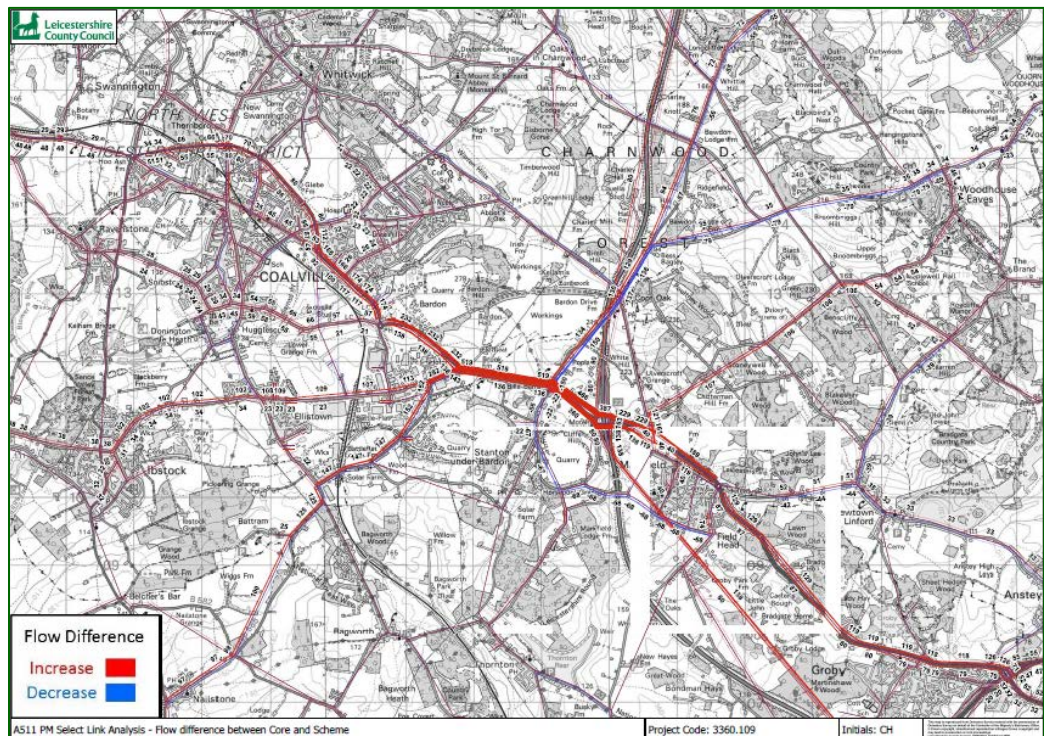


Figure 6.16 PM SLA Difference (Scheme – Core) : A511 West of Flying Horse

7. Contact Details

We trust that our report meets your expectations and look forward to working with you again soon.

If you have any questions, please do not hesitate to contact:

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