

A SCRUTINY REVIEW PANEL ON **THE BIG SOCIETY**:

Taken for a Ride or Taking Charge?

What is the Big Society and what should we be doing about it?



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To some, the term "Big Society" represents an ideal of voluntary action, community self-help and the taking of responsibility for the provision of services at a local level, with local understanding and based on evidence of local need. To others it is no more than a mask for the withdrawal of public funds and the substitution of unpaid and possibly poorly-skilled labour for what was previously paid for by the public purse and provided by paid professionals.

The term can perhaps best be understood in the context of Localism, although at the time of writing the exact nature of Localism and its practical application are still being defined. It is also to an extent a development of the
Stronger Communities
theme promoted by the
previous Government and
will no doubt be superseded
in due course by a
differently expressed
initiative also concerned
with building the capacity
and resilience of
communities. This is not to
devalue the idea, but to set
it in a framework by which
it may be better
appreciated.

The Panel has worked to arrive at an understanding of what exactly is new about "Big Society". We have concluded that much voluntary action was taking place long before the words were used, but an impetus or focus for further action seem to have been given by its emergence, at least here in Leicestershire. Indeed, the County Council was quick to respond by establishing a Grant Fund to support local aspirations.

It is apparent that the County Council will have an important role to play in helping people to help themselves; specifically, in ensuring that appropriate guidance, funding and training are made available to those individuals and communities who wish to seize new opportunities. The Report recommends particular actions to help

the "Big Society" approach succeed in promoting locally devised solutions to local needs, benefiting from local understanding, energy and enthusiasm.

I should like to thank my fellow Panel members for their commitment to our work, the witnesses who gave their experience and time to assist us, and the officers who professionally supported us. I commend our recommendations and hope they will be carried into effect.



Cichard Shepherd

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 This report sets out the findings of the Scrutiny Review Panel's consideration of the Government's Big Society concept.

Scope of the Review

- 2. The Scrutiny Commissioners on 29
 September 2010 appointed a Scrutiny
 Review Panel to begin consideration of
 the Government's emerging Big Society
 Agenda and its implications for the
 County Council. Its aim was to identify
 suitable policy priorities and to consider
 how, with other partners, Leicestershire
 County Council could help to support
 and engage with the voluntary and
 community sector to assist in the
 delivery of the Big Society.
- 3. The first phase of the review was completed in January 2011* and an interim report was presented to the Scrutiny Commission and the Cabinet at that time which included a recommendation that the review be reconvened later that year. Enactment of the Localism Bill was awaited and there were areas of work which had been identified but not yet explored which the Panel felt needed to be taken account of.
- 4. The second phase of the review aimed to set out where the Council should focus its efforts in order to prepare for the Big Society, broadly focusing on how:
 - Social action could be promoted;
 - Public services could be opened up; and
 - Communities could be empowered.

Membership of the Panel

5. The following members were appointed to serve on the Panel.

Mr. A. D. Bailey CC
Dr. S. Hill CC
Mr. P. G. Lewis CC
Mr. J. Miah CC
Mrs. C. M. Radford CC
Mr. P. A. Roffey DL CC
Mr. R. J. Shepherd CC

Deputy Commissioner Mr. Shepherd was elected Chairman by the Panel.

*A copy of the interim conclusions of the Panel from the first phase of the Review is appended to this report.

Conduct of the Review

- 6. The Panel met on nine occasions between 8 September 2011 and 23 April 2012. The Panel, during the course of the review, considered:
- (a) An update on the progress of recommendations from the first phase of the Review;
- (b) A presentation on the Decentralisation and Localism Bill;
- (c) A presentation from Social Enterprise East Midlands (SEEM) on the work being done by SEEM across the East Midlands and the role and opportunities available through social enterprises;
- (d) A report on the work being done by the County Council to help promote

- and develop social enterprises in the area;
- (e) A presentation and workshop on the role of Community Forums;
- (f) A DVD produced by volunteers giving an overview of some of the community projects which had been completed over the last five years across the County under the auspices of the Stronger Communities Partnership;
- (g) A report from County Council departments highlighting service areas which may benefit from "Big Society" thinking and things which had already changed in relation to opening up public services, promoting social action and/or empowering communities;
- A letter from Emma McClarkin, MEP (h) outlining her thoughts on the "Big Society" and the need to encourage volunteering;
- (i) Presentations and discussions with representatives of three key Big Society initiatives which had come to fruition in the County before the policy directive had come into being;
- (i) A report summarising the volunteering opportunities currently offered by

Emma McClarkin MEP

- various Leicestershire County Council Departments;
- (k) A discussion with representatives of the Leicestershire and Rutland Association of Local Councils around the role parish councils could play in supporting the Big Society;
- **(I)** An interactive discussion on the rights and responsibilities inherent in the Big Society and ways in which outcomes could be measured and service provision standards monitored;
- (m) A discussion with representatives of the Co-operative & Social Enterprise Development Agency on ways in which the business sector could support the Big Society;
- (n) A discussion on the ways in which the Council's procurement arrangements would need to change to respond to the Big Society initiative.
- 7. The Panel was supported in its Review by the following persons and is grateful to them for their contributions:

Jake Atkinson Leicestershire & Rutland Association of Local Councils **Deana Morris** Sir John Moore Foundation John Warren Lutterworth One-Stop Shop **Kathy Clarke** Vale of Belvoir Broadband Project **Guy Jackson** Leicestershire & Rutland Association of Local Councils **Barry White Bagworth and Thornton Parish Council David Kelly** Social Enterprise East Midlands Jules Sebelin Social Enterprise East Midlands

Conservative Spokesman on Culture and Education

Tim Tavener Co-operative & Social Enterprise Development Agency Co-operative & Social Enterprise Development Agency Jane Avery

Mike Lee Fosse Villages Neighbourhood Plan

Jeremy Prescott Rural Community Council **Sue Haslett** North West Leicestershire District Council

Geoff FeavyourLeicestershire ConstabularyLynn AisbettMelton Borough CouncilJohn LeachBlaby District Council

Fiona Holbourn

James Trotter

Derk van der Wardt

Nicole Rickard

Joanne Twomey

Sam Weston

Leicestershire County Council

8. For ease of reference, a summary of the Panel's recommendations is set out below. The Panel feel that the recommendations of this Review

help to better achieve the four key aspirations of the Council in relation to the policy agenda highlighted in paragraph 25.

PRIORITY RECOMMENDATIONS:

- (i) That a further £30,000 of funding (in addition to the existing £30,000 annual allocation) be made available to support the growth of social enterprise in Leicestershire. This funding will help to facilitate sharing of good practice across Leicestershire based social enterprises, practical one-to-one advice for those considering establishing alternative delivery models (including County Council staff) and small start-up grants for both emerging and existing social enterprises.
- (ii) Produce a leaflet to provide partners, community groups and residents with more information about what the Big Society means in Leicestershire, containing examples of how groups and individuals are already taking action, and providing the necessary information/signposting to make it easy for people to find out more about how they can get involved.
- (iii) Map and promote existing support organisations/structures in Leicestershire to clarify the support and advice available to voluntary and community organisations wishing to get involved in Big Society initiatives.

OTHER RECOMMENDATIONS:

Support and Training

(iv) Support the growth of community-led solutions to community problems, by identifying how the County Council and partners can build the confidence and skills of community groups. Make appropriate tools and expertise available to enable them to take charge of problems within their local area.

Community Forums

- (xii) Publish a clear description of the roles of Community Forums* and the outcomes communities and public service providers can achieve through them. Report on an annual basis the outcomes achieved by Leicestershire Community Forums.
- (xiii) That the County Council utilise social media channels in order to promote and engage new audiences in the work of the Forums.
- (xiv) That new guidance on the role of and support available to Community Forum Chairs be circulated widely in the run up to Community Forum Chair elections.
- * Community Forums are referred to as Area Forums in the Borough of Charnwood.
- (vii) Promote the work being done by the County Council to help communities to help themselves by providing a new web resource to act as a single access point and portal to other key sites including Community Forums, Leicestershire Villages, Leicestershire Parishes and partner sites.

Procurement

(viii) Keep under review the County Council's commissioning and procurement processes (including specifications and contracts) to ensure sufficient value is placed upon local knowledge and the enhancement of community environments, thus prioritising the wellbeing of citizens.

Big Society Grant Fund

(ix) Review the criteria of the Big Society Grant Fund bearing in mind Leicestershire Together has identified four key priorities: troubled families, older people, healthy lifestyles and economic growth. However, we wish to emphasise that any new criteria should not exclude priorities identified by individual communities.

Supporting Members

- (x) Support the role of elected members as community leaders by ensuring they have the necessary skills and information to effectively support individual and collective action.
- (xi) Provide regular feedback to elected members on key activities within their electoral division, including successful grant applications, to enable the sharing of good practice.

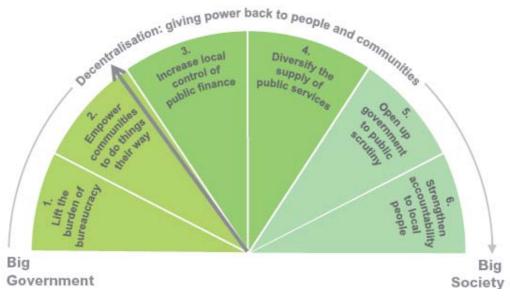
The 'Big Society' was an ambition announced by the Coalition Government in 2010 aimed at putting "more power and opportunity into people's hands". They identify this as the responsibility of every department of Government and every citizen. Big Society is rooted in a huge culture change, shifting power "from politicians to people" which requires a change in mindset for both local authorities and the people they serve.

- 9. The Government has indicated that the Big Society is "communities feeling empowered to solve problems in their neighbourhood, having the freedom to influence and discuss topics that matter to them; there being a more local approach to social action and responsibility". Beyond this, however, the term 'Big Society' has remained undefined and is viewed largely as a concept rather than a practical tool which the public can easily understand and develop. The Panel's aim through the review was therefore to consider how this concept could be translated into action across all communities in Leicestershire and the role the County Council could play in helping to drive this forward.
- 10. The nature of Big Society means it will always be varied and flexible and this is necessary in order to allow individual responses to local needs to be developed. This ability to interpret the concept of Big Society locally is one of its major strengths but also its major weakness.
- 11. This has led to early criticisms in the national press, particularly as it was introduced against a backdrop of financial pressures. There has been much speculation about the Big Society and how this links to government spending reductions. The global economic crisis has significantly

- affected local council budgets at a time when they also face rising expectations for services from local communities, which has necessitated a national review of the way Council services are provided to ensure greater value for money is achieved. The Panel is of the view that the idea of Big Society is independent of the current economic situation; it is aimed at using resources in the widest sense and, over the long-term, encouraging social change and managing expectations with regard to public services and who and how these will be delivered.
- There is the possibility that people 12. are being 'turned off' because they consider the "Big Society" to be a political slogan and a government programme which does not relate to them. However, whilst this may be an issue for some, the Panel heard from witnesses throughout the review that, at grass roots, many communities in Leicestershire support the principles behind Big Society and they want to get involved and have more control over their communities. The main focus for the Panel therefore was to identify what barriers prevent them from doing this and to consider what the County Council can do to help tackle them.

The Localism Act

The Localism Act (the Act) received Royal Assent on 15 November 2011 and was a key milestone towards achievement of the commitment made by the Coalition Government and the concept at the heart of the Big Society - to put power back where it belongs; with the communities and locally elected councillors who represent them.



Source: Decentralisation and the Localism Bill: An Essential Guide, published December 2010

- 13. The Act provides local authorities with a new 'General Power of Competence' which will allow them to take a more innovative approach towards service provision. With its local, democratic legitimacy and, through Members, its close relationship with the people it serves, the Council is uniquely placed to exercise this power to make services work more effectively.
- 14. This new power will enable the County Council to do things differently in order to better respond to the needs of individual communities and offer better value for money. Looking at new delivery vehicles through which individuals can get involved in supplying services which they feel are required locally, will help ensure that service delivery moves closer to the recipient

- and becomes more locally responsive.
- The Council cannot bring forward 15. such change alone and at the heart of the Big Society is the understanding that communities are vital to this process. The Act also therefore grants new powers to individuals. For example, it introduces a new 'community right to challenge' and 'community right to bid', together with planning reforms with the introduction of 'neighbourhood plans', all of which will allow individuals and communities a greater opportunity to become involved in providing public services and taking control of their neighbourhood.

The Community Right to Challenge

It is important to look out for new and better ways to design and deliver services and the Localism Act allows for this by creating an opportunity for social enterprises, mutuals, cooperatives and community groups to express an interest in running local services using the 'Community Right to Challenge'. The Council must consider and respond to this challenge and, where it accepts it, run a procurement exercise for the service in which the challenging organisation can bid. The aim is to make it easier for local groups with new ideas, to push these forward and drive improvements in local services, as well as achieving greater value for money for taxpayers.

- 16. In the light of this new power and the White Paper 'Modernising Commissioning: Increasing the role of charities, social enterprises, mutuals and cooperatives in public service delivery', the Panel considered the desirability, as well as the implications, of opening up and encouraging new innovative forms of public service provision. In particular, it looked to identify the barriers to people taking full advantage of this new approach and the powers now granted to support it, as well what risks and responsibilities need to be addressed and managed to ensure that, irrespective of the identity of the supplier, public services are always provided to a consistently high standard:
- (i) Building Trust Trust is a key factor in giving communities the confidence to take action. This will be necessary on both sides when empowering communities to take control of services. A lack of trust could lead to overly bureaucratic systems which may put people off getting involved and put smaller community groups with little capacity at risk.
- (ii) Sharing Skills Closer joint working with County and District Councils

- will be necessary to enable Parish and Town Councils and other community organisations to tap into the professional knowledge held by staff and Members, particularly when such expertise cannot be found locally through volunteers.
- (iii) Avoiding unnecessary change –
 Focus should always be on how to
 provide a quality service for the
 people of Leicestershire and account
 taken of those areas where services
 are already being provided to a high
 standard. Any changes proposed
 should primarily relate to those
 service areas that will benefit most
 from a fresh and innovative
 approach.
- (iv) Ensuring a change in mindset There will need to be a move away from the assumption that the Council will run services and it is important to educate officers, Members and the public to bring about this culture change.
- (v) Developing a change in officers' skills – Skills required of Council staff will change as it moves towards commissioning rather than providing some services. New internal processes will need to be adopted. Training will also be important and clear guidance must be provided as

- to the Council's expectations of services.
- (vi) Funding A lack of stability means that many community groups and organisations are focused on securing funding for future years leaving them less time and fewer resources to successfully deliver local projects.
- (vii) Risks to County Council employees who choose to take action - The Government's Open Public Services White Paper, which is expected to be in place shortly, sets out its commitment to give local government employees "new rights to form new mutuals and bid to take over the services they deliver". However, there are perceived risks to employees which may prevent them from doing this, i.e. a lack of expertise in how to run a business and the loss of employment security and benefits. To overcome this, clear guidance on how moving into a social enterprise model will affect benefits and employment security will need to be provided. Business training and advice on the availability of small grants to help support social enterprise start ups could also be provided.
- (viii) Managing standards in service provision Increased local control over the delivery of public services by an increasing number of different third sector providers could result in a 'postcode lottery' with regards to the standard of those services delivered. It is important that a clear standard of service delivery is established together with a means to monitor performance.
- (ix) Ensuring a level playing field The commissioning process can create obstacles, particularly for smaller third sector providers. There is a risk that some will be pushed out of the marketplace as they are unable to compete with larger contractors when bidding to deliver a public service. EU procurement regulations restrict the extent to which the County Council is able to make changes to the commissioning process but it is important that, where possible, obstacles are removed to ensure smaller providers stand an equal chance of success. The Panel supports the work of the County Council's commissioning team, which has already introduced changes to the procurement process to ensure these are appropriate for the size of organisation from which services are being procured. However, further assessment involving potential providers will be required to develop simplified outcomes and tender specifications, to adjust timescales to allow alternative providers to enter the market and to allow for other benefits, such as

local knowledge, to be recognised.

The Community Right to Bid

Every town, village or neighbourhood is home to buildings and local amenities that are considered important to local life such as village halls, village shops, local pubs etc. Closure or sale of such places can result in a real loss to the community. The Localism Act makes it easier for communities to take over such facilities and amenities when these face sale or closure through the 'Community Right to Bid' by allowing them more time to develop a bid and to be able to raise the money. This helps ensure that local communities have the opportunity to keep much loved sites in public use and a part of community life.

- 17. It will be important for the Council to develop the list of assets of community value alongside partners and residents to ensure this incorporates all those considered of value. Residents need to be made aware that not all of the assets will be owned by the Council: some may be owned by private companies or individuals and, in such cases, are outside the control of the County Council. This list has now been developed on a regional basis.
- 18. In respect of Council owned assets, it will be necessary to balance the need to ensure value for money against other community benefits. The community right to bid does not take precedence over the need to ensure value for money. However, when considering the sale of a publicly owned asset, whilst value for money remains a key consideration for the County

Council, this will need to be balanced against the benefits of supporting a community run facility or amenity which would otherwise face closure, eg. would the benefits of selling a community facility at a reduced value to a community group, outweigh the financial gains that could be made if it was sold on the open market? It is important in such circumstances to recognise that Council owned assets are owned by the taxpayer and some level of protection will therefore be required to ensure that, if such a facility run by the community failed, the Council could either buy back the facility at the reduced value, or claw back a proportion of any profit generated if the facility was subsequently sold on the open market at full value. It is important that the taxpayers' interests are always protected in such cases.

Neighbourhood Plans

Neighbourhood planning is a new right for communities introduced by the Localism Act. It allows communities to come together through a local parish council or neighbourhood forum to have more influence on planning. Local communities will be able to grant full or outline planning permission in areas where they most want to see new homes and businesses, making it easier and quicker for development to go ahead. If a Neighbourhood Plan is in line with national planning policy and other legal requirements, local people will be able to vote on it in a referendum. If the Plan is approved by a majority, then the local authority will bring it into force.

- 19. Neighbourhood Plans are an important way in which the public can influence planning in their area and have its say on the future development of their area. Nevertheless, many people still have misconceptions about the level of control these plans can provide to the public. It is important to raise awareness amongst communities about Neighbourhood Plans and spread accurate information. This should include clearly presenting Neighbourhood Plans as a way to influence how development takes place rather than a way to stop development from happening.
- 20. Many residents see Neighbourhood Plans as the means through which people at the grass roots can influence District Council planning policies. A way for them to take the lead and highlight what level of development they think should take place in their area, rather than respond to what District Planners and developers say is required. The reality is that Neighbourhood Plans need to be in accordance with the District Council's Local Plan. It will still take many years to test whether Neighbourhood Plans in turn can influence future Local Plans.

The 'Fosse Villages' Neighbourhood Plan

The Parishes in the Blaby South Community Forum area were appointed by the Department for Communities and Local Government in April 2011 as a pilot to develop a 'Neighbourhood Plan'. It is the only group of Parish Councils to be selected throughout the UK.

The 'Fosse Villages' (Huncote, Leicester Forest West, Croft, Thurlaston, Potters Marston, Elmesthorpe, Stoney Stanton, Sapcote, Aston Flamville, Sharnford and Wigston Parva) have formed a Joint Working Board to develop the Plan, a process which is expected to take two years. It will go forward for approval by the Department of Communities and Local Government and, if successful, will thereafter be put to a local referendum. Though the Plan cannot stop development, as it must have regard to national planning policy framework and the local development plan, it does give communities like the Fosse Villages the chance to have a say on the scale, type, location, appearance and facility requirements of any new development.

- 21. The Panel considered the potential barriers which may prevent residents from developing their own Neighbourhood Plans to be:
- (i) Funding The provision of substantial amounts of external funding is necessary to support and assist the development of an effective, robust

Neighbourhood Plan. A significant amount of additional work will be required of Parish Councils and their clerks. Some, particularly smaller Parish Councils, will not have such capacity and will require additional help, the cost of which may not be affordable through their own local precepts/budgets.

The Government will fund some sources of help and advice for communities and it is important that residents are made aware of this and are supported in any application to obtain such funding.

(ii) Lack of technical expertise – Local people have aspirations and offer valuable intelligence on their area but do not always have the technical

expertise to translate this knowledge into a Neighbourhood Plan. Local planning authorities will be required to provide technical advice and support as neighbourhoods draw up their plans. Work to join up groups developing Plans could also help them to exchange knowledge and experience amongst themselves.

- 22. It is important to note that, although the term Big Society is new, communities in Leicestershire opting to take action is not. Emma McClarkin MEP noted in her comments to the Panel that "people in Leicestershire were already giving their time, energy and enthusiasm to run local activities and projects across the community" and "they did not wait for the Big Society to come along and recognise it". However, the Panel agree that the term Big Society can be used as a definition of what can be achieved locally and provides a new opportunity to encourage more people to become involved with their communities.
- The County Council is doing a lot of work in line with the Big Society concept; for example, it offers a wide range of volunteering opportunities and has established the Big Society Grant Fund and Community Forums. In light of this, the Panel feels that focus should be given to building on and developing existing links and systems rather than unnecessarily changing and reinventing what has clearly been working very well for some time. To do this, however, it will be necessary to improve the public's awareness of what opportunities are available.

Volunteering in the Youth Offending Service (YOS)

The Youth Offending Service has 200 volunteers who make a major contribution to its work with young people by providing 10,000 to 15,000 hours of work with young people a year. All volunteers complete Youth Justice Board accredited training and are Criminal Records Bureau checked to deliver these different activities. Volunteers are drawn from across the community with 24% from the Black Minority Ethnic groups and 25% Male and 72.4% female. They also range in age from university students through to the retired. They bring a vast range of skills and knowledge to the role of volunteering and some have volunteered for more than 10 years. Volunteers provide assistance in one of 5 ways:

- Panel Members who monitor the supervision of young people on Referral Orders.
- Providing short term offending focused interventions.
- Mentoring young people by acting as a role model and promoting positive lifestyles.
- Providing appropriate Adult Services at Police Stations.
- Transportation to enable access to offending reduction programmes and community resources.

The YOS achieved the Investing in Volunteers award in 2011. It is based on four areas of volunteer management; planning for volunteer involvement, recruiting volunteers, selecting and matching volunteers and supporting and retaining volunteers. The YOS was assessed against a range of best practice standards and has excelled in all aspects of working with its volunteers. The Council must learn more about how to actively engage volunteers and there are good examples from within the Authority from which these lessons can be learned.

The Sir John Moore Foundation, Appleby Magna





Deanna Morris felt compelled to take action when, in 2004, it was proposed by planners to destroy the beautiful Grade I listed school building in Appleby Magna left to locals by Sir John Moore in the 1600s. She felt that the building was a local icon that should be preserved and used in such a way that it could serve the community – very much in the spirit of Sir John Moore's vision to have the building "free to 'All England'". Deanna drummed up the support of the community to take forward a £2 million restoration project which has safeguarded the future for the historic building and the school within it. This was an example of real community action – over £60,000 was raised in cash through fundraising, events and activities and in kind with many local businesses stepping in to assist in the preservation project.

The result is a restored building making creative and contemporary use of the building for the enrichment of local people. The Foundation is now accredited by the Museums and Libraries Association and has received a number of awards in recognition of what has been achieved at the site.

The Panel believe that it is examples such as this that must be championed locally in order to spread awareness of what is possible when communities take action.

24. The Panel learned that some individuals and groups lack confidence and feel unable or ill-equipped to tackle local issues themselves, particularly when these issues are complex and multidimensional - such as troubled families and an ageing population. This is compounded by a lack of awareness of the existing help and support available from organisations such as the Leicestershire and Rutland Association

of Local Councils (LRALC), Rural Community Council (RCC), Voluntary Action Leicestershire (VAL), Social Enterprise East Midlands (SEEM) and Co-operative and Social Enterprise Development Agency (CaSE-Da), who all provide support, guidance and training opportunities to parish councillors/clerks, volunteers and third sector providers.



Social Enterprise East Midlands (SEEM)

SEEM is a business development organisation established in 2003 to help encourage social enterprise businesses to grow and develop across the East Midlands. It provides training, support and development services to the third sector and offers them a coherent voice when communicating with the Government. It covers six counties and represents 2,100 social businesses in the region. With its reputation already established as a valuable resource for community groups to tap into, the Panel feels that the Council has a role to play in signposting volunteers to this agency as a source of help and guidance.

The Co-operative and Social Enterprise Development Agency (CaSE-da)

CaSE-da is one example the Panel feels should be highlighted as it was itself an employee-owned co-operative that offered valuable support and guidance to others wishing to establish co-operatives or social enterprises that are people-centred, accountable and ethical. The Agency has over 30 years experience of delivering support, training and guidance to social enterprises across the region and many clients are now in their second decade of trading. It is also the first social enterprise in Leicestershire to obtain an Investors in People Award. CaSE-da's approach, which aims to see all of its groups turn a profit, is forward thinking and a similar approach would need to be adopted by the County Council in order

to ensure that all community groups, regardless of size, are given the best opportunity to achieve sustainability. The Agency itself is a great ambassador of this approach, having been independent of public funding for over three years.

CaSE-da

The Social Enterprise People

25. It needs to be a priority for the County Council to communicate more effectively with the public about what the Big Society concept means here in Leicestershire and to the County Council. It is important that, in the light of the good work already taking place, people link this with the term Big Society, as this will help build on existing opportunities, open up new ones and build confidence amongst residents by showing what can be achieved. It is also important to raise awareness of how the County Council itself is already working to achieve

the four key aspirations which have been identified locally following the 'Big Society, Big Conversations' consultations held in 2010:

- Aspiration 1: Everyone can be involved in their community.
- Aspiration 2: Everyone has opportunities to influence decisions that affect them.
- Aspiration 3: Local people are able to shape and deliver

public services.

- Aspiration 4: Local people and organisations grow the Big Society together.
- 26. Communities will inevitably require guidance on how they can take forward the Big Society concept in a practical way, with the Council providing signposting to appropriate Departments, partners and other organisations that can provide assistance, such as LRALC, RCC, VAL, SEEM and CaSE-da.
- 27. The Panel feel that there is a clear need for a centralised website or 'portal' that links to other useful sites such as the VAL and County Council websites. This can also provide the necessary toolkits that members of the public can use if they are interested in Big Society initiatives, providing them with guidance and information as well as a place to market any opportunities available and promote projects taking place.

The Big Society Grant Fund







Leicestershire County Council launched its Big Society Grant Fund in June 2011. The Grant Fund is aimed at supporting organisations/projects to develop ideas and initiatives which will help to deliver the Big Society at a local level.

The Big Society Grant Fund has made funds available for eligible projects which:

- enable communities to identify and meet their own needs "helping them to help themselves"
- provide the best local solutions to tackle local problems
- demonstrate local community commitment and involvement
- create active and empowered citizens

It is therefore aimed at supporting communities/community organisations to identify new priorities and to help them to establish the best way of achieving these priorities. The £340,000 Grant Fund for 2011/12 has now been fully allocated.

- 28. The County Council has made a total of £340,000 per year available to community groups, Parish Councils and voluntary organisations through the Big Society Grant Fund, which was launched in June 2011.
- 29. A Grants Panel has been established which includes representatives from the Association of Parish and Local Councils, Rural Community Council and Voluntary Action Leicestershire, and is chaired by County Councillor Blake Pain.
- 30. By the end of March 2012, 70 projects totalling £358,786 have been funded, which includes 21 projects led by Town and Parish Councils. The Grants Panel agreed more than the allocation (in consultation with Lead Member) due to the fact that there is up to six months' time lag between grant approval and spend and therefore the amounts of actual spend in any financial year differs from that committed. From experience of administering previous grant funds it is acknowledged that there is also a certain proportion of projects that do not go ahead or where spend is less than anticipated.
- 31. The Panel heard how public sector funding cuts to the voluntary and community sector have threatened the growth and development of new

- community groups and projects which it is hoped will compete to deliver some public services. However, the Big Society Grant Fund has provided a welcome means of support that partially filled a 'funding gap' for many such organisations allowing them to identify community needs, to get started, to pilot projects and to complete specific tasks. Roughly 30 applications are being received per month, which exceeds expectations and shows the value of the scheme. However, for many groups the greatest challenge will be achieving self sustainability. As the growth of Big Society depends on this, it will be necessary to see a shift from over reliance on public sector funding.
- 32. Closer joint-working between community groups is a means through which a greater level of self sustainability can be achieved. Elected members, as "local champions" clearly have a role to play in identifying links and pulling appropriate groups together. In order to carry out this role, elected members need up to date information on successful grant applications in their area.

Leicestershire Rural Partnership – Rural Advice Service

The Rural Community Council has recently been chosen by the County Council to deliver a Rural Advice Service, which aims to provide the following support to help progress Big Society initiatives in rural areas:

- Advice and guidance to communities on a range of rural issues
- Specialist advice on community consultation, action planning and project development activity
- Signposting to other organisations and support services that may be able to provide further support and advice in specialist areas

33. Currently, the Big Society Grant Fund supports a wide range of new projects for which there is a proven community need and the Council must consider whether a proportion of the Fund should be directly targeted to tackling

its agreed priorities for Leicestershire, i.e. troubled families, an ageing population, economic growth and healthier lifestyles, thus encouraging community-led solutions to these issues.

Leicestershire's Community Forums



In November 2006, Leicestershire Together agreed to create a network of Community Forums to bring together County, District and Parish Councillors and local residents in a local area to discuss local issues and local services. The network built on Forums already in place in Oadby & Wigston and Harborough districts.

The 25 Community Forums are supported by Leicestershire County Council, all District Councils, the Police and the NHS Leicestershire County and Rutland on behalf of local NHS trusts. Other service providers, such as the Fire and Rescue Service, Environment Agency and Housing Associations are involved as and when required. Meetings are completely open to members of the public and provide a format through which any questions on local service provision can be answered.

Leicestershire County Council has also made £320,000 per annum available to Community Forums for local communities to invest in local improvements of their choice. The process for allocating these budgets has been designed to allow maximum participation by local residents and community groups. It has encouraged community groups and public and voluntary organisations to share their ambitions and work together to achieve these.

34. The Panel considers that
Leicestershire County Council and its
members have already established
good relations with many key
partners and have put in place a
means of engagement with

residents through the Community Forums. The Community Forum Budget process has added another dimension to the work of Forums and has been considered a success. The views of the Panel were informed by an all member briefing on Community Forums, following an extensive review of their role and remit which has culminated in a number of recommendations on how best to take them forward. Continuous efforts to improve attendance and their relevance to the public have gradually seen attendance grow at most Forums. A number of improvements could, however, be made to enhance their effectiveness, as follows:

- (i) Focus on outcomes - A significant amount of resource has been committed by the Council to supporting Community Forums because engaging communities in decision making and providing opportunities for interaction between the three tiers of local government and their communities is seen as an ongoing priority. A concern was expressed that not all Forums in their current form are producing tangible outcomes for the resources invested and that therefore the Council must learn from the Forums that are working well and apply this learning to Forums that could be working more effectively.
- (ii) Geography Community Forums
 based in towns often have a
 different set of concerns from those
 covering rural/parished areas.
 Urban Forums will need to develop a
 different character from rural
 Forums to enable them to function
 better. Feedback suggests that it is
 important to people that they can
 identify with their Forum area but
 that the area should neither be too
 large nor small that it becomes
 unwieldy or ineffective.

- It is important to ensure that officers' approach to Community Forums remains flexible to ensure that, while each develops its own identity to meet the needs of the community it serves, a pro-active approach to highlighting areas of commonalty beyond the boundaries of each Forum is adopted.
- (iii) Existing Support - There are already a number of existing support agencies which are available to community groups – many of which the Panel consulted as part of its Review. One example is CaSE-Da, an employee owned co-operative delivering advice and support to social enterprises/co-operatives and which has been operational for some thirty years. There is clearly a role for Forums to continue to signpost the public to the support organisations listed earlier in this report. It could be explored further how Forums can be used more to match the support needs of communities to this existing support.
- (iv) Publicity - Establishing the effective means through which to publicise the Forums has been a problem in some areas. It is important to explore alternative and targeted ways of engaging with local communities between and before Forums, including via social media – which is doubtless an ideal form of communication to engage new audiences. Similarly, many Councillors are pro-active in promoting Forums and their local knowledge and expertise in reaching communities are invaluable. Officers are encouraged to tap into this local knowledge and expertise as much as

possible.

(v) Effective Chairing - The quality of the Chair is one of the most important factors impacting on the success of Forum meetings. This does not necessarily mean that experienced Councillors should always take the chair - in some cases residents chairing meetings had led to increased public participation and a greater feeling of openness where opinions and questions can be put without fear or intimidation. Clear guidance about the role of and support available to Chairs will help to set out the expectations around Chairing Forums to all concerned. In the case of an ineffective chairman, it will be necessary for Councillors to show leadership and help work towards the election of a suitable candidate.

leics.gov.uk/bigsociety

Conclusion

The Panel is clear that the Big Society has the potential to unlock substantial positive change in the provision of public services and the role and control communities will have in providing these. However, this will not occur overnight and there remains considerable confusion about this policy agenda, with several barriers having been identified by the Panel throughout this review that could hamper both its development and success.

Given the work already being done in Leicestershire to progress the Big Society, the Panel feels it is already ideally placed to be at the forefront of Big Society thinking in the UK. However, we cannot sit back and wait for it to evolve further. The Council and Councillors have a crucial role to play in driving this agenda forward and championing the good work taking place. The Panel's recommendations seek to try and address the barriers identified to ensure that Big Society in Leicestershire can be realised to its full potential.

As a Panel, we commend the appended recommendations of this Review to the Scrutiny Commission and the Cabinet for their consideration.



Alan Bailey CC



Sarah Hill CC



Peter Lewis CC



Jewel Miah CC



Christine Radford CC



Peter Roffey DL, CC



Richard Shepherd
Chairman of the Review Panel
County Councillor for Sileby & the Wolds
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APPENDICES

PRIORITY RECOMMENDATIONS:

- (i) That a further £30,000 of funding (in addition to the existing £30,000 annual allocation) be made available to support the growth of social enterprise in Leicestershire. This funding will help to facilitate sharing of good practice across Leicestershire based social enterprises, practical one-to-one advice for those considering establishing alternative delivery models (including County Council staff) and small start-up grants for both emerging and existing social enterprises.
- (ii) Produce a leaflet to provide partners, community groups and residents with more information about what the Big Society means in Leicestershire, containing examples of how groups and individuals are already taking action, and providing the necessary information/signposting to make it easy for people to find out more about how they can get involved.
- (iii) Map and promote existing support organisations/structures in Leicestershire to clarify the support and advice available to voluntary and community organisations wishing to get involved in Big Society initiatives.

OTHER RECOMMENDATIONS:

- (iv) Support the growth of community-led solutions to community problems, by identifying how the County Council and partners can build the confidence and skills of community groups. Make appropriate tools and expertise available to enable them to take charge of problems within their local area.
- (v) Support Voluntary and Community sector groups to move away from a culture of reliance on public sector funding towards greater self-reliance. Pilot innovative approaches to service delivery, develop diverse local markets and support the emergence of multi-agency consortia.
- (vi) Continue to provide financial support to the Association of Local Councils to assist them in supporting parish and town councils to achieve greater profile. Attract new people to stand as Councillors or attend Council meetings. Build the skills and capacity of Parish Councillors and Clerks to drive forward community social action, through a targeted programme of learning and development activities.

Publicity

(vii) Promote the work being done by the County Council to help communities to help themselves by providing a new web resource to act as a single access point and portal to other key sites including Community Forums, Leicestershire Villages, Leicestershire Parishes and partner sites.

Procurement

(viii) Keep under review the County Council's commissioning and procurement processes (including specifications and contracts) to ensure sufficient value is placed upon local knowledge and the enhancement of community environments, thus prioritising the wellbeing of citizens.

Big Society Grant Fund

(ix) Review the criteria of the Big Society Grant Fund bearing in mind Leicestershire Together has identified four key priorities: troubled families, older people, healthy lifestyles and economic growth. However, we wish to emphasise that any new criteria should not exclude priorities identified by individual communities.

Supporting Members

- (x) Support the role of elected members as community leaders by ensuring they have the necessary skills and information to effectively support individual and collective action.
- (xi) Provide regular feedback to elected members on key activities within their electoral division, including successful grant applications, to enable the sharing of good practice.

Community Forums

- (xii) Publish a clear description of the roles of Community Forums* and the outcomes that communities and public service providers can achieve through them. Report on an annual basis the outcomes achieved by Leicestershire Community Forums.
- (xiii) That the County Council utilise social media channels in order to promote and engage new audiences in the work of the Forums.
- (xiv) That new guidance on the role of and support available to Community Forum Chairs be circulated widely in the run up to Community Forum Chair elections.

^{*} Community Forums are referred to as Area Forums in the Borough of Charnwood.

This paper sets out the up-to-date progress (as at April 2012) against each of the interim recommendations of the first phase of the Review of the Big Society.

	RECOMMENDATION	ACTION TAKEN
A.	The County Council and its partners should explore opportunities to provide resources to support the identification and support of Community Organisers (COs). Small amounts of funding could be provided to assist COs in securing sustainable funding for their posts from other sources.	£70k made available (from the £500k growth funding provided from 2011/12 for Big Society) to support community organisers. Think Leicestershire Co-ordinator currently being recruited and will be in place by June 2013 to work with a network of Community Coaches around the County.
В.	A 'single approach' to working with volunteers should be developed for the County Council – particularly in regard to advertising, recruitment, training, policies and procedures, networking and expenses.	Work to develop a single corporate approach is evolving, including a key document review and development of a menu of volunteering opportunities to support County Council services.
C.	All relevant future infrastructure and service delivery contracts with VCS organisations should include 'Big Society' considerations, including their specific role in helping to deliver the four local aspirations and ensuring that groups and communities deemed to be 'hard to reach' receive the necessary support to engage in the 'Big Society'.	On-going. Big Society considerations included in the tender document for work to support communities of interest (Rural, Black Minority Ethnic (BME), Lesbian, Gay Bisexual and Transgender (LGBT) and Faith) let to the Rural Community Council, The Race Equality Centre, LGBT Centre and Equalities and Human Rights Charnwood respectively.
D.	A training programme could be developed for customer-facing staff across all sectors to assist them in providing information and signposting those wishing to be involved to the appropriate organisations.	Agreed as lower priority - to be progressed at a later stage.
E.	Engagement in Community Forums should be developed to its full potential, with Forum meeting agendas focussing on local priorities, as well as those of public sector organisations. There should be encouragement for all Leicestershire Together partners to increase levels of engagement with and resources made available to, the Forums over the coming months.	A review of Community Forums has been completed through a process involving the various stakeholder groups involved in Forums. The report 'Community Forums, Refresh 2011' was published in December 2011 and included recommendations on the direction of travel, as well as concrete actions around the following priorities: - Refreshing the role of Community Forums - Improving accessibility for residents - Improving communication and promotion - Consolidating the number of

		Community Forums
		An action plan is in place and reports on progress will be published on a regular basis.
F.	Participatory budgeting sessions via Community Forums assist in empowering communities to make choices about Services in their area. The participatory budgeting approach should therefore ideally be extended to cover mainstream services, with the aim of involving communities in key service prioritisation decisions.	The Cabinet agreed to make £320,000 per annum available to continue the participatory budgeting approach via Community Forums. In July the Cabinet agreed the process for allocating these Community Forum Budgets. During the 2011 process, 139 community projects were directly supported. Feedback from participants indicate that 73% felt the process was fair and inclusive. The feedback has been used to make further improvements to the 2012 process, which is currently under way.
G.	A forward plan should be produced of key decisions at a partnership, corporate and departmental level.	It has been agreed that this will be built into the new Leicestershire Together structure and will commence April 2012.
н.	In order to empower communities of interest, as well as those of geography, further work needs to be done to signpost those communities to their nominated VCS representative organisations and the Leicestershire Together Working Forum.	£30k of funding from the Big Society growth funding included in tender to re-commission support for communities of interest from 2012/13 onwards (see C. above for details.) Contracts include engaging with local VCS organisations and the Leicestershire Working Together Forum.
I.	Guidance should be produced by the Council and partners on what communities and organisations could achieve in terms of delivering services, illustrated with case studies and examples of good practice to provide inspiration and direction on sources of help and advice, with a particular focus on potential "right to bid" (to run services) and "right to buy" projects.	Good practice examples collated and made available on the Voluntary Action LeicesterShire website: www.valonline.org.uk. Big Society webpages created on County Council website (www.leics.gov.uk/bigsociety), including information about the Big Society Grant Fund. Further work to be done on this during 2012-13.
J.	Work to map the extent of community involvement in service delivery in Leicestershire, in order to identify potential services in the County, that could be delivered as/more effectively at community level, should be completed.	Mapping of community involvement is being progressed, focused on the five commissioning hubs within the new integrated commissioning structure. Services which can be delivered more effectively at a local level will be identified for inclusion within locality commissioning arrangements.
K.	The Council and VAL are currently undertaking mapping of mutual, social enterprise and co-operative activity in the County. The next stage is to identify the	Mapping of organisations supporting social enterprises currently underway.

	specific advice/support required to support and grow this sector in Leicestershire, including the formation of new social enterprises and co-operatives, and explore how these advice/support needs could be addressed.	Procurement process undertaken to identify a suitable organisation to provide this support to existing and emerging social enterprises, and to provide advice and support to the County Council regarding models of social enterprise service delivery (e.g. for Council services). Discussions also underway about opportunities to build on work undertaken in Adults and Communities to support social enterprises in a personalisation context. Corporate Social Enterprise Working Group established (chaired by Head of HR) to explore different models of service delivery (e.g. social enterprise or mutual), in particular relating to County Council services.
L.	It is important to establish some 'basic standards' of service provision and then fulfil an overview and 'monitoring' role to assess who is most appropriate to undertake work, whilst maintaining a 'light touch' approach.	To be progressed at a later stage.
	Resource Implications It is proposed that a risk assessment should be undertaken in order to identify key risks to the effective delivery of Big Society in Leicestershire.	Risk assessments completed in relation to individual projects e.g. Big Society Grant Fund. Risk assessment of Big Society support programme as a whole to be completed once all contracts let

July 2011 Panel - 5 Projects Approved, Total Spend = £21,632

No.	Name of Organisation	Description of Project	Amount Funded	District/Area
1	Wymondham Community Speedwatch	Community Speedwatch consultation	£1,000	Melton
2	Age Concern Lutterworth	Consultation with service users	£572	Harborough
3	Your Thorpe Astley	Consultation with Young People	£260	Blaby
4	Sharnford Parish Council	New Community Centre	£15,000	Blaby
5	Arts Fresco Ltd	Ticketed Arts Fresco Event	£4,800	Harborough

<u>September 2011 Panel - 9 Projects Approved, Total Spend = £48,253</u>

No.	Name of Organisation	Description of Project	Amount	District/Area
			Funded	
6	Gwendolen House Community Group	Community Consultation Exercise	£2,753	Hinckley &
				Bosworth
7	Earl Shilton Town Council & Town Centre	Evaluation of community facilities	£3,000	Hinckley &
	Partnership			Bosworth
8	Sir John Moore Foundation	Extension to current premises	£15,000	North West Leics
9	Shepshed Community Toy Library	Volunteer management programme	£1,800	Charnwood
10	Birstall Parish Council	Expansion of Youth Café	£9,250	Charnwood
11	Sheepy Parish Council	Parish Planning exercise	£300	Hinckley &
				Bosworth

12	The Bridge – Homelessness to Hope	Residential working community for homeless people	£15,000	County-wide
13	Oadby Community Stakeholders	Climate change event with tree-planting	£150	Oadby & Wigston
14	Dr Masharani Patient Participation Group	Public Access Defibrillator	£1,000	Harborough

November 2011 Panel - 15 Projects Approved, Total Spend = £57,966

No.	Name of Organisation	Description of Project	Amount Funded	District/Area
15	Broughton Astley Parish Council	Consultation re: sports/recreation facilities	£1,600	Harborough
16	Sorrel Youth Café	Support to develop Business Model, plus Youth Worker salaries & volunteer training	£5,000	Charnwood
17	The Palace Community Centre	Extension to Community Centre	£5,000	North West Leics
18	Coalville Amateur Boxing Club	Feasibility for young person's boxing gym	£2,829	North West Leics
19	Burbage Carnival	Equipment for events	£1,000	Hinckley & Bosworth
20	Carlton Parish Council	Parish Plan Refresh	£200	Hinckley & Bosworth
21	Whitwick Parish Council	Parish Plan Training	£300	North West Leics
22	Hugglescote & Donnington le Heath PC	Parish Plan Training	£300	North West Leics
23	Bottesford Cricket and Social Club	Feasibility study to expand existing premises and volunteer training	£390	Melton
24	Harborough Improvement Team	Feasibility of new community centre/café	£6,500	Harborough
25	Market Harborough Historical Society	Feasibility into future of Harborough Museum	£9,500	Harborough
26	Fosse Villages Neighbourhood Plan	Neighbourhood Plan	£10,000	Blaby

27	PACE (Pro-active Community Endeavours)	Debt Advice Service	£11,000	Charnwood
28	Clawson, Hose & Harby Parish Council	Good Neighbour Scheme Pilot	£3,847	Melton
29	Burton on the Wolds, Cotes & Prestwold PC	Feasibility re: improved Broadband	£500	Charnwood

January 2012 Panel - 25 Projects Approved, Total Spend = £141,559

No.	Name of Organisation	Description of Project	Amount	District/Area
30	Glenfield U3A	Laptops and accessories for Self Help Group	Funded £1,950	Blaby
31	The Palace Community Centre	Extension to community building	£10,000	North West Leics
32	Markfield Community Association	BMX Track Equipment	£3,000	Hinckley &
33	Hermitage FM	Professional fees to secure new premises	£12,330	Bosworth North West Leics
	-			
34	Whitwick Community Coffee Shop	Consultancy Fees for new Community Hub	£4,500	North West Leics
35	Stathern Parish Council	Vehicular Activated Speed Signs	£2,000	Melton
36	Heart of the Forest Forum	Community Consultation	£7,800	North West Leics
37	Harborough Screen CIC	Purchase/construction of toilet block for new cinema	£15,000	Harborough
38	Tur Langton Parish Council	Professional support to explore future of village hall	£3,000	Harborough
39	Asfordby Parish Council	Neighbourhood Plan	£10,000	Melton
40	Property Solutions Buro Ltd	Care & Repair Service for County residents	£2,387	County-wide
41	Barwell Parish Council	Sports Pavilion – new build	£10,000	Hinckley & Bosworth

42	Oaks Storer Hall	Professional fees for structural survey plus business plan	£1,530	North West Leics
43	Donisthorpe Scout Group	New central heating system	£5,000	North West Leics
44	Braunstone Town Youth Council	Resurfacing of courts and installation of goals	£7,000	Blaby
45	Citizen 598	'Being Dad' Teenage Parenting Project	£4,150	North West Leics
46	Blaby & Whetstone Boys Club	Research exercise to establish future use of current premises	£2,000	Blaby
47	2 Funky Arts	Arts project with Market Bosworth High School	£5,000	Hinckley & Bosworth
48	Wymondham Community Speedwatch	Installation of 2 vehicular activated speed signs	£2,000	Melton
49	Anstey & Thurcaston Parish Councils	Surface footpath between two villages	£9,311	Charnwood
50	Blaby Community Action Group	Parish Plan	£3,091	Blaby
51	Fosse Villages Neighbourhood Plan	Consultation Exercise	£4,950	Blaby
52	Pedestrian Ltd	Pilot Volunteer led Summer Holiday Arts Project for Young people	£5,000	Melton
53	Macular Disease Society (Loughborough)	Transport to Birmingham Exhibition for visually impaired people	£300	Charnwood
54	Quorn Old School Charity	Feasibility Study for Old School Project	£10,260	Charnwood

March 2012 Panel - 16 Projects Approved, Total Spend = £89,366

No.	Name of Organisation	Description of Project	Amount	District/Area
			Funded	
55	Melton Town Estate	New Sports Facility	£15,000	Melton
56	Carpenters Arms – Homes for the Homeless	Expansion of Service Provision	£14,865	Charnwood

57	Appleby Magna Sports & Recreation Club	Professional fees for planning to build new clubhouse	£5,000	North West Leics
58	CAPTa (Children & Parents Alliance)	'Cooking in Schools' Pilot Programme	£2,500	Oadby & Wigston
59	Bagworth and Thornton Parish Council	Feasibility Study for new Sports Pavilion	£6,450	Hinckley & Bosworth
60	Hugglescote & Donnington le Heath Parish Council	Planning For Real Community Consultation	£2,448	North West Leics
61	Houghton on the Hill Village Hall	Surveys to identify issues with Hall plus Business Plan	£4,320	Harborough
62	Glen Parva Parish Council	Parish Plan	£3,604	Blaby
63	Glenwatch	Neighbourhood Watch Promotional Pack Distribution	£1,400	Blaby
64	Loughborough District Scouts	Developing Scouting	£9,500	Charnwood
65	North Kilworth Parish Council	Automated External Defribillator	£1,000	Harborough
66	Melton Mowbray Mencap and Gateway	Business Development	£8,400	Melton
67	Hope Community Church	Youth Club Equipment and Staff Training	£2,405	Hinckley & Bosworth
68	Go-Getta CIC	Business Plan and Website	£1,490	Charnwood
69	Huncote Partnership Library	Community Library	£10,000	Blaby
70	Market Harborough C of E Primary School PTA	Apple Press	£984	Harborough

2011-12 TOTAL SPEND = £358,776 (70 Projects)

(£18,776 taken from 2012-13 Budget)