



**POLICY SCRUTINY GROUP**

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To: Councillors Seaton (Chair), K. Harris (Vice-Chair), Brookes, Gerrard, Hamilton, Hunt, Murphy, Paling, Parton, Shepherd and Smith (For attention)

All other members of the Council  
(For information)

You are requested to attend the meeting of the Policy Scrutiny Group to be held in Committee Room 2 - Council Offices on Tuesday, 25th September 2018 at 6.30 pm for the following business.

Chief Executive

Southfields  
Loughborough

17th September 2018

**AGENDA**

1. APOLOGIES
2. MINUTES OF THE PREVIOUS MEETING 4 - 10

The Group is asked to confirm as a correct record the minutes of the meeting held on 10th July 2018.

3. DISCLOSURES OF PECUNIARY AND PERSONAL INTERESTS
4. DECLARATION OF THE PARTY WHIP

5. QUESTIONS UNDER SCRUTINY PROCEDURE 11.17

No questions were submitted.

6. GAMBLING STATEMENT OF PRINCIPLES

11 - 38

A report of the Head of Regulatory Services enabling the Group to review the draft Statement of Principles made under the Gambling Act 2005.

7. HOUSING ADAPTATIONS POLICY 2018-2022

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A report of the Head of Landlord Services enabling the Group to review the draft Housing Adaptations Policy 2018-2022.

8. OPEN SPACES STRATEGY

55 - 142

A report of the Head of Cleansing and Open Spaces providing an update on work to deliver the adopted Open Spaces Strategy 2013-2028 and the need to produce a revised Strategy and action plan.

9. PROGRESS WITH PANEL WORK

143 - 146

A report of the Head of Strategic Support, providing an update on the establishment and progress of scrutiny panels.

10. WORK PROGRAMME

147 - 151

A report of the Head of Strategic Support, enabling the Group to consider its work programme and propose to the Scrutiny Management Board any additions, deletions and amendments as appropriate.

For the Group's assistance, meeting dates for the remainder of the 2018/19 Council year have been set as follows:

13th November 2018

5th February 2019

9th April 2019.

## SCRUTINY QUESTIONS

What topics to choose?

- What difference will scrutiny make?
- Is this an area of concern – public/performance/risk register?
- Is this a corporate priority?
- Could scrutiny lead to improvements?
- What are the alternatives to pre-decision scrutiny?

Pre-decision scrutiny

- What is Cabinet being asked to agree?
- Why?
- How does this relate to the overall objective? Which is ...?
- What risks have been identified and how are they being addressed?
- What are the financial implications?
  
- What other options have been considered?
- Who has been consulted and what were the results?
- Will the decision Cabinet is being asked to take affect other policies, practices etc.?

Basic Questions

- Why are you/we doing this?
- Why are you/we doing it in this way?
- How do you/we know you are making a difference?
- How are priorities and targets set?
- How do you/we compare?
- What examples of good practice exist elsewhere?

## POLICY SCRUTINY GROUP 10TH JULY 2018

PRESENT: The Chair (Councillor Seaton)  
The Vice-chair (Councillor K. Harris)  
Councillors Brookes, Gerrard, Hamilton, Murphy,  
Paling, Parton, Shepherd and Smith

Councillor Fryer (Chair of the Performance  
Scrutiny Panel)  
Councillor Barkley (Deputy Leader of the Council  
and Cabinet Lead Member for Finance and  
Property Services)  
Councillor Mercer (Cabinet Lead Member for  
Housing)  
Councillor Vardy (Cabinet Lead Member for  
Planning, Inward Investment and Tourism  
Strategy)

Head of Landlord Services  
Head of Planning and Regeneration  
Team Leader Local Plans  
Procurement Manager  
Corporate Improvement and Policy Officer  
Democratic Services Manager  
Democratic Services Officer (MH)

The Chair stated that the meeting would be recorded and the sound recording subsequently made available via the Council's website. She also advised that, under the Openness of Local Government Bodies Regulations 2014, other people may film, record, tweet or blog from this meeting, and the use of any such images or sound recordings was not under the Council's control.

### 1. MINUTES OF THE PREVIOUS MEETING

The minutes of the meeting held on 24th April 2018 were confirmed as correct record and signed.

### 2. DISCLOSURES OF PECUNIARY AND PERSONAL INTERESTS

No disclosures of interests were made.

### 3. DECLARATION OF THE PARTY WHIP

No declarations of the existence of the Party Whip were made.

### 4. QUESTIONS UNDER SCRUTINY PROCEDURE 11.17

No questions had been submitted.

## 5. PERFORMANCE SCRUTINY PANEL UPDATE

The Chair of the Performance Scrutiny Panel and the Corporate Improvement and Policy Officer provided a verbal update on the current position regarding the work of the Performance Scrutiny Panel.

The Chair of the Performance Scrutiny Panel and the Corporate Improvement and Policy Officer described the changes that had been made to enable performance information to be reported to the Panel more quickly and the matters that had been scrutinised by the Panel.

The Chair of the Performance Scrutiny Panel and members of the Group expressed disappointment that a recent Panel meeting had been inquorate.

### **RESOLVED**

1. that the information be noted;
2. that future updates include information about the outcomes of the Panel's work as well as its activities.

### Reasons

1. To acknowledge the information received.
2. To provide the Group with more information regarding the work of the Performance Scrutiny Panel.

## 6. SINGLE LOCAL PLAN

A report of the Head of Planning and Regeneration, enabling the Group to review the development of a new Single Local Plan, was submitted (item 7 on the agenda filed with these minutes).

The Cabinet Lead Member for Planning, Inward Investment and Tourism Strategy, the Head of Planning and Regeneration and the Team Leader Local Plans assisted with consideration of the item and provided the following responses to issues raised:

- (i) The Council had collected evidence regarding the delivery of housing from sites that had been identified for development. That evidence showed that the Council had identified sufficient sites but that it had not been possible to deliver the planned number of houses within the plan period. The Council was therefore considering how much committed development would be delivered with the period of the new plan, ie to 2036. Some of the housing in the sustainable urban extensions identified in the Core Strategy would be delivered after 2036.
- (ii) The Council could consider different scenarios to address possible issues regarding the delivery of planned sites. With a low growth scenario there was a risk that the Council could not sustain a five year housing land supply. A high growth scenario would provide the Council with more

flexibility and control but could result in more houses being provided than were needed. Over the next year the Council would calculate the amount of new housing that was needed. Reserve sites could then be identified if development of the sites identified to deliver that housing was delayed.

- (iii) It was not necessarily significant how many times a particular issue was raised during the consultation. If an issue was raised that had merit it had the same weight whether it was mentioned in one response or in many.
- (iv) The Council would seek evidence from the local education authority and clinical commissioning groups regarding capacity issues. The response received from an individual school was related to the impact of possible changes to the limits to development in that location.
- (v) Consultation at this stage of the process of developing the Local Plan was in addition to the requirements set out in legislation. Additional periods of consultation had been included in the Council's Statement of Community Involvement in order to let people (including infrastructure providers and developers) know what stage the Council had reached and to try and reach a consensus on matters such as the settlement hierarchy. A greater number of responses would be expected in future stages when specific proposals were made.
- (vi) No comparison had been made with the number of responses received during other consultations. A comparison could be made with the corresponding stage in the development of the current Core Strategy.
- (vii) Work on the Local Plan was being undertaken with the draft revisions to the National Planning Policy Framework (NPPF) in mind. The revisions would have an impact in a number of areas when implemented. It was expected that the revised NPPF would be published by the Government in July. If that was the case it would not impact on the timetable for developing the Local Plan.
- (viii) The impact of migration was included in the preparation of the Housing and Economic Development Needs Assessment. If the standard methodology proposed in the revisions to the NPPF was introduced then calculations of housing need would be updated with Government housing projections figures which also took into account migration.

Members of the Group made the following comments:

- (i) There could be a fine balance between pursuing a policy of urban concentration in order to enable infrastructure to be provided in those locations to support new development, and focussing on too few sites which could add to the pressure on infrastructure.

## **RESOLVED**

1. that the report be noted;
2. that information be provided to members of the Group on the number of organisations and the number of individuals contained in the database used for the consultation.

## Reasons

1. To acknowledge the information received.
2. To provide further information regarding how the consultation had been undertaken.

## 7. PROCUREMENT STRATEGY

A report of the Head of Finance and Property Services, enabling the Group to review the development of a revised Procurement Strategy, was submitted (item 8 on the agenda filed with these minutes).

The Deputy Leader and Cabinet Lead Member for Finance and Property Services and the Procurement Manager assisted with consideration of the item and provided the following responses to issues raised:

- (i) An alternative, shorter format for the new version of the strategy had been considered but it was proposed that the format of the existing strategy was used and the content updated.
- (ii) The Public Contracts Regulations 2015 governed the Council's procurement activity. The Regulations had incorporated European Union requirements and the Government's response to recommendations by Lord Young into United Kingdom law. As a result the only effect of the UK leaving the EU may be that contracts would not have to be advertised in the Official Journal of the European Union.
- (iii) Some of the Council's contracts, for example street cleaning and managing open spaces, were output based. For those contracts the contractor was required to maintain areas to standards defined for them. If the standard was not maintained the contractor was required to bring the area back to the standard. The Council could be alerted that areas were below standard by the public.
- (iv) Council officers did spend time with small, local suppliers to explain how the Council's procurement processes operated to help them understand what they needed to do if they wished to submit tenders or quotes for public contracts.
- (v) The Public Services Social Value Act was aimed at contracts with a value that exceeded the threshold for advertising in the Official Journal of the European Journal (c£180,000). However, the Council included a section in its forms for submitting tenders for lower value contracts about what bidders could do in terms of local purchasing, open days and work experience opportunities. It was recognised that a contract would have to have a value in excess of £1million before it was viable to take on an apprentice.

Members of the Group made the following comments:

- (i) It was important that the key objectives of the strategy were set out as clearly as possible.

## RESOLVED

1. that the report be noted;
2. that it be noted that the Group supported the approach of using the current, longer form of the strategy as a template for the new strategy and the statement regarding the role that the Council played regarding social impact and cohesion in the current version of the strategy.

### Reasons

1. To acknowledge the information received.
2. To record the outcome of the Group's scrutiny of the matter and in particular to highlight that a longer version of the strategy would provide less scope for misunderstanding and the impact of the Council's procurement activity.

## 8. HOUSING INCOME AND FINANCIAL INCLUSION POLICY 2018-2021

A report of the Head of Landlord Services, enabling the Group to review the proposed Housing Income and Financial Inclusion Policy, was submitted (item 9 on the agenda filed with these minutes).

The Cabinet Lead Member for Housing and the Head of Landlord Services assisted with consideration of the item and provided the following responses to issues raised:

- (i) All letters that were sent to tenants emphasised the importance of contacting the Council if they had financial difficulties and highlighting the type of help that was available.
- (ii) Rent arrears were monitored on a weekly basis by case officers. The level of arrears was increasing slightly year on year but the Council had met its targets for rent collection in the first quarter of the financial year. The rollout of Universal Credit was likely to increase the level of arrears in the short term. However, it was expected that the effect would diminish as the system became established and some tenants were transferred to managed payments with rent being paid directly to the Council.
- (iii) There were 1379 of the Council's 5459 tenancies with arrears. However in many of those cases the arrears were small. There were 100 tenancies that had been in arrears for 12 weeks or more.
- (iv) People with mental health problems were considered to be vulnerable as they could find it more difficult to manage money and would be covered by the description set out in the footnote to section 2.1 of the draft policy. However that could be clarified by changing the word 'disabilities' to 'mental and physical disabilities'.
- (v) The Council used a timetable with a series of scaled interventions that was designed to stop debts building. Specific interventions would depend on the individual circumstances of the case and would take into account such factors as whether the tenant was working with the Council and the time taken to process initial Universal Credit claims.



Members of the Group made the following comments:

- (i) There were issues with the formatting of the draft policy that could be improved.
- (ii) It was important that officers were able to take action at the earliest possible stage and had the confidence to escalate cases when that was necessary.

## **RESOLVED**

1. that the report be noted;
2. that it be noted that the Group supported the draft policy and the style in which it was written which was sharp, to the point and easy to read;
3. that it be noted that draft policy would be amended to change the word 'disabilities' to 'mental and physical disabilities' in the footnote to section 2.1 of the draft policy and that the formatting of parts of the draft policy would be reviewed.

## Reasons

1. To acknowledge the information received.
2. To record the outcome of the Group's scrutiny of the matter.
3. To acknowledge how issues raised by the Group would be addressed.

## 9. PROGRESS WITH PANEL WORK

A report of the Head of Strategic Support, providing an update on the current position with scrutiny panels, was submitted (item 10 on the agenda filed with these minutes).

The Democratic Services Manager and Councillor Seaton (Chair of the Five Year Housing Land Supply Scrutiny Panel) assisted with consideration of the item and stated that a meeting had had to be postponed because of the availability of witnesses and to ensure that the impact of any changes to the National Planning Policy Framework could be considered. However it was still the intention for the Panel to submit its report in the Autumn.

**RESOLVED** that the current position with scrutiny panels be noted.

## Reason

To ensure that the Group was aware of the current position with scrutiny panels.

## 10. WORK PROGRAMME

A report of the Head of Strategic Support, enabling the Group to consider its work programme and propose to the Scrutiny Management Board any additions, deletions and amendments as appropriate, was submitted (item 11 on the agenda filed with these minutes).

The Democratic Services Manager assisted with consideration of the item.

## **RESOLVED**

1. that the changes made by the Scrutiny Management Board to the Group's work programme be noted;
2. that the current position with the Group's work programme and the Notice of Key Decisions and Decisions to be Taken in Private be noted;
3. that a further report in respect of the Single Local Plan be scheduled for the Group's meeting on 25th September 2018 and the focus of the Group's scrutiny at that meeting be on how conclusions from the first phase of consultation had been incorporated into the consultation documents for the second phase and how the value of the two additional stages of consultation set out in the Council's Statement of Community Involvement could be demonstrated;
4. **that it be recommended to the Scrutiny Management Board** that scrutiny of the Lightbulb Service Implementation be allocated to a different scrutiny body.

## Reasons

1. To acknowledge the decisions made by the Board.
2. To make the Group aware of the current position with its work programme.
3. To determine the timing and focus of the next stage of the Group's scrutiny of the development of the Single Local Plan.
4. The item had been transferred to the Group's work programme, from the work programme of the Overview Scrutiny Group, and scheduled for 25th September 2018 by the Scrutiny Management Board. The Group already had a number of items scheduled for its September meeting and considered that while the matter should be scrutinised it did not fit within the remit of the Group.

## NOTES:

1. No reference may be made to these minutes at the Council meeting on 3rd September 2018 unless notice to that effect is given to the Democratic Services Manager by five members of the Council by noon on the fifth working day following publication of these minutes.
2. These minutes are subject to confirmation as a correct record at the next meeting of the Policy Scrutiny Group.

## **POLICY SCRUTINY GROUP – 25TH SEPTEMBER 2018**

### **Report of the Head of Regulatory Services**

#### **ITEM 6      GAMBLING STATEMENT OF PRINCIPLES 2019-2022**

##### Purpose of Report

To enable the Group to review the draft Statement of Principles made under the Gambling Act 2005.

##### Action Requested

To consider the draft Statement of Principles made under the Gambling Act 2005, which is appended to the report.

##### Reason

To scrutinise the Statement in a timely manner in accordance with the Group's work programme.

##### Background

The Gambling Act 2005 set up a system of regulation for the gambling industry involving the Gambling Commission and local authorities. The Gambling Commission licenses businesses and individuals and local authorities license premises in their area. Premises licences are required for bingo premises, betting premises, adult gaming centres (specifically targeted at adults, with gaming machines that promise bigger jackpots) and family entertainment centres (eg a small amusement park marketed towards families with small children to teenagers).

Section 349 of the Gambling Act 2005 requires the Council to carry out a review of its Statement of Principles, which is used to determine all applications made under the terms of the Act, every three years.

The existing Statement was adopted by the Council in 2016 and the current Statement of Principles will expire on 30th January 2019. A new Statement must be consulted on and approved by Full Council.

A copy of the proposed 2019-2022 Statement of Principles is attached as an Appendix. The Gambling Commission have suggested that the published consultation copy of the Statement of Principles has tracked changes showing the amendments that are being proposed to the existing Statement. This makes it easier for everyone to see what is being consulted on and it is also something the gaming industry have requested. The proposed Statement of Principles for 2019-2022 shows those tracked changes.

The guidance to licensing authorities issued by the Gambling Commission has been considered as part of the development of the new Statement of Principles.

The Statement must be produced following consultation with the bodies specified in section 349(3) of the Gambling Act. The organisations listed at Appendix A of the Statement of Principles will be consulted.

Following consultation, the revised Statement of Principles will be submitted to Council on 5th November 2018 for approval and implementation.

### Problem Gambling

Problem gambling has been recognised as an issue for society. In its role as the licensing authority for premises under the Gambling Act 2005 the Council has to have regard to the licensing objectives set out in section 1 of the Act, namely:

- ) preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime
- ) ensuring that gambling is conducted in a fair and open way
- ) protecting children and other vulnerable persons from being harmed or exploited by gambling.

The Act, however, sets out a presumption in favour of permitting premises to be used for gambling. In addition, expected demand for gambling premises that are the subject of an application, should not be taken into account in deciding whether or not to grant a licence.

The Council's Statement of Principles sets out how it will meet those objectives in undertaking its licensing activities.

Background Papers:                      Licensing Committee 27th October 2015, minute 4,  
2015/16 Full Council 18th January 2016, minute  
69.3, 2015/16

[Gambling Commission Guidance to licensing authorities, 5th edition, September 2015](#)

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### Appendices

Draft Statement of Principles under the Gambling Act 2005



# Charnwood



## **GAMBLING ACT 2005**

### **Statement of Principles**

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## 1.0 INTRODUCTION

Charnwood Borough Council is the Licensing Authority under the Gambling Act 2005.

Licensing authorities are required by the Gambling Act 2005 to publish a Statement of Principles, which they propose to apply when exercising their functions. This statement must be published at least every three years. This statement will come into effect on the (insert date) and will have effect until the 31<sup>st</sup> January 2022. The statement must also be reviewed from “time to time” and any amended parts re-consulted upon. The statement must be then re-published.

Comment [DG1]: Insert date – January 2019

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The Authority declares that this Statement of Principles has been prepared having regard to the provisions of the Guidance issued by the Gambling Commission and the licensing objectives of the Gambling Act 2005.

This Statement of Principles will be available on Charnwood Borough Council’s website. [www.charnwood.gov.uk](http://www.charnwood.gov.uk).

## 1.2 THE BOROUGH OF CHARNWOOD

Charnwood Borough Council is situated in the County of Leicestershire; the Borough and contains 28 Wards. The Council area has a population of over 176,700 making it one of the largest district councils in the country in terms of number of residents. The Council area is mainly rural with urban areas of Loughborough, Syston, Birstall, Thurmaston and Shepshed.

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These areas are shown in the map of the Borough at Appendix C.

## 1.3 DECLARATION

The Authority in preparation of this Statement has had due regard to;

- ) the Gambling Act 2005
- ) the Gambling Act 2005 (Licensing Authority Policy Statement) (England and Wales) Regulations 2006
- ) current guidance issued by the Gambling Commission and by the Secretary of State under Section 25 of the Act.
- ) responses from those consulted on the Statement and the reviews thereof.

## 1.4 LICENSING OBJECTIVES

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In exercising its function under Section 153 of the Act, the Authority in making decisions about premises licences and temporary use notices shall aim to permit the use of premises for gambling in so far as it thinks it's:

- ) in accordance with any relevant Codes of Practice under section 24
- ) in accordance with any relevant Guidance issued by the Commission under section 25
- ) in accordance with this Statement of Principles, and
- ) reasonably consistent with the licensing objectives.

The Act requires that the Authority carries out its various licensing functions with regard to the following three licensing objectives:-

1. Preventing gambling from being a source of crime or disorder, being associated with crime or disorder or being used to support crime;
2. Ensuring that gambling is carried out in a fair and open way;
3. Protecting children and other vulnerable persons from being harmed or exploited by gambling.

Further details of the Licensing Objectives can be found in Sections 5.1 to 5.3.2 of this Statement.

## 1.5 CONSULTEES

The Statement of Principles will be subject to formal consultation with:-

1. Leicestershire Constabulary;
2. Representatives of the holders of the various licences for premises within the Borough who will be affected by this Policy;
3. Persons/bodies representing the interests of persons likely to be affected by this policy.

A full list is shown at Appendix A.

## 1.6 LICENSING AUTHORITY FUNCTIONS

Licensing Authorities are required under the Act to carry out a number of regulatory functions relating to gambling:

- ) Issuing a statement of licensing policy (policy statement) setting expectations about how gambling will be regulated in the area;
- ) the licensing of premises where gambling activities take place
- ) Issue Provisional Statements for premises
- ) Regulate members' clubs and miners' welfare institutes who wish to undertake certain gaming activities via issuing Club Gaming Permits and/or Club Machine Permits

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- ) Issue Club Machine Permits to Commercial Clubs
- ) Grant permits for the use of certain lower stake gaming machines at unlicensed Family Entertainment Centres
- ) Receive notifications from alcohol licensed premises (under the Licensing Act 2003) for the use of two or fewer gaming machines
- ) Issue Licensed Premises Gaming Machine Permits for premises licensed to sell/supply alcohol for consumption on the licensed premises, under the Licensing Act 2003, where there are more than two machines
- ) Register small society lotteries
- ) Issue Prize Gaming Permits
- ) Receive and Endorse Temporary Use Notices
- ) Receive Occasional Use Notices
- ) Provide information to the Gambling Commission regarding details of licences issued
- ) Maintain registers of the permits and licences that are issued under these functions

Remote gambling, Operator Licences and Personal Licences are dealt with by the Gambling Commission. The National Lottery is now regulated by the Gambling Commission. Spread betting is regulated by The Financial Services Authority.

### 1.7 INTERESTED PARTIES

Interested parties are defined as persons who, **in the Licensing Authority's opinion;**

- ) live sufficiently close to the premises to be likely to be affected by the authorised activities
- ) have business interests that might be affected by the authorised activities, or
- ) represents persons who satisfy the above two points above.

It is for the authority to determine on a case by case basis whether or not a person making a representation is an 'interested party.'

### 1.8 INFORMATION EXCHANGE

In fulfilling its functions under sections 29, 30 and 350 of the Act, the licensing authority will establish protocols with respect to the exchange of relevant information with other regulatory bodies. In exchanging such information, the Council will conform to the requirements of the Data Protection Act [2018 and the General Data Protection Regulations](#) in accordance with the Council's existing policies.

Details of those persons making representations will be made available to applicants to allow for negotiation and, in the event of a hearing being held, will form part of a public document. Anyone making representations or

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applying for the review of a premises licence will be informed that their details will be disclosed.

## 1.9 ENFORCEMENT

Charnwood Borough Council is a signatory to the Enforcement Concordat and will follow the principles set out in it. The Council will have regard to and follow the Statutory Duty imposed under the Regulators Code 2014. [The Council has a Corporate Enforcement Policy 2018 covering all enforcement work undertaken by the Council and also a Regulatory Services Enforcement Policy 2016.](#) Any enforcement action will endeavour to be:

- ) Proportionate: regulators should only intervene when necessary: remedies should be appropriate to the risk posed, and costs identified and minimised;
- ) Accountable: regulators must be able to justify decisions, and be subject to public scrutiny;
- ) Consistent: rules and standards must be joined up and implemented fairly;
- ) Transparent: regulators should be open, and keep regulations simple and user friendly; and
- ) Targeted: regulation should be focused on the problem, and minimise side effects.

As per the Gambling Commission's Guidance for local authorities this licensing authority will endeavour to avoid duplication with other regulatory regimes as far as possible.

The Authority will use appropriate enforcement to promote the licensing objectives. Once licensed, it is essential that premises are monitored to ensure that they are run in accordance with their operating schedules, in compliance with the specific requirements of the Act and in compliance with any licence conditions. It will also be important to monitor the Borough for unlicensed premises.

The Authority works actively with the Police and other partners in enforcing licensing legislation and responding to complaints received from the community in relation to licensed premises.

The authority recognises that certain bookmakers have a number of premises within its area. In order to ensure that any compliance issues are recognised and resolved at the earliest stage, operators are requested to give the authority a single named point of contact, who should be a senior individual, and whom the authority will contact first should any compliance queries or issues arise.

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## 2.0 LOCAL RISK ASSESSMENTS and SOCIAL RESPONSIBILITY PROVISION CODE

The Gambling Commissions '*Licence Conditions and Codes of Practice (LCCP)*' (issued in February 2015) formalised the need for operators to consider local risks.

This required all licensees that provide gambling facilities at their premises, to assess the risks to the licensing objectives and have policies, procedures and control measures to reduce those risks. Licensees must take into account any relevant matters identified in the licensing authorities statement of Principles when making their risk assessments.

A local risk assessment should be undertaken by a licensee, when applying for;

- ) A new premises licence
- ) When applying for a variation of an existing premises licence
- ) To take into account any local significant changes in the local area
- ) When there are significant changes within their premises that may affect the existing local risk assessment.

There is not a risk assessment template as each which will be individual to the the premises, but the Gambling Commission do provide guidance, available at the link below;

<http://www.gamblingcommission.gov.uk/for-gambling-businesses/Compliance/General-compliance/Social-responsibility/Local-area-risk-assessments.aspx>

The Commissions, Social Responsibility Provision Code, requires licensees of gambling premises to share their risk assessments with Licensing Authorities when applying for a new premises licence or seeking a variation to an existing licensed premise, or otherwise at the request of the licensing authority, such as when inspecting the premises.

If concerns exist at a premise, the Licensing Authority may ask the licensee to share a copy of their own risk assessment setting out the measures that a licensee has in place to deal with specific concerns. It is envisaged that assessments would only be requested from existing premises licensees in circumstances where there is significant environmental change that affects the level of risk or the mitigation of those risks.

The Authority has an expectation that all local risk assessments will take into account the local profile of the area, and help reduce the occasions on which additional conditions are required on a premises licence or a review of a premises licence is required.

[Charnwoods Local Area profile](#)

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The licensing service have consulted with the Police, Community Safety and Public Health to determine any potential concerns related to gambling across the Borough. At the time of preparing this statement of licensing policy, there has been no evidence presented to Charnwood Borough Council that any part of the area is experiencing problems from gambling activities.

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The Gambling Commissions 'Licence Conditions and Codes of Practice (LCCP)' requires that licensees must review (and update as necessary) their local risk assessments:

- )] to take account of significant changes in local circumstances, including those identified in this policy statement;
- )] when there are significant changes at a licensee's premises that may affect their mitigation of local risks;
- )] when applying for a variation of a premises licence; and
- )] in any case, undertake a local risk assessment when applying for a new premises licence.

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Charnwood Borough Council will expect the local risk assessment to consider as a minimum:

- )] the location of services for children such as schools, playgrounds, leisure/community centres and other areas where children will gather;
- )] the demographics of the area in relation to vulnerable groups;
- )] whether the premises is in an area subject to high levels of crime and/or disorder.

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Local risk assessments should show how vulnerable people, including people with gambling dependencies are protected.

### **3.0. PREMISES LICENSING**

#### **3.1 GENERAL PRINCIPLES**

Premises licences will be subject to the requirements set-out in the Gambling Act 2005 and regulations, as well as specific mandatory and default conditions which will be detailed in regulations issued by the Secretary of State. Licensing authorities are able to exclude default conditions and also attach others, where there is clear evidence of a risk to the licensing objectives in the circumstances of a particular case.

It is appreciated that as per the Gambling Commission's Guidance for local authorities "moral objections to gambling are not a valid reason to reject applications for premises licences" (except as regards any 'no casino resolution' - see section on Casinos below) and also that unmet demand is not a criterion for a licensing authority.

#### **3.2 PRIMARY ACTIVITY**

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In accordance with section 150 of the Act, premises licences can authorise the provision of facilities on:

- (a) casino premises
- (b) bingo premises
- (c) betting premises, including tracks and premises used by betting intermediaries
- (d) adult gaming centre premises (for category B3, B4, C and D machines)
- (e) family entertainment centre premises (for category C and D machines) (note that, separate to this category, the licensing authority may issue a family entertainment centre gaming machine permit, which authorises the use of category D machines only).

By distinguishing between premises types the Act makes it clear that the primary gambling activity of the premises should be that described. Thus, in a bingo premises, the primary activity should be bingo, with gaming machines as an ancillary offer on the premises. This principle also applies to existing casino licences (but not 2005 Act casinos) and betting premises licences. The latest issue of the *'Licence Conditions and Codes of Practice'* sets out in full the requirements on operators. Subject to the gaming machine entitlements which various types of licence bring with them (and except in the case of tracks), the Act does not permit premises to be licensed for more than one of the above activities.

### 3.3 DEFINITION OF PREMISES

Premises licences are issued by the licensing authority with responsibility for the area in which the premises are situated.

Premises are defined in the Act as "any place". It is for the Licensing Authority to decide whether different parts of a building can be properly regarded as being separate premises and as the Gambling Commission states in its Guidance for Local Authorities, it "will always be a question of fact in the circumstances". The Gambling Commission does not however consider that areas of a building that are artificially or temporarily separate can be properly regarded as different premises.

This licensing authority takes particular note of the Gambling Commission's Guidance for local authorities:

- ) The authority will take particular care in considering applications for multiple licences for a building and those relating to a discrete part of a building used for other (non-gambling) purposes. In particular the Authority will be aware that entrances and exits from parts of a building covered by one or more licences should be separate and identifiable so that the separation of different premises is not compromised and that people do not 'drift' into a gambling area.
- ) The authority will pay particular attention to applications where access to the licensed premises is through other premises (which

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themselves may be licensed or unlicensed). Clearly, there will be specific issues that the authority will consider before granting such applications, for example, whether children can gain access; compatibility of the two establishments; and ability to comply with the requirements of the Act. But, in addition an overriding consideration should be whether, taken as a whole, the co-location of the licensed premises with other facilities has the effect of creating an arrangement that otherwise would, or should, be prohibited under the Act.

It should also be noted that an applicant cannot obtain a full premises licence until the premises in which it is proposed to offer the gambling are constructed. The Gambling Commission has advised that references to “the premises” are to the premises in which gambling may now take place. Thus a licence to use premises for gambling will only be issued in relation to premises that are ready to be used for gambling. This authority agrees with the Gambling Commission that it is a question of fact and degree whether premises are finished to a degree that they can be considered for a premises licence. The Gambling Commission emphasises that requiring the building to be complete, ensures that the authority can, if necessary, inspect it fully, as can other responsible authorities with inspection rights.

The authority will give sympathetic consideration to, re-sites within the same locality and extensions in order to enhance the quality of the facility provided for the benefit of the betting public.

### **3.4 LOCATION**

This licensing authority is aware that demand issues cannot be considered with regard to the location of premises but that considerations in terms of the licensing objectives can. As per the Gambling Commission’s Guidance for local authorities, this authority will pay particular attention to the protection of children and vulnerable persons from being harmed or exploited by gambling, as well as issues of crime and disorder. Each application will be decided on its own merits, with the onus upon the applicant to show how potential concerns can be overcome.

### **3.5 DUPLICATION WITH OTHER REGULATORY REGIMES**

This licensing authority will seek to avoid any duplication with other statutory / regulatory systems where possible, including planning. It will listen to, and consider carefully, any concerns about conditions which are not able to be met by licensees due to planning restrictions, should such a situation arise.

### **3.6 BINGO PREMISES**

It is important that if children are allowed to enter premises licensed for bingo that they do not participate in gambling, other than on category D machines.

Where category C or above machines are available in premises to which children are admitted licensing authorities should ensure that:

- ) all such machines are located in an area of the premises separated from the remainder of the premises by an effective physical barrier which prevents access other than through a designated entrance;
- ) only adults are admitted to the area where the machines are located;
- ) access to the area where the machines are located is supervised;
- ) the area where the machines are located is arranged so that it can be observed by staff or the licence holder; and
- ) at the entrance to, and inside any such area, there are prominently displayed notices indicating that access to the area is prohibited to persons under 18.

Licensing authorities need to satisfy themselves that bingo can be played in any bingo premises for which they issue a premises licence. This is a relevant consideration where the operator of an existing bingo premises applies to vary their licence to exclude an area of the existing premises from its ambit and then applies for a new premises licence, or multiple licences, for that or those excluded areas.

### **3.7 BETTING PREMISES**

The Act contains a single class of licence for betting premises. Within this single class of licence, there are different types of premises which require licensing.

The Act also permits betting intermediaries to operate from premises, although betting intermediaries usually offer their services via remote communication, such as the internet. In principle, however, there is nothing to stop a betting intermediary applying for betting premises licences to offer intermediary services upon the premises.

This authority will consider limiting the number of betting machines only where there is clear evidence that such machines have been or are likely to be used in breach of the licensing objectives. Where there is such evidence, this authority may consider, when reviewing the licence, the ability and number of staff to monitor the use of such machines from the counter. In the event that the Authority considers whether to impose such a condition on any particular licence it may, among other things, take into account the size of the premises, the number of counter positions available for person to person transactions, and the ability of staff to monitor the use of the machines by children and young persons (it is an offence for those under 18 to bet) or by vulnerable persons.

#### **3.7.1 PLANNING LEGISLATION FOR BETTING OFFICES**



On the 15<sup>th</sup> April 2015, the Town and Country Planning (Use Classes) (Amendment) (England) Order 2015 and the Town and Country Planning (General Permitted Development) (England) Order 2015 came into force. All new betting offices now require specific planning permission and have been taken out of general 'A2' financial and professional service use class. Under previous legislation a betting office fell in the same category as an estate agent /bank/restaurant etc. and did not require a change of use application. This is no longer the case. The licensing authority will check that the application has appropriate permissions.

### 3.8 TRACKS

This licensing authority is aware that tracks may be subject to one or more than one premises licence, provided each licence relates to a specified area of the track. As per the Gambling Commission's Guidance, this licensing authority will especially consider the impact upon the third licensing objective (i.e. the protection of children and vulnerable persons from being harmed or exploited by gambling) and the need to ensure that entrances to each type of premises are distinct and that children are excluded from gambling areas where they are not permitted to enter.

This authority will therefore expect the premises licence applicant to demonstrate suitable measures to ensure that children do not have access to adult only gaming facilities. It is noted that children and young persons will be permitted to enter track areas where facilities for betting are provided on days when dog-racing and/or horse racing takes place, but that they are still prevented from entering areas where gaming machines (other than category D machines) are provided.

This licensing authority notes the Commission's Guidance that licensing authorities need to consider the location of gaming machines at tracks. Applications for a track premises licence will need to demonstrate that, where the applicant holds a pool betting operating licence and is going to use his entitlement to four gaming machines (categories B2 to D), these machines are located in areas from which children are excluded. Children and young persons can play Category D gaming machines on a track, but are not allowed to play other categories.

This licensing authority will monitor the amount of machines at a track as per the Gambling Commission's Guidance. It will take into account the size of the premises and the ability of staff to monitor the use of the machines by children and young persons (it is an offence for those under 18 to bet) or by vulnerable people, when considering the number/nature/circumstances of betting machines an operator wants to offer. It will also take note of the Gambling Commission's suggestion that licensing authorities will want to consider restricting the number and location of such machines in respect of applications for track betting premises licences.

The licensing authority may attach a condition to track premises licences requiring the track operator to ensure that betting rules are prominently displayed in or near the betting areas, or that other measures are taken to ensure that they are made available to the public at suitable central locations. For example, the rules could be printed in the race-card or programme. This requirement could also be met by making a copy of the rules available in leaflet form from the main track office, and customers could be given a copy if they request one.

The Gambling Commission's guidance requires applicants for premises licence to submit plans of their premises with their application. Plans for tracks need not be in a particular scale, but should be drawn to scale and should be sufficiently detailed to include the information for regulators to make an informed judgement about whether the premises are fit for gambling. Plans should make clear the type of authorisation being sought for under the track betting premises licence and what, if any, other areas are to be subject to a separate application for a different type of premises licence. This authority will liaise with applicants to ensure sufficient plans are received.

As tracks may be subject to multiple premises licence, regulations have been made to stipulate the access requirements between gambling premises and when entering or leaving gambling premises. The regulations prevent direct access from a track to a casino or adult gaming centre. Clearly defined public thoroughfares should be in place to ensure that customers have to leave one gambling premises, and be aware they have done so before entering another.

The authority also notes that in the Commission's view, it would be preferable for all self-contained premises operated by off-course betting operators on track to be the subject of separate premises licences, to ensure that there is clarity between the respective responsibilities of the track operator and the off-course betting operator running a self-contained unit on the premises.

### **3.9 ADULT GAMING CENTRE**

Adult gaming centres (AGCs) are a new category of premises introduced by the Act. Persons operating an AGC must hold a gaming machines general operating licence from the Commission and must seek a premises licence from the Authority.

No-one under the age of 18 is permitted to enter an AGC. This Authority will have particular regard to the location of and entry to AGCs to minimise the opportunities for children to gain access. This may be of particular importance in areas where young people may be unsupervised and an AGC is in a complex, such as a shopping centre.

This licensing authority will expect applicants to offer their own measures to meet the licensing objectives to cover issues such as:

) Proof of age schemes

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- ) CCTV
- ) Supervision of entrances / machine areas
- ) Physical separation of areas
- ) Location of entry
- ) Notices / signage
- ) Specific opening hours
- ) Self-barring schemes
- ) Provision of information leaflets / helpline numbers for organisations such as GamCare.

This list is not mandatory, nor exhaustive, and is merely indicative of example measures.

### **3.10 FAMILY ENTERTAINMENT CENTRE**

The Act creates two classes of family entertainment centre (FEC). Licensed FECs, which provide category C and D machines and require a premises licence. Unlicensed FECs provide category D machines only and are regulated through FEC gaming machine permits.

Children and young persons will be permitted to enter an FEC and may play on the category D machines. They will not be permitted to play on category C machines, and it will be a requirement that there must be clear segregation between the two types of machine, so that children do not have access to category C machines.

### **3.11 TRAVELLING FAIRS**

It will fall to this licensing authority to decide whether, where category D machines and / or equal chance prize gaming without a permit is to be made available for use at travelling fairs, the statutory requirement that the facilities for gambling amount to no more than an ancillary amusement at the fair is met.

The licensing authority will also consider whether the applicant falls within the statutory definition of a travelling fair.

It has been noted that the 27-day statutory maximum for the land being used as a fair, is per calendar year, and that it applies to the piece of land on which the fairs are held, regardless of whether it is the same or different travelling fairs occupying the land. This authority will work with its neighbouring authorities to ensure that land which crosses our boundaries is monitored so that the statutory limits are not exceeded.

### **3.12 PROVISIONAL STATEMENTS**

This licensing authority notes the Guidance which states that "It is a question of fact and degree whether premises are finished to a degree that they can be

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considered for a premises licence” and that “Requiring the building to be complete ensures that the authority could, if necessary, inspect it fully”.

In terms of representations about premises licence applications, following the grant of a provisional statement, no further representations from relevant authorities or interested parties can be taken into account unless they concern matters which could not have been addressed at the provisional statement stage, or they reflect a change in the applicant’s circumstances. In addition, the authority may refuse the premises licence (or grant it on terms different to those attached to the provisional statement) only by reference to matters:

- (a) which could not have been raised by objectors at the provisional licence stage; or
- (b) which is in the authority’s opinion reflect a change in the operator’s circumstances.

This authority has noted the Gambling Commission’s Guidance that “A licensing authority should not take into account irrelevant matters.... One example of an irrelevant matter would be the likelihood of the applicant obtaining planning permission or building regulations approval for the proposal.”

### 3.13 REVIEWS

Requests for a review of a premises licence can be made by interested parties or responsible authorities; however, it is for the licensing authority to decide whether the review is to be carried-out. A licensing authority may reject a review application if they feel the ground on which the review is sought is not;

- ) Relevant;
- ) Are frivolous or vexatious;
- ) ‘Will certainly not’ cause the licensing authority to revoke or suspend a licence, or to remove, amend or attach conditions on the premises licence;
- ) Are substantially the same as the grounds cited in a previous application relating to the same premises;
- ) Are substantially the same as representations made at the time the application for a premises licence was first considered.

See Appendix B Terms of reference for list of responsible authorities and interested parties.

## 4.0 PERMITS / TEMPORARY & OCCASIONAL USE NOTICE

### 4.1 UNLICENSED FAMILY ENTERTAINMENT CENTRES

Family entertainment centres (FECs) will perhaps be most commonly located at seaside resorts, in airports and at motorway service centres, and will cater

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for families, including unaccompanied children and young persons. Unlicensed FECs will be able to offer only category D machines in reliance on a gaming machine permit.

Any number of category D machines can be made available with such a permit (subject to other considerations, such as fire regulations and health and safety, which will not be issues for the Authority under the Gambling Act). Permits cannot be issued to vessels or vehicles

#### 4.2 ALCOHOL LICENSED PREMISES

There is provision in the Act for premises licensed to sell alcohol for consumption on the premises, to automatically have 2 gaming machines, of categories C and/or D. The premises merely need to notify the licensing authority. The licensing authority can remove the automatic authorisation in respect of any particular premises if:

- ) provision of the machines is not reasonably consistent with the pursuit of the licensing objectives;
- ) gaming has taken place on the premises that breaches a condition of section 282 of the Gambling Act (i.e. that written notice has been provided to the licensing authority, that a fee has been provided and that any relevant code of practice issued by the Gambling Commission about the location and operation of the machine has been complied with);
- ) the premises are mainly used for gaming; or
- ) an offence under the Gambling Act has been committed on the premises.

If a premises wishes to have more than 2 machines, then it needs to apply for a permit and the licensing authority must consider that application based upon the licensing objectives, any guidance issued by the Gambling Commission issued under Section 25 of the Gambling Act 2005, and “such matters as we think relevant.”

This licensing authority considers that “such matters” will be decided on a case by case basis but generally there will be regard to the need to protect children and vulnerable persons from being harmed or being exploited by gambling and will expect the applicant to satisfy the authority that there will be sufficient measures to ensure that under 18 year olds do not have access to the adult only gaming machines.

Measures which will satisfy the authority that there will be no access may include the adult machines being in sight of the bar, or in the sight of staff that will monitor that the machines are not being used by those under 18. Notices and signage may also be of help. As regards the protection of vulnerable persons applicants may wish to consider the provision of information leaflets / helpline numbers for organisations such as GamCare.

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It is recognised that some alcohol licensed premises may apply for a premises licence for their non-alcohol licensed areas. Any such application would most likely need to be applied for, and dealt with as an Adult Gaming Centre premises licence.

It should be noted that the licensing authority can decide to grant the application with a smaller number of machines and/or a different category of machines than that applied for. Conditions (other than these) cannot be attached.

It should also be noted that the holder of a permit must comply with any Code of Practice issued by the Gambling Commission about the location and operation of the machine.

The Authority will be unable to issue premises licences to authorise gaming machines in certain types of premises. These generally will be premises to which children and vulnerable people will have unrestricted access and would include take-away premises, taxi offices and supermarkets.

#### **4.3 CLUB GAMING PERMITS**

The Authority may grant members clubs and miners welfare institutes (but not commercial clubs) club gaming permits which authorise the establishments to provide gaming machines, equal chance gaming and games of chance as prescribed in regulations.

The Authority only refuses an application on the grounds that:

- (a) the applicant does not fulfil the requirements for a members' or commercial club or miners' welfare institute and therefore is not entitled to receive the type of permit for which it has applied;
- (b) the applicant's premises are used wholly or mainly by children and/or young persons;
- (c) an offence under the Act or a breach of a permit has been committed by the applicant while providing gaming facilities;
- (d) a permit held by the applicant has been cancelled in the previous ten years; or
- (e) an objection has been lodged by the Commission or the police.

Club gaming permits allow the provision of no more than three gaming machines. These may be from categories B, C or D. The club is permitted to choose the combination of machines on its premises. The Authority may grant or refuse a permit, but it may not attach any conditions to a permit.

#### **4.4 CLUB MACHINE PERMITS**

If a members' club or a miners' welfare institute does not wish to have the full range of facilities permitted by a club gaming permit, they may apply to the licensing authority for a club machine permit under s.273 of the Act. This

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authorises the holder to have up to three gaming machines of categories B3A, B4, C and D.

Commercial clubs are not permitted to provide non-machine gaming other than exempt gaming under s.269 of the Act, so they should apply for a club machine permit (although such a permit does not allow the siting of category B3A gaming machines).

In England and Wales, premises which operate membership-based social clubs (often work premises) are able to apply for a club machine permit. Before granting the permit the licensing authority will need to satisfy itself that the premises meet the requirements of a members' club and may grant the permit if the majority of members are over 18 years of age. The permit will allow up to three machines of category B3A, B4, C or D. If under-18s use the club, for example there are apprentices, they may play the category D, but not the B4 or C, machines.

#### **4.5 PRIZE GAMING & PRIZE GAMING PERMITS**

Gaming is defined as prize gaming if the nature and size of the prize is not determined by the number of people playing or the amount paid for or raised by the gaming. The prizes will be determined by the operator before play commences.

A prize gaming permit is a permit issued by the Authority to authorise the provision of facilities for gaming with prizes on specified premises.

An application for a permit can only be made by a person who occupies or plans to occupy the relevant premises and if the applicant is an individual, he must be aged 18 or over. An application for a permit cannot be made if a premises licence or club gaming permit is in effect for the same premises. The application must be made to the Authority in whose area the premises are wholly or partly situated.

#### **4.6 TEMPORARY USE NOTICES**

The Act sets out the position in relation to temporary use notices. These allow the use of premises for gambling where there is no premises licence but where a gambling operator wishes to use the premises temporarily for providing facilities for gambling. Premises that might be suitable for a temporary use notice would include hotels, conference centres, and sporting venues.

A temporary use notice may only be granted to a person or company holding a relevant operating licence. For example, the holder of a betting operating licence could apply to provide betting facilities at a snooker tournament.

The Secretary of State will prescribe in regulations the gambling activities that may be specified in a temporary use notice as well as combinations of

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activities that may not be specified, and activities that may not be combined with any other.

#### **4.7 OCCASIONAL USE NOTICES**

The licensing authority has very little discretion as regards these notices aside from ensuring that the statutory limit of 8 days in a calendar year is not exceeded. This licensing authority will consider the definition of a 'track' and whether the applicant is permitted to avail him/herself of the notice.

#### **4.8 REGISTRATION OF SMALL SOCIETY LOTTERIES**

In carrying out its functions in relation to Lotteries, the Authority will have regard to the Act, the guidance issued by the Gambling Commission from time to time and any Regulations issued by the Secretary of State.

#### **5.0 THE LICENSING OBJECTIVES**

Premises licences granted must be reasonably consistent with the licensing objectives. With regard to these objectives, this licensing authority has considered the Gambling Commission's Guidance to local authorities and comments below.

##### **5.1 PREVENTING GAMBLING FROM BEING A SOURCE OF CRIME AND DISORDER (being associated with crime and disorder or being used to support crime)**

The Gambling Commission will play a leading role in preventing gambling from being a source of crime and will maintain rigorous licensing procedures that aim to prevent criminals from providing facilities for gambling.

The Authority has a duty under s17 of the Crime and Disorder Act 1998 to do all it reasonably can to prevent crime and disorder in the Borough. A high standard of control is therefore expected to be exercised over licensed premises.

Anyone applying to the Authority for a premises licence will have to hold an operating licence from the Commission before a licence can be issued so the Authority will not be concerned with the suitability of an applicant. Where concerns about a person's suitability arise the Authority will bring those concerns to the attention of the Commission.

As far as disorder is concerned, there are already powers in existing anti-social behaviour and licensing legislation to deal with measures designed to prevent nuisance, whether it arises as a result of noise from a building or from general disturbance once people have left a building. The Authority does not therefore intend to use the Act to deal with general nuisance issues, for example, parking problems, which can easily be dealt with using alternative powers.



The Authority will only seek to address issues of disorder under the Act if the disorder amounts to activity which is more serious and disruptive than mere nuisance. A disturbance could be serious enough to constitute disorder if police assistance was required to deal with it. Another factor the Authority is likely to take into account is how threatening the behaviour was to those who could see or hear it, whether those people live sufficiently close to be affected or have business interests that might be affected

The Authority will, when determining applications, consider whether the grant of a Premises Licence will result in an increase in crime and disorder.

Applicants are encouraged to discuss the crime prevention procedures in their premises with the Council's Licensing Officers and Leicestershire Constabulary before making a formal application.

In considering licence applications, the Authority will particularly take into account the following:-

1. The design and layout of the premises; including access and egress;
2. The training given to staff in crime prevention measures appropriate to those premises;
3. Physical security features installed in the premises. This may include matters such as the position of cash registers or the standard of CCTV that is installed;
4. Where premises are subject to age restrictions, the procedures in place to conduct age verification checks;
5. The likelihood of any violence, public order or policing problem if the licence is granted.

There is no evidence that the operation of betting offices has required door supervisors for the protection of the public. The authority will make a door supervision requirement only if there is clear evidence from the history of trading at the premises that the premises cannot be adequately supervised from the counter and that door supervision is both necessary and proportionate.

## **5.2 ENSURING GAMBLING IS CONDUCTED IN A FAIR AND OPEN WAY**

Generally, the Gambling Commission would not expect licensing authorities to become concerned with ensuring that gambling is conducted in a fair and open way, as this will be a matter for either the management of the gambling business (and therefore relevant to the Operating Licence), or will be in relation to the suitability and actions of an individual (and therefore relevant to the Personal Licence). Both of these options fall under the scope of the Gambling Commission.

Because betting track operators do not need an operating licence from the Gambling Commission the Authority may, in certain circumstances, require conditions of licence to ensure that the environment in which betting takes place is suitable.

### **5.3 PROTECTING CHILDREN AND OTHER VULNERABLE PERSONS FROM BEING HARMED OR EXPLOITED BY GAMBLING**

#### **5.3.1 Access to Licensed Premises**

With limited exceptions, the access of children and young persons to those gambling premises which are adult only environments will not be permitted.

The Authority will consult with Leicestershire Constabulary and the Local Safeguarding Children Board or Safeguarding Adults Board, [www.lrsb.org.uk](http://www.lrsb.org.uk) ([Leicestershire and Rutland Safeguarding Boards](#)) on any application that indicates there may be concerns over access for children or vulnerable persons. Licensees may wish to consult the Local Safeguarding Boards Procedures for advice if risk assessments identify a particular risk relating to safeguarding.

The Authority will judge the individual merits of each separate application before deciding whether to impose conditions to protect children on particular categories of premises. This may include such requirements as:-

1. Supervision of entrances;
2. Segregation of gambling areas from areas frequented by children;
3. Supervision of gaming machines in non-adult gambling specific premises.

#### **5.3.2 Vulnerable Persons**

The Act does not define the term 'vulnerable persons'. In seeking to protect vulnerable people the Authority will normally class as 'vulnerable' those people who gamble more than they want to, people who gamble beyond their means, and people who may not be able to make informed or balanced decisions about gambling, perhaps due to a mental impairment, alcohol or drugs.

### **6.0 COMPLAINTS AGAINST PREMISES LICENSED UNDER THE ACT**

The Authority will investigate complaints against licensed premises in relation to matters relating to the licensing objectives for which it has responsibility. In the first instance, complainants are encouraged to raise the complaint directly with the licence holder or business concerned to seek a local resolution.

Where an interested party has made either a valid representation about licensed premises or a valid application for a licence to be reviewed, the

Authority may initially arrange a conciliation meeting to address and clarify the issues of concern.

This process will not override the right of any interested party to ask that the licensing committee consider their valid objections or for any licence holder to decline to participate in a conciliation meeting. Due consideration will be given to all relevant representations.

### FURTHER INFORMATION

Further information about the Gambling Act 2005, this Statement of Principles or the application process can be obtained from:-

Licensing Section  
Charnwood Borough Council  
Council Offices  
Southfield Road  
Loughborough  
Leicestershire  
LE11 2TX

Tel: 01509 634562  
E-mail: [licensing@charnwood.gov.uk](mailto:licensing@charnwood.gov.uk)  
Website: [www.charnwood.gov.uk](http://www.charnwood.gov.uk)

Information is also available from:-

[Gambling Commission](#)  
[4<sup>th</sup> Floor](#)  
[Victoria Square House](#)  
[Victoria Square](#)  
[Birmingham](#)  
[B2 4BP](#)

Tel: ~~0121 230 6666~~ Website: [www.gamblingcommission.gov.uk](http://www.gamblingcommission.gov.uk)

Deleted: Gambling Commission  
Berkshire House  
168-173 High Holborn  
London  
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## APPENDIX A - CONSULTEES

The Authority has consulted the following on the content of this Statement of Principles:-

- ) Association of British Bookmakers
- ) British Amusement Catering Association
- ) British Casino Association
- ) Bingo Association
- ) British Greyhound Racing Board
- ) Chief Officer of Police
- ) Club & Institute Union
- ) Gamcare
- ) Gamblers Anonymous
- ) Help The Aged
- ) Existing Holders offences, permits and registrations who will be affected by the provisions of the Act.
- ) Lotteries Council
- ) Responsible Authorities - HM Revenue and Customs, Gambling Commission, Police, The Fire Authority, Planning Department, Environment Health Department (Environmental protection), Occupational Health and Welfare Department.
- ) Responsibility in Gambling Trust
- ) Leicestershire County Council – Trading Standards, Education and Public Health
- ) Public Health England
- ) ~~East Midlands Chamber (Leicestershire Office)~~ Federation of Small Business

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) [Loughborough Chamber of Trade and Commerce.](#)

#### APPENDIX B - TERMS OF REFERENCE

Licensing Objectives:	As defined in section 1
Authority	Charnwood Borough Council
Borough:	The area administered by Charnwood Borough Council (Map appended at Appendix C)
Licences:	As defined in section 1.6
Applications:	Applications for licences and permits as defined in section 1.6
Notifications:	Means notification of temporary and occasional use notices
Act:	The Gambling Act 2005
Regulations:	Regulations made under the Gambling Act 2005
Premises:	Any place, including a vehicle, vessel or moveable structure
Code of Practice:	Means any relevant code of practice under section 24 of the Gambling Act 2005
Mandatory Condition:	Set by the Secretary of State (some set out in the Act) and some to be prescribed by regulations.
Default Condition:	To be prescribed in Regulations made by the Secretary of State to be attached to all classes of premises licence, unless excluded by the Authority (Charnwood Borough Council)
Specific	Conditions that can be attached to an individual premises by the Authority. (However these conditions cannot prevent compliance operating licence conditions.)

Statement of Principles - Gambling Act 2005 - 2019

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Responsible Authority:	<p>For the purposes of this Act, the following are responsible authorities in relation to premises:</p> <ol style="list-style-type: none"> <li>1. The Authority in whose area the premises are wholly or mainly situated (“Charnwood Borough Council”);</li> <li>2. The Gambling Commission;</li> <li>3. The Chief Officer of Police;</li> <li>4. Leicestershire Fire and Rescue Service;</li> <li>5. The Local Planning Authority;</li> <li>6. An Authority with functions in relation to pollution of the environment or harm to human health;</li> <li>7. A designated body to advise on the protection of children;</li> <li>8. HM Customs and Excise.</li> </ol>
Interested Party:	<p>For the purposes of this Act, a person is an interested party in relation to a premises licence if, in the opinion of the Authority which issues the licence or to which the application is made, the person:-</p> <ol style="list-style-type: none"> <li>a) Lives sufficiently close to the premises to be likely to be affected by the authorised activities;</li> <li>b) Has business interests that might be affected by the authorised activities;</li> <li>c) Represents persons who satisfy a) or b) above.</li> </ol>

### APPENDIX C – MAP OF THE BOROUGH



## POLICY SCRUTINY GROUP – 25TH SEPTEMBER 2018

### Report of the Lead Member for Housing Lead Member: Councillor Mercer

#### ITEM 7      HOUSING ADAPTATIONS POLICY 2018-2022

##### Purpose of report

To enable the Group to review the draft Housing Adaptations Policy 2018-2022.

##### Action Requested

The consider the Housing Adaptations Policy 2018-2022, as attached at Appendix 3.

##### Reason

To scrutinise the Policy in a timely manner in accordance with the Group's work programme.

##### Background

The Council's properties are adapted to modify the home environment in order to restore or enable independent living, privacy, confidence and dignity for disabled tenants and their families. In some circumstances properties may be adapted to meet the needs of prospective tenants.

An adaptation is defined as the provision of fixed equipment and/or modification to the property or associated land.

The Leicestershire County Council Social Service has a statutory requirement under the Chronically Sick and Disabled Persons Act 1970 to assess needs in respect of adaptations. Occupational Therapists (OTs) make recommendations to the Council's Landlord Service for adaptations. The vast majority of adaptations undertaken are therefore reactive, and this new policy supports continuing partnership working with Leicestershire County Council to support tenants with a wide variety of needs.

The policy also sets out the circumstances in which properties may be adapted, the factors that will be taken in to account when an adaptation request is received, and the decision making and appeal processes. Housing Revenue Account (HRA) finance and making the best use of the Council's housing stock are key considerations within the policy.

The Council has a statutory duty under the *Housing Grants, Construction and Regeneration Act 1996*, as amended by the *Regulatory Reform (Housing Assistance) (England and Wales) Order 2002* to provide means tested Disabled Facilities Grants (DFGs). The Council has an existing Private Sector Grants Policy which sets out the Council's policy in this respect. A DFG cannot be used to fund an adaption at the Council's stock due to Housing Revenue Account (HRA) ring-fencing

legislation. DFGs are means tested, whereas adaptations to the Council's stock are not, and are funded solely through the Council's Housing Revenue Account.

Appendix 1 sets out the Housing Revenue Account budgets and spend for the period 2014-19. Members of the Group will note that in most years adaptation budgets are increased to meet need.

A key difference between this proposed policy and the Council's policy concerning DFGs is that this policy sets a cap of £30,000 on funding an adaptation/s at a property, and this reflects the maximum amount of grant set out in legislation. The DFG policy contains provision for a further discretionary award of £10,000 on top of the statutory £30,000. Setting the cap at the legislative benchmark will limit HRA expenditure, and extensions to property will generally not be undertaken. Four requests for extension were considered last year; however all were refused on the basis of high cost and a reasonable offer of alternative accommodation being made. The £30,000 cap appears in the policies of many other local authorities. A summary of approved and rejected adaptation requests for the financial year 2017-18 can be found at Appendix 2.

An overriding principle in approving/refusing adaptations work will be that all options are explored to meet the specific needs of the tenant (and their household), including a transfer to more suitable housing, particularly where this would prevent spending significant sums on major alterations to the existing home. Best use of stock is therefore considered within the policy. This policy ensures that all applications for adaptation, individual circumstances, and recommendations from OTs will be considered.

The new Housing Allocations Policy approved by the Cabinet on 19th October 2017 contains provision around the matching of adapted properties to applicants with a need for adaptations and who are most suited to the vacancy:

*Wheelchair standard properties or properties with similar significant specialist disabled adaptations will be matched to applicants who have a need for the adaptations and who are most suited to the vacancy. An Occupational Therapist may need to be consulted on the suitability of the property for the applicant(s).*

*If an applicant who has a need for accommodation with disabled adaptations bids for a property that does not meet this need the Council will consider whether it is reasonable and practical to adapt the property, taking into account budget availability and best use of available housing stock.*

*Where there is a shortage of accessible or adapted properties the Council may, subject to budget availability, identify properties that are potentially suitable for adaptation and consider giving applicants who have disabilities preference for these properties.*

The age and condition, and other physical characteristics of the property and its context will be a consideration when assessing requests for adaptation. Members will note that it may not be reasonable or practical to undertake, for example,



adaptations involving major structural works at properties of a non-standard construction type (e.g. pre-fabricated properties).

The circumstances of each case will be different in some aspect, and in all instances the Council will consider whether it is reasonable and practical to carry out the adaptations. This policy sets out the mechanism by which individual cases will be individually considered on a sound and informed basis.

Provision of this policy framework will support speed of decision making. There are a number of factors that have the capacity to affect timescales, including: planning permission (which may take up to twelve weeks), building control, site assessments, and pricing exercises. The Council's aim will be to significantly exceed statutory timescales and targets to achieve this will be set and monitored at service level.

### Policy Development and Consultation

An informal discussion has been held with OTs employed by the County Council. OTs have noted that there may be circumstances where installation of a level access shower at first floor (or above) accommodation where there is no existing lift may be medically appropriate. The policy is flexible in this respect, although as stated all requests will be considered in a best use of stock context. The general principles were accepted, and measures to support speed of decision making were welcomed.

Members of the Housing Management Advisory Board considered an earlier version of the policy on 12th September 2018 which sets out the broad policy principles. It is expected that feedback from the Board will be available for the Group to consider at its meeting on 25th September 2018.

Background Papers:	None
Officer to contact:	Peter Oliver Head of Landlord Services <a href="mailto:peter.oliver@charnwood.gov.uk">peter.oliver@charnwood.gov.uk</a> 01509 634952

### Appendices

Appendix 1 – Housing Revenue Account Budgets and Spend 2014-19  
Appendix 2 – Summary of Approved and Rejected Major Adaptation Requests  
Appendix 3 – Draft Housing Adaptations Policy 2018-2022

## Appendix 1 - Housing Revenue Account Budgets and Spend 2014-19

The HRA Business Plan 2014 identified £3.1m for adaptations for vulnerable tenants over 5 year period 2014-2018. Spend has broadly been in alignment with this, albeit most years the budget has been increased using underspends from other budgets.

<b>Budget</b>	<b>Value (,000)</b>
5 Year HRA Business Plan Amount	3100
Combined budgets (Major adaptations, Minor adaptations, Stair lifts)	2947
Spend actual (excluding 18/19)	2858
Spend predicted (estimate 18/19 at full value)	3493

Table 1 - HRA Business Plan Amount, Budgets and Spend

The below table shows original budget position by year compared to outturn position over the period 2014-2018/19.

	<b>(,000)</b>					
	<b>Major</b>		<b>Minor</b>		<b>Stair lifts</b>	
	<b>Original Budget</b>	<b>Spend</b>	<b>Original Budget</b>	<b>Spend</b>	<b>Original Budget</b>	<b>Spend</b>
18/19	525*		60		50	
17/18	450	440	50	42	60	60
16/17	450	580	150	83	60	137
15/16	450	580	150	36	60	117
14/15	312	668	75	55	45	60
<b>TOTAL</b>	<b>2187</b>	<b>2268</b>	<b>485</b>	<b>216</b>	<b>275</b>	<b>374</b>

Table 2 - Original Budget compared to outturn (,000)

## Appendix 2 - Summary of Approved and Rejected Major Adaptation Requests

The vast majority of budget spend is on major adaptations. The below table details approved major adaptation requests for 2017/18. The approved works do not correlate with the spend detailed at table 2 for the year 2017/18 as not all approved requests were delivered in the year.

Type of Major Adaptation	Quantity
Level access shower	69
Over bath shower	14
External works e.g. ramps, steps etc.	16
Bathroom alterations	13
Kitchen alterations	4
Internal alterations	8
Doors	4
First floor toilet	3
Electrical	1
Door entry	1

Table 3 - Approved adaptation requests 2017/18

The below table details rejected major adaptation requests for 2017/18.

Type of Major Adaptation	Quantity	Refusal Reason
Ramps	3	Not feasible
Hardstanding	3	Did not meet criteria - e.g. parking close by
Extensions	4	High cost and offers made of suitable alternative accommodation

Table 4 - Rejected major adaptation requests for 2017/18



# **Charnwood Borough Council**

## **Housing Adaptations Policy**

**2018-2022**

**Draft Version 2.2  
September 2018**

Created/Amended by	Date Reviewed	Detail of Amendment	Version
Created by Ian Philp, Landlord Services Manager	November 2017	First draft	1.0
Amended by Ian Philp	December 2017	General amendments and clarifications  Consulted SMT (Landlord Services)	2.0
Amended by P Oliver Head of Landlord Services	August 2018	Amendments, including introduction of cap following consultation with Asset Management Team, Housing Needs Team, and Corporate Improvement and Policy Officer	2.1
Amended by Head of Landlord Services	September 2018	Specific references to key legislative drivers introduced, definitions revised to reflect social model of disability. Amendments made following meeting with County Council OTs. Consulted Head of Housing and considered DFG Policy. Consideration of best practice set out in <i>Delivering Housing Adaptations for Disabled People</i> best practice guide.	2.2

## 1. Introduction

This policy will ensure that the Council's Landlord Service provides an adaptations service of quality and timeliness that meets the needs of disabled people, accords with the social model of disability and fulfils the Council's legal requirements.

The purpose of an adaptation is to modify the home environment in order to restore or enable independent living, privacy, confidence and dignity for tenants and their families.

The Council's Landlord Service works closely with its partners in the provision of adaptations. Occupational Therapists (OT) and Housing Support Co-ordinators<sup>1</sup>

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<sup>1</sup> Roles undertaking the statutory assessment of needs function will be referred to as OT

carry out assessment of needs in tenants' homes. Leicestershire County Council (LCC) has statutory responsibility for OT assessments and performs this service for the Council's tenants.

Assessment for adaptations will take into account the needs of individuals and their carers/households.

Adaptations to Council homes are funded through the Council's Housing Revenue Account. The budget for is determined on an annual basis and funds the following works:

- Minor adaptations
- Major adaptations
- Stair lifts

Council tenants are not eligible for assistance with Mandatory or Discretionary Grants through the Council's Private Sector Housing Grants Policy.

This Policy will be supported by clear operating procedures, standard forms and letters in order to achieve the objectives set out in Section 2.

## 2. Objectives of the Policy

The objectives of this Policy are to:

- support tenants and other permanent members of the household to live comfortably, safely and independently in their home.
- ensure that tenants are aware of the options available to maintain and sustain independent living.
- give priority to mandatory adaptations work, works within the dwelling and those that support access and egress.
- provide an accessible and cost effective adaptations service based on a fair and objective assessment of individual needs on a case by case basis.
- support speed of decision making and minimise waiting times for adaptations work to be carried out.
- make best use of the Council's housing stock and budgets.
- ensure the future proofing of the Council's stock.
- ensure that appropriate technical consideration is given to recommendations, and that statutory obligations in respect of building control and other relevant legislation are complied with.

## 3. Scope of the Policy

This Policy applies to all current tenants of Council-owned dwellings, and prospective tenants of the Council with a reasonable prospect of an offer of accommodation.

#### 4. Policy Statement

In practice<sup>2</sup>, there are two categories of Adaptations work: Minor and Major. This Policy covers both Minor and Major Adaptations work.

##### **Minor Adaptations**

This is generally works that cost below £500, and will be subject to an assessment and report from the OT at LCC.

Examples of minor adaptations are:

- Handrails at the front and/or rear entrance of the property
- An additional stair rail
- Grab rails
- Half steps
- Lever taps
- Key safes
- Fillet ramps (small internal timber ramp)

##### **Major Adaptations**

All other adaptations work costing £500 and over is classed as a major adaptation, and will only be carried out once a report has been received from the OT at LCC and after a subsequent decision has been made by the Council. Examples of major adaptations work are:

- Level access showers or other modifications to the bathroom
- Over the bath showers
- Major structural conversions
- Re-modelling of rooms and layout of the property
- Stair lifts/vertical or through floor lifts and platform lifts
- Concrete ramps for wheelchair use
- Shower screens
- Alterations to kitchen surfaces (i.e. lowering surfaces for wheelchair users)
- Installing patio doors in flats
- The widening of paths around the property
- Widening doors

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<sup>2</sup> The framework for mandatory adaptation works is set out in section 23(1) of the 1996 Act, subsequently been added to by The Disabled Facilities Grants (Maximum Amounts and Additional Purposes)(England)Order 2008 as allowed for by section 23(1)(l) of the Act. These works are set out at Appendix 1.

## **Advice, Information and Support**

Advice, information and support will be provided where tenants are considering what options are possible in relation to their individual circumstances.

Where tenant's request adaptations work, they will need to be referred to LCC for a full assessment. This can be done on a tenant's behalf by the Repairs and Investment Team or by the tenant directly contacting LCC.

## **Eligibility**

Any Council tenant can apply for adaptations to their home either in person or via a member of their family, but it must be based on the LCC's eligibility criteria. The adaptation requested must meet the needs of the tenant or another permanent member of the household.

## **Assessment**

The OT at LCC will contact the tenant to make arrangements to assess their requirements. This will be done in the tenant's home. Due to the nature of the works, if a joint visit is required by Repairs and Investment staff, this will be arranged.

Following the home visit, the OT will send an assessment report to the Council. This information will include a recommendation as to the works and materials required and an indication on the priority (i.e. urgent, ASAP, or standard).

The Repairs and Investment staff will be the key contact for tenants from this point onward.

## **Decision-making Process**

Minor Adaptations work of a standard nature will generally be approved and ordered. Tenants successful in their application will be dealt with in date order within the priority recommended by the OT. Requests for Minor adaptations of a non-standard nature would generally require a survey by a Surveyor from the Council to assess feasibility for the works.

Major Adaptations work of a standard nature such as level access showers, over the bath showers, stair lifts, and ramps will generally be approved and ordered when they are received.

Requests for Major adaptations of a non-standard nature would generally require a survey by a Surveyor from the Council to assess feasibility for the works.

Any decisions on Major Adaptations work, or where there is a case that requires more in-depth consideration, including, but not limited to, those listed below will be referred for consideration by the Adaptations Review Panel.



- Major internal alterations/external alterations
- Through floor lifts
- Hard-standings and dropped kerbs
- Adaptations with an estimated cost in excess of £7,000
- Adaptations with a non-standard design or concept
- Adaptations at properties of non-standard construction, and / or where there are significant site complexities.

The Project Surveyor will present the case to the Adaptations Review Panel for consideration and decision.

The Adaptations Review Panel comprises the:

- Repairs and Investment Manager
- Project Surveying Team Leader or Principal Officer - Investment and Programme Delivery
- Customer Liaison Officer
- Housing Needs Manager or Senior Allocations and Lettings Officer

### **Maximum Value of Adaptation/s**

Adaptations requests for households may be approved up to the value of £30,000.

### **Considerations**

The Council will consider whether it is reasonable and practical to carry out the adaptations as recommended by the OT.

While the circumstances of each case will be different in some aspects and will therefore have to be considered on the basis of individual need, the rationale for the decisions on major adaptations work will be based on considerations including, but not limited to:

#### Tenant/Tenancy considerations

- The tenant's views and preferences
- The property to be adapted must be the main residence of the person who will benefit from the adaptations and likely to remain so in the foreseeable future.
- The current and likely future under or over occupancy of the property.
- Adaptations should address the immediate and longer term needs of the disabled person.
- The type of tenancy held by the tenant: non-secure, introductory, secure tenancy.
- Whether there is an imminent risk of the tenancy ending i.e. through eviction or notice to quit.
- Any pending right to buy, transfer, or mutual exchange application.

- Whether the tenant has moved from a property that would have been more suitable for their needs compared to their current property, and they are deemed to have deliberately worsened their circumstances.

### Property considerations

- The property type and its construction
- Properties of a non-standard construction type are generally not considered reasonable or practical for major structural adaptation works e.g. installation of a through floor lift.
- Adaptations involving the installation of a level access shower at a first floor (or above) location where there is no existing lift may not be considered reasonable or practicable to undertake.
- If the property is suitable for adaptation.
- Properties with narrow doorways, halls, stairways and passages may make wheelchair use in and around the dwelling difficult; or with difficult or limited access e.g. steep flights of steps making access for wheelchair use difficult and therefore making continued or prospective occupation of the dwelling open to question.
- If space in the current property is being used to its maximum benefit
- If alterations can be made to the internal layout.
- The number of living rooms on the ground floor of the property.
- If the property has previously been adapted.
- If there are any existing adaptations to the property.
- If any existing adaptations can be recycled.
- Where the adaptation concerns a communal area, whether the adaptation presents a hazard to users of the building e.g. stair lift obstructing means of escape.
- Conservation considerations and planning constraints may prevent certain types of adaptation being carried out.

### Other considerations

- If the works are supported (or not) by the OT.
- Where substantial work is recommended, the potential delays resulting from any planning and building regulations approvals and the design and completion of the works.
- The consideration of all other housing options.
- If there is another property that would be more suitable (rehousing option).
- Would the tenant and household have to be decanted on a temporary basis for the works to be completed (and, if so, is there suitable housing for the tenant to move to during the period of the works)?
- Full exploration of any viable alternatives.
- The impact on other occupants of proposed works which will reduce or limit the existing facilities or amenities in the dwelling.
- The budget available for adaptations work.
- The cost of the works.
- Extensions are likely to cost in excess of £30,000, and therefore generally will not be considered reasonable or practical to undertake.

The overriding principle in approving/refusing adaptations work will be that all options are explored to meet the specific needs of the tenant (and their household), including a transfer to more suitable housing, particularly where this would prevent spending significant sums on major alterations to the existing home.

### **Post inspection of works**

To ensure that adaptations work is carried out to the appropriate standards and to the satisfaction of the tenant, we will carry out:

- Post inspections on 100% of major adaptations work.
- Post inspection of 10% of minor adaptations work.
- After care visits by the contractor to the tenant on completion of the major adaptations work.
- Follow-up contact by the Customer Liaison Officer after 4 weeks from the completion of major works to complete a customer satisfaction survey and to check that there are no issues with adaptations work.

### **Procurement of works**

All adaptations works will be procured in line with the current relevant Corporate, Financial and European Union Regulations and Requirements applicable at the time of processing the applications. Contract Procedure Rules will be adhered to.

The current approach is:

- Stair lifts are completed by a specialist contractor.
- Other major adaptations work is carried out by the decent homes contractor.
- Minor adaptations work is carried out by the in-house Repairs service.

### **Complaints and Appeals Process**

The priority given to tenants seeking an adaptation cannot be appealed against because it is based on the professional opinion of the OT.

Decisions on whether adaptations work is approved can be appealed through the Council's Complaints Scheme. Complaints will in the first instance be considered by the Surveyor at Stage 0, and the Principal Officer - Investment and Programme Delivery at Stage 1.

If the decision to refuse the adaptations work is upheld at Stage 1 and the tenant wants to escalate the complaint, it will be referred to Stage 2 of the Complaints Policy for Corporate review.

In cases where the Adaptations Review Panel have already reviewed and made a decision on any requests for Major Adaptations work, the decision will be reviewed at

Stage 1 of the Complaints Policy by the Head of Landlord Services. If the decision to refuse the adaptations work is upheld at Stage 1 and the tenant wants to escalate the complaint, it will be referred to Stage 2 of the Complaints Policy for Corporate review.

## 5. Timescales, Performance monitoring, target setting and reporting

Tenants requesting adaptations will be notified of a decision as soon as is reasonably practicable, and no later than six months after the date of receipt of the OT recommendation.

An order with a suitable contractor for the approved works will be placed as soon as reasonably possible after the decision is made.

We will monitor performance using the following performance indicators:

- Satisfaction with the adaptations service
- Average waiting time for a decision on an adaptation request (from receipt of recommendation)
- Average time to carry out minor adaptations (following order of works)
- Average waiting time for major adaptations (following order of works)
- Average time to carry out minor adaptations (from receipt of recommendation)
- Average waiting time for major adaptations (from receipt of recommendation)
- % of minor adaptations completed within target
- % of major adaptations completed within target

Annual targets will be set on a team and individual basis.

We will report performance against the targets to the Landlord Services Senior Management Team for monitoring and review purposes.

We will compare our performance with that of other organisations, and we will seek to identify and implement good practice.

Equalities data will be captured for applications that are refused.

## 6. Multi-agency and team working

Meeting the needs of our tenants and helping them to live comfortably, safely and independently in their home will only be successfully implemented if there are effective relationships with other teams and agencies. We will strive to foster and nurture excellent relationships with such teams and organisations that include (but are not limited to):

- OTs
- Adult and Children's Social Care
- Tenancy management and support teams
- Housing Needs Team

- Building Control and Planning
- External support agencies such as the Bridge, Citizens Advice Bureau

## 7. Training and development

In order to achieve the objectives of this Policy, staff must be suitably trained in this Policy and accompanying procedures. This will be achieved by a variety of methods including induction training for new employees, job shadowing, internal briefings on matters such as legislative changes, and internal and external refresher training.

Tenants will be made aware of this Policy using the Council's website, social media, tenants' newsletter and information leaflets.

## 8. Review of the Policy

This Policy will be reviewed every four years or at an earlier period if there are legislative, regulatory or corporate policy changes.

## 9. Responsibility and accountability

Responsibility for this Policy and any associated procedures lies with the Head of Landlord Services.

## 10. Other Policies

The following policies need to be taken into consideration in respect of this Policy:

- Complaints Policy
- Choice Based Lettings Housing Allocations Policy
- Equality Strategy
- Housing Asset Management Strategy
- Housing Revenue Account Business Plan
- Housing Strategy
- Private Sector Grants Policy

## Appendix 1

The Housing Grants, Construction and Regeneration Act 1996 sets out the purposes of adaptation that are eligible for a mandatory grant as follows:

- Facilitating access to and from the dwelling (which can include a qualifying houseboat, park home or, in the case of a flat, the building in which the flat is located) for example via a ramp or work to the threshold and associated doors.
- Facilitating access to a room used or usable as the principle family room.
- Facilitating access to a room used or usable for sleeping, or alternatively providing such a room for the disabled occupant, for example, a stair lift.
- Facilitating access to a room in which there is a lavatory, a bath or a shower (or both) and a wash basin, or providing a room in which there is such a facility. For example, a level access shower or over bath shower or a washing WC where self- hygiene cannot be achieved satisfactorily. Facilitating the use by the disabled occupant of such facility.
- Facilities for the preparation and cooking of food by the disabled occupant where appropriate, for example, lowering worktop or sockets.
- Making the dwelling safe, for example, through the provision of an enhanced alarm system for those with hearing difficulties, or where a disabled person has behavioural problems, minimising the risk of harm through appropriate adaptations.
- Improving any heating system within the dwelling, or providing a heating system to meet the needs of the disabled occupant, for example, the provision of heating to rooms used by the disabled occupant - the main living room, bedroom and bathroom.
- Facilitating the use by the disabled occupant of a source of power, light or heat, for example, by altering the position of one or more means of access to or control of that source or providing additional means of control.
- Facilitating access and movement by the disabled occupant around the dwelling in order to care for another person who normally resides there and is in need of such care, for example, to provide access to an area that the disabled occupant would not normally need access to, but which is used by a person to whom they are providing care.
- Facilitating access to the garden for a disabled occupant.
- In considering an application, the Council must be satisfied that the relevant works are necessary and appropriate to meet the needs of the disabled occupant and that it is reasonable and practicable to carry out the relevant works having regard to the age and condition of the dwelling.

## POLICY SCRUTINY GROUP – 25TH SEPTEMBER 2018

### Report of the Head of Cleansing and Open Spaces Cabinet Lead Member: Cllr Harper-Davies

#### ITEM 8      OPEN SPACES STRATEGY

##### Purpose of Report

To update the Group on work to deliver the adopted Open Spaces Strategy 2013-2028 and the need to produce a revised Strategy and action plan.

##### Action Requested

To consider the current Open Spaces Strategy and Action Plan, which are appended to the report, and the need for an updated Strategy.

##### Reason

To scrutinise the delivery of the Open Spaces Strategy 2013-2028 in accordance with the Group's work programme.

##### Background

1. The Open Spaces Strategy for Charnwood (2013-2028) was adopted by the Council on 14th February, 2013. The strategy was based on the evidence collected from the Open Spaces, Sport and Recreation Study in 2010. The OSSR Study was produced to meet the requirement of the National Planning Policy Framework (Planning Policy Guidance Note 17 (PPG17) and its Companion Guide, published in September 2002), and provided the evidence baseline for the Open Spaces Strategy.
2. The Open Spaces Strategy outlines the following:-
  - ) Scope and Purpose of the Strategy
  - ) Vision, Aims and Objectives
  - ) The recommendations and actions completed from the previous Green Spaces Strategy
  - ) The background evidence base that is used in the Open Spaces Strategy i.e. the Open Spaces, Sport and Recreation Study in 2010
  - ) The use and acceptance of typologies of open space and standards that are used to measure the level of provision and hence shortfalls across the Borough
  - ) The inclusion of appropriate stakeholders in the development of priorities for delivering the shortfalls e.g. Reference Panels and Focus Groups
  - ) Priorities and mechanisms for delivering the Strategy in relation to the Borough as a whole and individual settlements
  - ) The proposal for a delivery plan for the Strategy in relation to funding opportunities and delivery partners
  - ) A set of policy statements to help guide future delivery together with a supplementary open spaces document that identifies a list of key spatial

priorities to be delivered over the next 3-5 years and the context for delivering these priorities.

3. The Strategy explains how open spaces will be provided and managed in to the future and sets out the Council's expectations for quality and accessibility. This strategic framework was reflected in the Local Plan Core Strategy to ensure that open spaces are protected and new open spaces are secured as part of new developments. Where there are deficiencies in the quality of existing open spaces, this Strategy will guide how those deficiencies will be addressed.
4. Of particular importance is the relationship between the Open Spaces Strategy and the Local Plan Core Strategy. It is highlighted in the Open Spaces Strategy that the method for delivering the Strategy, particularly when considering shortfalls identified in quantity or accessibility, will in a number of cases require a co-ordinated approach with the Planning and Regeneration Service. This relates to the need for some sites to secure planning permission before they can be implemented and also because of the potential opportunities to secure funding through Section 106 Agreements.
5. The Open Spaces Strategy covers the period to 2028. Whilst this represents a significant period of time it was designed to match that of the Local Plan Core Strategy and to provide a reasonable timeframe for investment decisions and programmes to be delivered.
6. It is recognised that a number of influencing factors can change during such a length of time, and so formal reviews of the Strategy were expected to be required. In this way, the Strategy can remain a fluid, up-to- date and relevant document that reflects the needs and aspirations of the communities served by the Council.

#### Delivery of the Strategy

7. The Open Spaces Strategy is owned by the Borough Council, however the delivery of the Open Spaces Strategy across the Borough relies upon identifying and liaising with appropriate delivery partners (eg Parish or Town Councils, sports clubs, community groups etc) to help identify and deliver site/facility improvements.
8. The Council also promotes the identification of key funding sources e.g. Heritage Lottery Grants, Sport England Grants etc, and coordinating these using the Open Spaces Strategy as the guiding principle. Additional key funding sources include planning development through the Community Infrastructure Levy (CIL) or Section 106 funding and capital funds through the Council's budget.
9. The Open Spaces Strategy Action Plan identifies a series of tasks and actions to maintain and improve open space management across Charnwood, in line with Charnwood Borough Council's Open Spaces Strategy.
10. The Action Plan focuses on a five year period (2013-18) and highlights the first tranche of activities since the Open Spaces, Sports and Recreation Study 2013 (OSSRS) and the prioritisation exercise from the Open Spaces Strategy.



11. The Action Plan consists of 2 sections:

Section A: Delivery plan: The OSSRS develops a series of themes which the Open Spaces Strategy develops into policy statements. The actions are directly based upon the themes and policy statements identified by the OSSRS and Open Spaces Strategy.

Section B: Settlement Information: The second outcome of the Open Spaces Strategy was to review the quality, quantity and accessibility shortfalls of open space provision in Charnwood Borough, and to perform a process of prioritisation of the typologies and sites that the OSSRS determined did not meet the required standards. The action plan reviews the outcomes, updates the information and matches the priorities with available resources and current demand and opportunities.

12. It should be noted that the plan recognised that not all resources are available for development work identified. As such work themes and targets reflect that work may be opportunistic and reactive, as well as dependent on funding opportunities arise.

Progress towards Targets within Loughborough

13. A review of the Settlement Action Plans was undertaken in 2014 to ensure adequate funding through s106 and the Capital Plan was allocated to key projects. The following projects have been delivered within Loughborough as part of the Action Plan:

Project	Delivery Costs	Delivery Date	Details
Allotment Sites	£23k	2017/17	New gates and security fencing at Ingle Pingle allotments. Improved drainage and access improvements at Mountfields allotments.
Bell Foundry	£67k	2018/19	New pocket park comprising raised planters, paths, seats and play equipment to provide a sense of place and community focus.
Braddon Road	£5k	2016/17	Log trail to provide social/natural play and wildlife opportunities.
Cumberland Road	£25k	2016/17	Play trail to compliment and expand existing provision.
Great Central Park (Phase 1)	£25k	2014/15	Improvements to existing ball court/MUGA facilities.
Great Central Park (Phase 2)	£20k	2018/19	Project currently being developed to improve play offer within park
Jubilee Park (Phase 1)	£25k	2014/15	Improvements to existing ball court/MUGA facilities.
Jubilee Park (Phase 2)	£20k	2016/17	Fitness and adventure trail linking together all existing play features.
Kirkstone Park	£52k	2017/18	Improved play area, seating & access works to local park site.

Park Road	£108k	2018/19	Refurbishment of six community tennis courts and fencing with improved access for all.
Radmoor Park (Phase 1)	£25k	2014/15	Improvements to existing ball court/MUGA facilities.
Shortcliffe Park	£125k	2015/16	New skate park, ball court and access improvements
Sidings Park	£60k	2018/19	Expanded play area and access improvements
Southfields Park (Phase 1)	£42k	2014/15	New parkour facility
Southfields Park (Phase 2)	£225k	2018/19	Outdoor gym, extended skate park access improvements and new gateway entrance.

#### Revision of the Strategy and Action Plan for 2018-2036

14. The Borough Council has started the process of preparing a new Charnwood Local Plan and one of the key pieces of evidence which is needed to inform its production is a robust and up to date assessment of open space, sport and recreation as required by the new National Planning Policy Framework (NPPF).
15. In line with recommendations from the NPPF Charnwood Borough Council has appointed suitably experienced and qualified consultants to undertake a revised assessment of all open space within the Borough which will consider in a systematic way the:
- ) **Quantity** of types of open space and sport and recreational facilities.
  - ) **Quality** of provision to ensure that sites are safe, attractive, of a high standard and fit for purpose.
  - ) **Accessibility and Availability** so that the location of the provision is easily accessed by users who wish to make use of them, and facilities are available at the right time to users
16. The new study will assess the quantity, quality, accessibility and availability of existing provision for open space, sports and recreational facilities in Charnwood, building on, and updating the 2010 Study, but also having regard to changes in national planning policy. The assessment will make an assessment of future needs within the timescale of the new Local Plan to 2036. It should identify surpluses and deficiencies in open space, sport and recreational provision and to consider these against current needs and future growth.
17. A revision of the Open Spaces Strategy will be undertaken in light of the new open spaces study data. In addition a new 5 year action plan for 2018-2023 will be produced to guide future development on open spaces within the Borough.

18. It is proposed to produce a draft revision of the Open Spaces Strategy for review by the Council by the end of 2018.

Background Papers:           None

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## FOREWORD

There is considerable national demand for better quality parks and public spaces. Following the London Olympics of 2012, there is even more emphasis put on access to parks and public spaces. Surveys repeatedly show how much the public values them, while research reveals how closely the quality of public spaces links to levels of health, crime and the quality of life in every neighbourhood. We are very blessed in the Borough of Charnwood to have such a variety of open spaces, from formal parks, play and recreation areas, to woodlands and allotments. However whilst being a significant provider of open spaces, the Borough Council is by no means the sole provider, with many partners such as the County Council, Parish Councils, Trusts and private organisations.

This Open Spaces Strategy is designed to bring together a strategic framework for the management and development of better quality open spaces that are at a level which meets local needs and accessibility criteria. It will help to ensure that the Council acts in a co-ordinated way with all the stakeholders to make best use of open spaces by as much of the community as possible, across the whole Borough. It will support the Planning Core Strategy to deliver the increased demand for the various types of open spaces through the anticipated sustained growth over the next fifteen years.

The Action Plans which are informed by the Strategy help to identify a prioritised list of sites that need to be developed or enhanced to improve service provision, provide for shortfalls and / or make open spaces more accessible. The Strategy has been considered by consultation with our partners and stakeholders, including Councillors, community representatives, Parish and Town Councils. The Borough's Policy Scrutiny Group has also scrutinised the development process of the Strategy to ensure the resultant strategy represents a robust framework for delivering open space for the foreseeable future.

Councillor Hilary Fryer  
Lead Member for Cleansing and Open Spaces  
February 2013



## **1. EXECUTIVE SUMMARY**

### **Introduction**

This is a strategy for the management of open spaces in the Borough of Charnwood. It aims to provide a clear framework for practical action to protect and improve open spaces. It will guide the prioritisation and resource allocation for the management and improvement of open spaces, and will deliver good practice in the management of new and existing open space. It will also exploit opportunities to increase the provision of open space, and support and enable bids for funding to improve the network of open spaces.

The strategy will also ensure the Council's commitment to high quality open spaces is fully integrated into its strategies, plans and programmes, by influencing and informing policy development and implementation across the Council's activities.

### **Purpose**

The Open Spaces Strategy will provide:-

- ) A framework for the management, development and maintenance of open space owned by Charnwood Borough Council
- ) An action plan for the future delivery of open space to meet identified deficiencies
- ) Guidance and support for the delivery of open space through the Local Development Framework
- ) Leadership advice and support for alternative open space delivery partners
- ) Information to the communities of Charnwood on the provision of open space.

### **Background**

The Council's existing Green Space Strategy was adopted in 2004. Since then, there have been a number of changes influencing service delivery, including a structural review, a new evidence base and recommendations from the Open Spaces, Sport and Recreation Study 2010, achievement of objectives, the introduction of the Localism Act, and a new Corporate Plan. The Council is also planning new communities to address our need for new jobs and a substantial number of new homes up to 2028.

### **Achievements to date**

Since the adoption of the Green Space Strategy in 2004, there have been a number of key achievements, including the production of the Open Spaces, Sport and Recreation Study 2010, the provision of new facilities, the improvement of existing facilities and the appointment of an Access to Nature Officer.

The Council has successfully achieved two Green Flag awards, and gold awards in the regional and national Britain in Bloom competition.

While the Council is performing well it is clear that more needs to be done to ensure that the deficiencies in quantity, quality and accessibility, which were identified in the Open Spaces, Sport and Recreation Study 2010, are addressed.

### **Scope of the Open Spaces Strategy**

The Open Spaces Strategy recognises all available open space in Charnwood, categorising it into a range of land types. These 'typologies' are used to measure standards and identify deficiencies in provision across the Borough.

The Council's vision and objectives are set out for open space including a range of policies that will help guide future provision and management of open space up to 2028, remedying some of the identified deficiencies. The strategy will also inform the Local Plan and will be used to guide future decision making by the council. Successful delivery will require the engagement of key stakeholders including the support of a wide range of Council services, as well as other landowners, such as Leicestershire County Council, Town and Parish Councils, the community sector, businesses, developers and schools.

### **Key Drivers**

There are a number of key drivers for the new strategy, including the preparation of a new Local Plan and the Council's ambitious housing growth agenda, and the issues arising from the Open Spaces, Sport and Recreation Study 2010. In addition, a range of local, regional and national strategies, frameworks and plans contribute to the need for an effective Open Spaces Strategy.

It is recognised that the next steps required will be very challenging. Budget constraints, increasing costs, and ensuring the needs of residents are identified and met will all present significant challenges.

### **Main issues to be addressed by the Open Spaces Strategy**

This Open Spaces Strategy aims to provide a framework for delivering the necessary additional open space needed as part of the Council's ambitious growth agenda identified in the emerging Planning Core Strategy.

This framework will include a set of Policy Statements that will guide the Council in its decision making process and allow for deficiencies in open space identified in the Open Spaces, Sport and Recreation Study 2010 to be addressed in a prioritised manner.

In adopting an Open Spaces Strategy, Charnwood Borough Council has shown it has aspirations to make significant improvements in the provision of open space in Charnwood. A key part of achieving success with the strategy will be working with a variety of partners and stakeholders. In this way we can ensure that all residents of the Borough can have suitable access to the right types of high quality open space.

## 2. INTRODUCTION

### 2.1. The definition of open space

Government guidance defines open space as:

*“all open space of public value, including not just land, but also areas of water such as rivers, canals, lakes and reservoirs which offer important opportunities for sport and recreation and can also act as a visual amenity”.*

Parks, natural spaces and other types of open space do not exist in isolation but make up the green infrastructure of the Borough. Green infrastructure is the physical environment within and between urban areas. It is a network of multi-functional open spaces, including formal parks, gardens, woodlands, green corridors, waterways, street trees and open countryside.

### 2.2. The vision for open spaces in Charnwood

The Council will lead our partners in improving the quantity, quality and accessibility of outdoor sport and recreational opportunities by providing sustainable open spaces. It will protect and enhance biodiversity and heritage, whilst meeting the community’s needs, maximising the use of facilities, and engendering pride in the local community.

### 2.3. The aims and objectives of the Strategy

The aim of this Strategy is to provide a clear framework for practical action to protect and improve open spaces in Charnwood.

The objectives of this Strategy are to:

- ) Develop a strategic framework, including an Open Spaces Policy, to guide key prioritisation and resource allocation for the management and improvement of open spaces;
- ) Understand and fulfil community expectations in providing open spaces in Charnwood;
- ) Provide standards of public open space which are adopted within the Local Plan;
- ) Deliver good practice in the management of new and existing open space;
- ) Exploit opportunities to increase the provision of open space;
- ) Support and enable bids for funding to improve the network of open spaces.

### 2.4. The importance of open space

The foreword to the recently produced guide to the production of open space strategies (Commission for Architecture and the Built Environment [CABE] Space 2009) states that: *Open space has never been more important than it is today. In the face of new environmental, social and economic challenges, it is essential to our quality of life, our health and well-being and to ensuring a more sustainable future for all. Creation, protection and improvement of a high quality open space network should be at the heart of every authority’s vision for an area.*

There are also a number of wider benefits of open space, as detailed in table 1 below:

**Table 1: Beneficial Outcomes of Open Spaces**

Beneficial Outcome	Description
Health and Wellbeing	Wellbeing is a positive state of both mental and physical health. How interaction with open spaces is beneficial is well documented. It can be effective in a participatory or passive capacity, positively affect depression, and lower blood pressure and cholesterol, among many other positive interventions and preventions.
Biodiversity	Biodiversity is fundamental to the sustainability of our ecosystem. With the ever increasing pressures on agricultural practice and loss of habitat-rich gardens, public open space has increased its strategic importance. The benefits to biodiversity can be in habitat management, nature conservation, maintaining green corridors and targeting work towards protected species.
Climate Mitigation	The beneficial outcome of open spaces on climate change and pollution can be effected in a number of provisions. Sustainable Urban Drainage mitigate against flash floods, filtrate polluted surface water and reduce demands on existing systems. Plants also significantly cool and shade, and absorb CO2. Plants also act as filters for harmful airborne particles that can impact on air quality.
Social Cohesion	Open spaces have a number of benefits on social cohesion from encouraging inter-generational engagement to fostering a sense of community ownership. Open spaces transcend culture and allow communities to meet in a neutral space.
Heritage	Open spaces have a number of heritage benefits: places where heritage features are found, natural and man-made, and places where memories are formed.
Economy	High quality open spaces have a positive impact on the local economy by attracting and maintaining the local work force.
Learning	Open spaces play a significant role in allowing children and young people to play, which is an integral part of their development. Open spaces also provide other opportunities to learn, from volunteering opportunities to skill-building apprenticeships.

**2.5. Issues relating to provision and management of Open Spaces**

In addition to the deficiencies in quality, quantity and accessibility of open spaces (identified in chapters 4 and 5) there are a number of other strategic and local issues that need to be taken into account in developing and delivering the Open Spaces Strategy for Charnwood. These include:-

- ) The ambitious housing growth agenda that the Council is responding to
- ) Lack of dedicated governing body within central Government for open spaces e.g. Sports Council, Arts Council etc
- ) The service is particularly vulnerable to financial pressures given the lack of statutory nature of open spaces
- ) Community expectations are relatively high and therefore associated costs of service provision are equally relatively high.
- ) The service requires long term investment and the associated costs for maintenance and replacement of open spaces can be relatively high (both capital and revenue)

- ) Unless quality standards are maintained at a relatively high standard, open spaces rapidly attract anti-social behaviour and can start a spiral of decline
- ) Service provision is high profile, customer focused and immediately apparent e.g. children play areas, street scene etc
- ) There is a matrix of service providers for open space which makes co-ordination difficult and the potential for non-uniformity of standards across the Borough.
- ) Competing and conflicting needs and aspirations of open spaces from the different sectors of the community

## **2.6. The need for an Open Spaces Strategy**

The Open Spaces Strategy explains how open spaces will be provided and managed in to the future and sets out the Council's expectations for quantity, quality and accessibility. This strategic framework will be reflected in the Local Plan Core Strategy to ensure that open spaces are protected and new open spaces are secured as part of new developments.

Where there are deficiencies in the quality of existing open spaces, this Strategy will guide how those deficiencies will be addressed.

## **2.7. The timescale covered by the Strategy**

The Open Spaces Strategy covers the period to 2028. Whilst this represents a significant period of time it matches that of the Local Plan Core Strategy and provides a reasonable timeframe for investment decisions and programmes to be delivered. It is recognised that a number of influencing factors can change during such a length of time, and so there will be regular formal reviews of the Strategy. In this way, the Strategy can remain a fluid, up-to-date and relevant document that reflects the needs and aspirations of the communities we serve.

## **2.8. The scope of the Strategy**

This Open Spaces Strategy recognises all available open space in Charnwood and categorises each according to land typologies recommended by Government guidance.

The Strategy highlights areas within the Borough that are considered lacking in certain types of open space, together with priorities for future development opportunities. These issues are considered in a location specific context (i.e. Parish or Ward basis), as well as in certain circumstances a broader strategic context (e.g. skate parks for youth).

The strategy recognises that the Borough Council owns and manages a limited amount of open space within Charnwood and that a significant land ownership is placed with the County Council, Parish Councils, private land owners and private trustees.

To ensure the Open Spaces Strategy takes account of all open space facilities available to the communities within Charnwood, all areas are included within the scope of the Strategy. Details of other stakeholders land is included in the Open Spaces, Sport and Recreation Study (OSSRS), 2010, and is reviewed in chapter 3 of this Strategy.

## **2.9. Previous Strategy recommendations**

The Green Space Strategy, approved by the Borough Council's Cabinet in September 2004, was produced to provide the context and strategic direction relating to the management and improvement of green space provision in the Borough. It recognised the need to have a more thorough and robust information base and that many proposals

will be subject to land availability and funding opportunities over a time period of up to thirty years.

The 2004 Strategy identified weaknesses in the management of green space, including partnership working, community involvement, customer research and the development of an information base. However, since 2004, there have been a number of changes influencing service delivery, including:

- ) A structural review;
- ) Evidence base and recommendations from the 2010 Study;
- ) Achievement of a number of objectives;
- ) Introduction of the Localism Act;
- ) A new Corporate Plan.

The key achievements of the 2004 Strategy are shown below. A more detailed list can be found in appendix 1.

- ) The Open Spaces, Sport and Recreation Study, 2010
- ) Achievement of Green Flag awards at Queen's Park and The Outwoods
- ) Provision of new facilities and improvement to existing facilities, such as play areas
- ) Appointment of Access to Nature Officer and Rangers
- ) Gold award in East Midlands in Bloom's 'small city' category (2011)
- ) Gold award and 'small city' category winner in East Midlands in Bloom (2012)
- ) Gold award and 'small city' category winner in Britain in Bloom (2012)

The Green Space Strategy 2004 was adopted with the intention of achieving the proposals within 30 years. It is noted, however, that the 2004 Strategy does not set out proposals for specific sites or areas, although this was included in the Play Strategy 2006-11, in relation to play provision.

Whilst the Strategy is still current, the decision to review it in 2012 rather than after 30 years has been taken based on the availability of more robust data from the Open Spaces, Sport and Recreation Study 2010. Also, there have been significant changes to the way open space is funded including changes in the developers financial contributions occasioned by the introduction of the Community Infrastructure Levy (CIL) Regulations 2010.

Achievement against objectives put forward in 2004 have been reviewed and where necessary carried forward into the Open Spaces Strategy 2012, alongside revised targets based on changes since 2004.

## **2.10. Availability of Funding**

Green spaces managed by Charnwood Borough Council are funded from a variety of sources, including a revenue budget of approximately £1.7m per annum, significant planning obligations secured by section 106 agreements, and grants from external funding bodies, such as the Heritage Lottery Fund.

Since 2010, fiscal measures have been introduced to minimise pressure on the public purse, resulting in the need to seek alternative sources of funding for non-essential services. Whilst not detracting from the importance of green space on issues such as

the health and well-being agenda, social cohesion and biodiversity, there is a need to source sustainable long-term funding opportunities.

The Council recognises that with a growing population, there is increased pressure to develop land currently designated as open space. Community Infrastructure Levy (CIL) has been introduced by the government as an additional means to secure community benefits from new developments and support the established mechanism of agreements under Section 106 of the Town and Country Planning Act. Charnwood Borough Council has resolved to prepare a Community Infrastructure Levy and along with Section 106 Agreements, this will help fund the provision, preservation and maintenance of new open space into the future as part of a package of funding opportunities

The Council will continue to seek alternative funding mechanisms to minimise the long-term impact on the Council Tax payer. With the exception of traditional models (i.e. revenue and grants), the Council will consider alternative models of securing funding e.g. the use of business rental income provided by new developments to support the community.

Since the Green Spaces Strategy of 2004, the service has benefited from an increase in revenue funding of approximately £670,000 representing a 63% increase. This should be considered in relation to a significant increase in the land managed.

During the course of public consultation on the Open Spaces, Sport and Recreation Study 2010, the following issues were highlighted:

- ) Parish Councils indicate that current funding (capital and revenue) is insufficient to continue to maintain Parish Open Space at the current level. The long-term sustainability of existing and new open spaces was questioned
- ) While external funding is available to Parish Councils (and to Sports Clubs), there is a lack of knowledge sharing. It was also suggested that additional guidance on funding applications and sources of funding would be of benefit.

### **2.11. Community engagement in developing the Strategy**

The Open Spaces Strategy has been developed using the Open Spaces, Sport and Recreation Study of 2010, which was prepared by independent consultants. It forms the evidence base upon which the development of this Open Spaces Strategy is built. It audited existing open space within Charnwood and incorporated extensive consultation to determine local standards on the quality, quantity and accessibility of open space.

The Open Spaces, Sports and Recreation Study 2010 used nine typologies (e.g. parks and gardens, allotments etc) to identify deficiencies in open space provision across the Borough. The study proposed standards for each typology, and those areas falling short of the standards were identified and prioritised through a series of workshops with key stakeholder groups (e.g. community focus group and member reference group) considering the beneficial outcomes of the different typologies.

These community priorities have been used to inform the Council's priority for rectifying shortfalls in open space provision and in the development of Open Spaces policies.

Having completed workshops through community engagement a draft Strategy was produced in late 2012 and subsequently subject to public consultation in November and

December 2012. The method used included electronic web-based surveys together with more traditional leaflets and letters of invitation to comment on the Draft Strategy. A formal Consultation Report was produced summarising the key findings and proposed changes to the Strategy.

The Open Spaces Strategy and on-going Action Plans will therefore represent a robust framework for developing and managing open space in the future.



### **3. CONTEXT**

#### **3.1. The Borough of Charnwood**

The Borough of Charnwood lies at the heart of the East Midlands, with the major cities of Nottingham and Derby to the north, and Leicester to the south. Loughborough is the main town, and has become a major centre for advanced technology, which is underpinned by one of the country's leading universities. One third of the population lives in the thriving university town of Loughborough. The remaining two thirds live in the villages and small towns of the Soar and Wreake valleys and on the edge of Leicester.

#### **3.2. Overview**

This section reviews the legislative and strategic context and provides the national, regional and local perspectives which are relevant to public open space provision. Whilst this review is not exhaustive it provides outline background information on the context in which the Strategy sits, and which influences current provision of open space, sport and recreation facilities in the Borough.

The Open Spaces Strategy is shaped and influenced by a number of inter-related strategies, policy documents and plans from national policy through to regional and local frameworks. Diagram 1 below helps to provide an illustrative context on the links with other strategies, whilst the following text provides some further information.

#### **3.3. National**

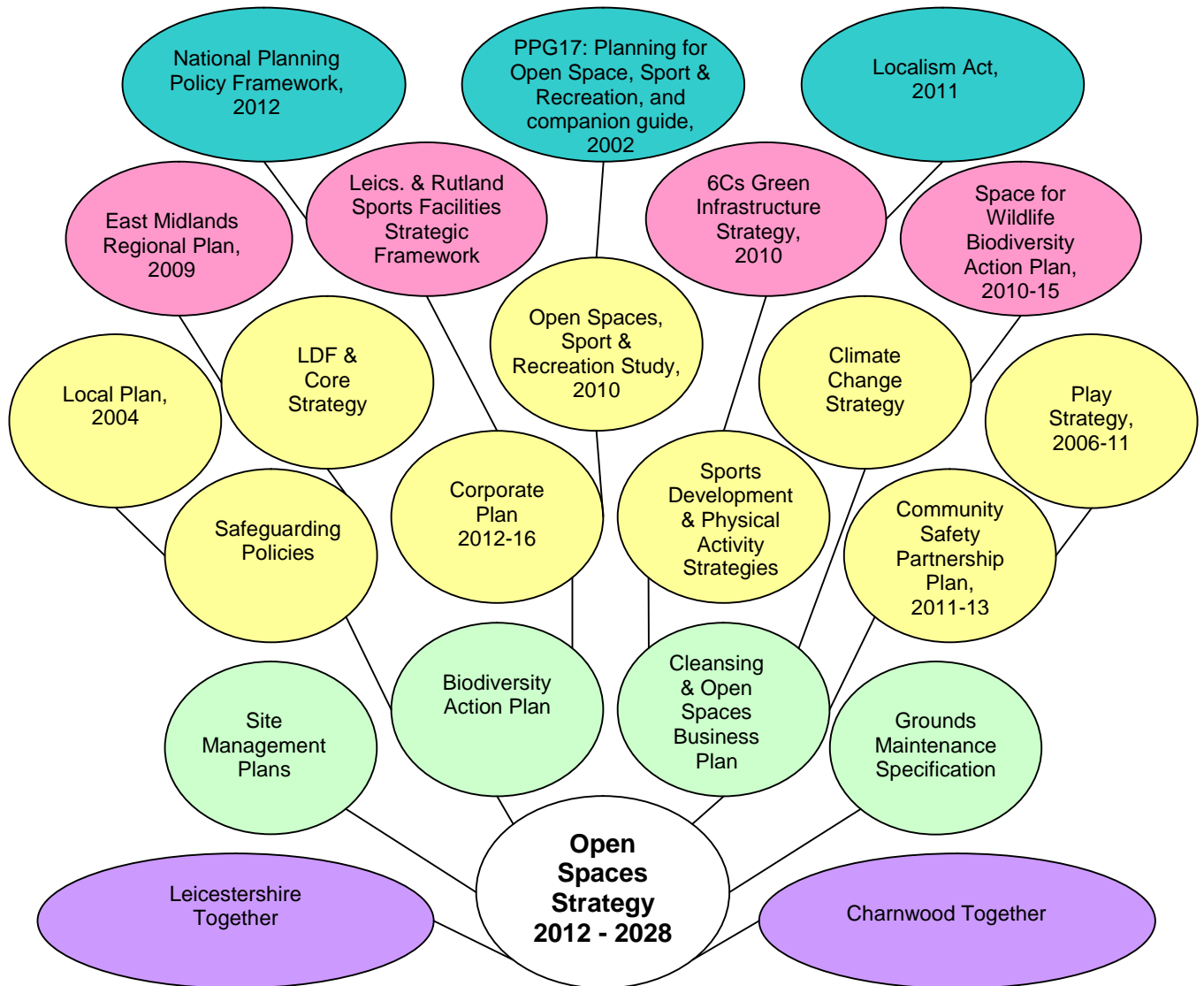
At a national level, successive governments have encouraged improvements to parks and green spaces, culminating in the creation of CABI Space in 2003. CABI Space aimed to promote the best in public space design, and to take a lead in these improvements. This group set up guidelines on the production of Open Spaces Strategies, which this strategy follows. Whilst CABI Space was disbanded in 2011, this framework is still relevant today.

There are many Regulations and Acts that specifically refer to the benefits that can be offered by public open space, such as the Public Health Acts and the Crime & Disorder Act. However, two have specifically focused on the need for a strategic approach to be taken.

##### **3.3.1. National Planning Policy Framework (NPPF), 2012**

This framework sets out the Government's planning policies and how these are expected to be applied. Its provisions must be taken into account in the preparation of local plans and as a material consideration in planning decisions. It replaces previous guidance in Planning Policy Statements and Planning Policy Guidance Notes. At its heart is a presumption in favour of sustainable development, which promotes development that improves economic, social and environmental outcomes.

**Diagram 1: The Strategic Context of the Open Spaces Strategy**



The National Planning Policy Framework states that access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and wellbeing of communities. Planning policies need to be based on robust and up to date assessments of the needs for open spaces, sports and recreation facilities, and opportunities for new provision. The assessments should identify specific needs and quantitative or qualitative deficits or surpluses of open space, sports and recreation facilities in the local area.

**3.3.2. Localism Act, 2011**

In relation to public open space provision, the Localism Act:

- ) Makes provision for the abolition of Regional Spatial Strategies, and will make changes to the processes for publishing, examining and adopting development plan documents;
- ) Provides for neighbourhood plans, which would be adopted by the council as part of the development plan if they receive 50% of the votes cast in a referendum;

- ) Provides for Neighbourhood Development Orders (NDOs), which allow communities to approve development without requiring normal planning consent;
- ) Amends the Community Infrastructure Levy, which allows councils to charge developers to pay for infrastructure on a tariff basis. Some of the revenue will be available for the local community;
- ) Makes pre-application consultation compulsory for developments above certain thresholds.

### **3.4. Regional**

Charnwood Borough Council has signed up to a number of regional strategies to enable a coordinated approach to the management of public open space. These include, but are not limited to:

#### **3.4.1. 6Cs Green Infrastructure Strategy (2010)**

This draft strategy set out a strategic green infrastructure (GI) network for the three counties of Derbyshire, Leicestershire and Nottinghamshire, and for the three cities of Nottingham, Derby and Leicester (The 6Cs). The strategy also sets out a vision for GI in the area, a set of strategic objectives and provides recommendations for the content of GI policies within Local Development Frameworks.

Charnwood Borough Council's Cabinet endorsed a response to the Draft 6Cs Green Infrastructure Strategy in November 2009, and in so doing supported the proposed strategic Green Infrastructure Network that was set out in the consultation document.

#### **3.4.2. Space for Wildlife – the Leicester, Leicestershire and Rutland Biodiversity Action Plan (2010 – 2015)**

The Leicester, Leicestershire and Rutland Local Biodiversity Action Plan (LLRBAP) was modeled on the national UK Action Plan but concentrated on habitats and species of local conservation concern. There were 17 Habitat Action Plans and 14 Species Action Plans. When the plan was revised in 2005 an urban habitat plan and additional species plans were added. In addition, the numerous targets and actions detailed in the original plan were considerably reduced in number and simplified.

Space for Wildlife has three main components:

1. To promote the restoration, management and creation of Biodiversity Action Plan (BAP) priority habitats
2. To promote the creation of new wildlife habitats in the wider countryside
3. To survey, monitor and promote favourable management of existing good sites through the Local Wildlife Sites system.

#### **3.4.3. Corporate Plan 2012 - 2016**

The Borough Council's Corporate Plan sets out the Council's priorities and objectives for the next four years, which make clear reference to the need for quality open spaces, whilst recognising the need to lead and work with partners.

Particularly relevant to the Open Spaces Strategy is the ambition of protecting our natural resources to provide a Borough which is clean and tidy and has a variety of green, open spaces for the benefit of all our residents.

It outlines how we intend to protect and enhance the green and open spaces of the Borough, by:

- ) Continuing to support Loughborough in Bloom;
- ) Working with partners to create Charnwood Forest Regional Park to conserve and enhance the Borough's landscape and townscape;
- ) Continuing to work with partners to support the Watermead Park area;
- ) Supporting the creation of open spaces including parks, play areas and allotments within new developments.

#### **3.4.4. The Planning Policy Framework**

Planning decisions are made in light of the policies in the development plan and having regard to other material considerations. The development plan for Charnwood includes the Regional Plan (2009) and the Borough of Charnwood Local Plan (2004). A new local plan is being prepared which will eventually replace the policies in the Borough of Charnwood local plan and the government is committed to revoking the Regional Plan.

The development of new green spaces, and the maintenance of existing sites, is heavily influenced by the planning of new developments. A number of strategic documents influence this provision, and are outlined below.

#### **3.4.5. East Midlands Regional Plan (2009)**

Policy 41 of the Regional Plan (see appendix 2), entitled 'Regional Priorities for Culture, Sport and Recreation', states that local authorities should work with local communities to develop 'cultural infrastructure plans' to inform Local Development Frameworks. These plans should specify:

- ) Key elements of cultural provision, including assets needing refurbishment, relocation of facilities and new provision;
- ) Standards and costs for provision, including quality standards; and
- ) The potential sources of funding, including from the planning system.

Policy 28, entitled 'Regional Priorities for Environmental and Green Infrastructure' calls on local authorities to ensure the delivery, protection and enhancement of environmental infrastructure. It includes assessing the capacity of existing environmental infrastructure to accommodate change, in order to inform decisions on the scale, location and phasing of new development and developing green infrastructure plans.

The East Midlands Regional Plan proposed the Charnwood Forest Regional Park, which is currently being developed by Charnwood Borough Council, North-West Leicestershire District Council, and Hinckley and Bosworth Borough Council. Funding is being sought from the Heritage Lottery Fund's Landscape Partnership to fulfil the following vision:

*To manage and promote the unique natural and cultural heritage features of Charnwood Forest, and for the Park to be recognised as an essential part of the growing communities in the Derby, Leicester and Nottingham area, now and in the future.*

#### **3.4.5.1. Local Plan (2004)**

Along with the Regional Plan, the Borough of Charnwood's Local Plan is the main basis to make decisions on planning applications. It includes policies which require developers to make provision for children's and adult play, landscaping and amenity green space as part of new developments. It will eventually be replaced by the Charnwood Local Development Framework.

#### **3.4.5.2. Local Plan Core Strategy**

The Council is working on a new local plan which will contain new policies to guide future development up to 2028. The most important document within the local plan is the Core Strategy, which is expected to be adopted towards the end of 2013. The Core Strategy sets out a long term vision for the future of the Borough, along with a list of policies and infrastructure projects to achieve this vision.

The Core Strategy will see major areas of new development accompanied by significant areas of open space. This will have a major impact on open space provision in the Borough, and this Open Spaces Strategy will address the management implications of these developments.

#### **3.4.6. Charnwood Biodiversity Action Plan**

This includes plans for many of the habitats and species in the Leicester, Leicestershire and Rutland Biodiversity Action Plan, plus a few of special concern in Charnwood, such as the song thrush and post-industrial land.

#### **3.4.7. Climate Local Commitment**

Climate Local is a Local Government Association (LGA) initiative to support council action on a changing climate. It will replace the Nottingham Declaration, to which all local authorities in Leicestershire had signed up. The LGA intends that the initiative will support councils' efforts both to reduce carbon emissions and to improve their resilience to the effects of our changing climate and extreme weather. The main way the Climate Local Commitment will be met is through renewing the Council's Climate Change Strategy, which is due to expire in 2013.

The impacts of a changing climate mean that Charnwood will experience warmer and wetter winters, hotter and drier summers and more extreme weather events like flooding and heat waves. The greenhouse gas emissions caused by the past hundred years of industrialisation have meant that there is no way to avoid these impacts – we can only adapt.

The council's Climate Change Strategy seeks to not only reduce the carbon emissions arising from everyday life in Charnwood, but also adapt services, public estates and development.

Well thought out and carefully planned open spaces are fundamental to the long term success of the Climate Change Strategy. They can help to alleviate flooding, reduce overheating in urban areas, provide habitats for migrating species, and absorb man-made carbon, reducing the likelihood of future impacts.

This Open Spaces Strategy presents opportunities to support local wildlife to be more resilient to the effects of climate change. The provision of open spaces in built-up areas can provide urban cooling and access to shady outdoor space, contributing to

healthier living environments in more extreme weather. Open spaces can support local flood risk management and can absorb carbon from the atmosphere.

### **3.4.8. Links with Sport, Active Recreation and Neighbourhood Services**

#### **) Charnwood Play Strategy 2006-11**

The Charnwood Play Strategy provided a framework for the provision of play spaces and activities throughout the Borough for the period 2006-11, and Charnwood Borough Council's relationship with others through:

- Measuring the quality of children's play;
- Grant aid;
- Capitalising on funding opportunities;
- Social and economic development;
- Planning strategies and controls identified in the Core Strategy;
- Supporting children's rights and entitlements to play.

This Open Spaces Strategy will provide this framework during the period of the Strategy.

#### **) Sports Development and Physical Activity Strategies**

Charnwood Borough Council is committed to the Leicestershire and Rutland Strategy for Physical Activity 2009-13, and the Leicestershire and Rutland Sports Strategy 2009-13. The Strategies provide a common framework across Leicestershire and Rutland to successfully increase participation levels and reduce health inequalities.

The Physical Activity Strategy's focus is on encouraging people to get physically active on a recreational level, while the Sports Strategy focuses on developing participants into more structured sport. The development of green spaces and the wider countryside are an integral part of the Strategies to ensure that they are promoted and developed to encourage more people to be more active.

#### **) Leicestershire and Rutland Sport Facilities Strategic Framework**

A county-wide sports facilities strategic framework has been developed by Leicestershire and Rutland Sport. The study involved extensive research and consultation to assess existing provision in terms of quality, quantity and accessibility. Key information relating to Charnwood was included within the Outdoor Sports Facilities section of the Open Spaces, Sport and Recreation Study 2010.

#### **) Charnwood Community Safety Partnership Plan 2011-13 Refresh**

The Charnwood Community Safety Partnership brings together a variety of statutory, non-statutory and voluntary organisations with a shared commitment to improving public confidence by reducing crime, disorder and anti-social behaviour for our communities. The Partnership is one of the delivery groups of Charnwood Together.

The priorities for Charnwood have been established using the Charnwood Strategic Assessment 2011, in support of the Partnership overarching aim to improve community confidence. These priorities have been identified as:

- Reduce acquisitive and violent crime

- Reduce anti-social behaviour
- Reduce re-offending.

In addition, under Section 17 of the Crime and Disorder Act, the Council has a statutory duty to take account of the community safety dimension in all of its work. In recognition of this duty, the design of open spaces and facilities will consider how best this can be taken into account and play an integral part in the community safety agenda.

### **) Safeguarding Policies**

Statutory agencies, including Charnwood Borough Council, have a corporate responsibility to safeguard children and young people - that is to protect them from harm and to promote their welfare.

Excellent design of open spaces and thoughtful selection and placement of equipment for these areas enhances our contribution to children's development and opportunities for them to use their creativity and sense of adventure.

Charnwood Borough Council's Children and Young People's Safeguarding Policy, and the Adults in Need of Safeguarding Policy, are important guides for open spaces staff, and for those who deliver activities within them, in order to ensure that concerns and incidents are reported effectively.

## **3.5. Partnership Working**

### **3.5.1. Leicestershire Together**

Leicestershire Together is a partnership made up of the county's major public service budget holders, such as local councils, the police and the health service. Through collaborative working within the partnership, improvements are made to schools, colleges, businesses, shops, hospitals, roads, parks, homes, villages and towns.

The Environment Board, with its remit including green space management, sits within Leicestershire Together and apart from the eight local authorities, representatives include the voluntary sector, the Environment Agency, Natural England and English Heritage. This Board is a strategic delivery agent that may be influential in identifying sources of funding to support the delivery of new and improved open space within Charnwood.

### **3.5.2. Charnwood Together**

Charnwood Together is the Local Strategic Partnership for Charnwood. It has a Board membership that includes all key partners from organisations and agencies working in the Borough. The Board has five key delivery partnerships which focus on the delivery of strategic objectives. Much of the focus is to improve the wellbeing of the residents and workforce of Charnwood, and the Open Spaces Strategy has significant relevance to the success of these objectives (see appendix 3).

The five delivery groups are listed below, with identified priorities or actions that are relevant to the Open Spaces Strategy, and demonstrate the linkage and the integral part open spaces play in the community:

- ) **Health and Wellbeing Partnership**
  - Reducing the prevalence of obesity in children and adults
  - Improving physical activity in children and adults
  - Reducing the prevalence of smoking
  - Reducing the prevalence of alcohol misuse.
- ) **Partnership for Children and Young People**
  - To provide a targeted physical activity and play programme for early years children and their families
  - Children and families are physically, mentally and emotionally healthy and have healthy lifestyles
  - Provide a varied offer of activities to 10-19 year olds, through Positive Activities for Young People, across Charnwood, targeted at disengaged young people.
- ) **People, Places and Environment**
  - To co-ordinate partner activity to deliver tangible improvements to residents' quality of life, environment and wellbeing (with significant focus on priority neighbourhoods)
  - To provide opportunities to enable residents to engage effectively in the creation of Neighbourhood Action Plans for their area and their delivery
  - To promote community cohesion by working together to develop small-scale programmes that help to break down barriers and build relations between different communities, for example by encouraging festivals, events and service programmes
  - Working with partners to support initiatives that build resilience in local communities to the adverse environmental impacts of climate change
  - Working with partners that support local initiatives that engage residents, businesses, schools and community groups in practical approaches to enhance the natural environment and adopt sustainable lifestyles.
- ) **Economy and Skills Partnership**
  - Ensuring that the towns and villages offer a vibrant place to live and work, with attractive facilities including parks and leisure.
- ) **Community Safety Partnership**
  - To reduce acquisitive and violent crime
  - To reduce anti-social behaviour
  - To reduce reoffending.

### **3.5.3. Land ownership**

In addition to the Borough Council, there are a variety of other organisations managing and maintaining open spaces in Charnwood. Table 2 gives an indicative breakdown of the ownership between each of these groups, and demonstrates the need for partnership working, and knowledge and information sharing. The varying responsibility in terms of ownership and management means that addressing gaps in the provision of open space will not be the responsibility of one agency, but will require commitment from a variety of groups.



**Table 2 – Percentage ownership of open space across Charnwood**

Ownership	Charnwood Borough Council	Parish Council	Leicestershire County Council inc. schools	Clubs	Developers	Trust / Committee / Private	Further / other education
Parks	25%	75%	0%	0%	0%	0%	0%
Natural & semi-natural open space	22%	6%	27%	0%	0%	45%	0%
Green corridors	78%	18%	4%	0%	0%	0%	0%
Amenity green space	25%	71%	5%	0%	0%	0%	0%
Children & Young People	35%	63%	1%	0%	0%	1%	0%
Allotments	31%	68%	0%	0%	0%	1%	0%
Village Green / Civic Spaces	0%	100%	0%	0%	0%	0%	0%
Outdoor Sports	16%	20%	49%	3%	0%	4%	9%

Source: Open Spaces, Sports and Recreation Study 2010

The Borough Council has a key role to play through the adoption of this Open Spaces Strategy to provide leadership and guidance to other partners in how open space provision can meet community expectations and need. The Council will work with others to help guide and advise partners in an attempt to fulfil shortfalls in certain typologies.

### **3.6. The Open Spaces, Sport and Recreation Study (2010)**

In 2009 an open space, sport and recreation study was commissioned in accordance with the requirements of Planning Policy Guidance 17 (PPG17). The study, completed in 2010 underpins the evidence base for the Charnwood Local Development Framework, will provide guidance on the future delivery of facilities across the Borough, and evidence for informed decision making.

The key aims and objectives of the study were to:

- ) provide local standards for open space, sport and recreation
- ) identify surpluses and deficiencies in open space, sport and recreation provision and to consider these against current needs and future growth
- ) inform future policies and planning obligations
- ) provide specific recommendations for the type and amount of open space, sport and recreation provision across the Borough and for each area of growth being investigated by the council as possible development sites to include in its new local plan
- ) form part of and inform a wider Green Infrastructure approach in the Charnwood Core Strategy and other Development Plan Documents.

This Study also incorporates a Playing Pitch Strategy (PPS) which evaluates the adequacy of pitches for football, rugby, cricket and hockey and emphasised that decisions regarding open spaces should be based on local needs. A five-step process was used to:

1. identify local needs

2. audit local provision
3. set provision standards
4. apply provision standards
5. draft policies from recommendations and strategic priorities.

Steps 1-3 were completed through the Study itself, whilst steps 4 and 5 remained incomplete, and will be addressed through this Strategy.

This Open Spaces Strategy therefore uses the Open Spaces, Sport and Recreation Study 2010 as the core evidence base for applying standards of provision across a range of typologies in Charnwood, taking account of any changes since the Study was complete, in order to identify shortfalls and surpluses. This also informs Policy formulation through a set of Policy Statements produced as an Addendum of the Open Spaces Strategy.

The Study includes a number of recommendations. These are based on the findings of the evidence base, including consultation and site surveys to assess compliance with the local standards of quantity, quality and accessibility. One of the recommendations is to develop a green spaces strategy for Charnwood, which outlines the key priorities and highlights the actions which will be taken when resources, opportunities and future development allow.

### **3.7. Green Spaces Service**

The Borough Council's Green Spaces Service, in partnership with other groups within the Cleansing and Open Spaces Service, partners and community groups, is responsible for managing and maintaining over 250 hectares of land at over 500 separate sites throughout the Borough, including:

- ) 137 ha Grass cutting
- ) 142 Amenity Green Spaces (Housing Sites)
- ) 150 Garage Sites
- ) 262 Amenity Green Spaces (Non-Housing)
- ) 30 Parks (inc pocket parks)
- ) 114 ha of land designated for its wildlife value
- ) 53 ha of Woodland
- ) 35.4 ha of wildflower meadow in Higher Level Stewardship
- ) 37 wildlife sites, including a SSSI, 3 Local Nature Reserves and a Regionally Important Geological Site
- ) 5 Sports Grounds including:
  - o 3 Bowling Greens
  - o 5 Cricket Squares
  - o 15 Football pitches
  - o 1 Lacrosse pitch
  - o 16 Tennis Courts (All-Weather)
  - o 6 Changing Rooms
  - o 1 Par 3 18-hole Pitch and Putt Golf Course
- ) 10 Allotment Sites (376 plots)
- ) A cemetery and 21 closed churchyards
- ) Pruning and maintaining:
  - o 38832 sq. metres of Shrubs and Minor hedges
  - o 75503 sq. metres Major hedges/hedgerows

- Over 250,000 trees
- ) 29 Playgrounds
- ) 9 Facilities for Young People including MUGAs, basketball hoops, youth shelters and a skatepark

#### **4. THE DEMAND FOR OPEN SPACE IN CHARNWOOD**

This chapter assesses the current provision of open space against the features which local people demand.

##### **4.1. Understanding Community Needs**

Community consultation is essential to identify local attitudes to existing provision, and understand local expectations for additional or improved provision. The guidance relies less on the implementation of national standards and places increased emphasis on local needs.

Two significant recent studies have been used to understand community needs:

##### **4.1.1. Green Spaces Consultation, 2011**

Early in 2011, Leicestershire County Council asked the public to say which local green spaces they particularly valued and why. This was in response to Government proposals to create a new designation to protect green areas of particular importance to local communities.

The consultation identified that people see open space as an important part of their local environment, providing a feeling of 'openness and space'. The over-riding concern was to protect green space from potential development, particularly from housing. There was also a call for maintenance, improvement or new provision of a number of types of facilities local to population centres.

This consultation provides valuable data for local communities and councils to decide where new homes and other developments would be best located, and to inform neighbourhood plans.

##### **4.1.2. Local Needs Assessment, Open Spaces, Sport and Recreation Study 2010**

Statistical and subjective consultations were carried out as part of the Open Spaces, Sport and Recreation Study 2010, to ensure that a wide variety of opinions were heard in order to identify local needs.

The findings are detailed in appendix 4, and formed a strong evidence base for compiling the quality, quantity and accessibility standards against which shortfalls in provision of open space have been identified.

#### **4.2. Open Spaces in Charnwood**

##### **4.2.1. Mapping of open spaces**

The Open Spaces, Sport and Recreation Study, 2010 identified all the publicly accessible open spaces in Charnwood, regardless of ownership, following the principles set out in Planning Policy Guidance note 17 (PPG17). This will ensure that the Strategy takes into account all facilities available to the communities of Charnwood.

The data gathered is considered robust and comprehensive, however some areas have been excluded. For example, those sites below 0.3 hectares, new developments since the data was gathered, or where land owners didn't respond to a request for data.

This data was subsequently recorded digitally as a GIS mapping exercise. The maps have been split into settlements in line with the Open Spaces, Sport and Recreation Study 2010. These settlements are equivalent to parish boundaries, except in Loughborough which has no parish boundary, and has been split into three; East, North-West and South-West which correspond to the existing Borough Council Area Forums.

The maps are colour-coded to denote the typologies used in the Open Spaces, Sport and Recreation Study 2010, and have been prepared to show both primary and secondary typologies.

#### **4.2.2. Categories of open space**

The categories or 'typologies' used within this Strategy follow PPG17 guidance at the time of the 2010 Study, and therefore include:

) **Parks and gardens**

These range from major parks to small memorial gardens – often used for informal recreation and community events. These may include paths, benches, footpaths, tree and shrub planting, formal gardens, close mown grass for ball games / picnics etc, play areas, facilities for young people, and toilets.

) **Natural and semi-natural urban green spaces**

These include publicly accessible woodlands, urban forestry, scrub, grasslands (e.g. commons, meadows), wetlands and wastelands. Uses include wildlife conservation, biodiversity and environmental education and awareness.

) **Amenity green space**

Most commonly found in housing areas. Includes informal recreation green spaces. Used for informal activities close to home or work, children's casual play, enhancement of the appearance of residential areas.

) **Provision for children and young people**

- Areas designed primarily for play and social interaction involving children below age 12, specifically designed as equipped play facilities
- Areas designed primarily for play and social interaction involving young people aged 12 and above, specifically designed for use by young people (e.g. youth shelters, skateboard parks etc).

) **Outdoor sports facilities**

Natural or artificial surfaces either publicly or privately owned, used for formal sport and recreation. Includes school playing fields, outdoor sports pitches, tennis courts, bowling greens, golf courses etc.

- ) **Allotments, community gardens and urban farms**  
Sites laid out for people to grow their own vegetables, fruit and flowers as part of the long-term promotion of sustainability, health and social inclusion.
- ) **Cemeteries, disused churchyards and other burial grounds**  
Including closed churchyards or other burial grounds.
- ) **Green corridors**  
Linear routes with a primary purpose of providing opportunities for walking, cycling and horse riding, whether for leisure purposes or travel, and include towpaths along canals and riverbanks.
- ) **Civic spaces**  
Including civic and market squares and other hard surfaced community areas designed for pedestrians. The primary purpose of civic spaces is the provision of a setting for civic buildings and together with village greens also offer space for public demonstrations and community events etc and can often define the character of the local environment.

#### 4.2.3. Audit of existing provision of open spaces

In the audit of provision through the Open Spaces, Sports and Recreation Study 2010 all existing open spaces and sport and recreation facilities irrespective of ownership were identified, categorised and mapped.

National Standards were used as a benchmark for the quantity, quality and accessibility of open space across the Borough. The following evaluations were carried out:

- ) **Quantity:** sites were mapped to determine if there was sufficient open space serving the local community based upon national standards per 1,000 population;
- ) **Quality:** primary and a secondary purpose classifications were allocated to each piece of land, and an assessment was made to determine if it met certain basic standards for its primary classification;
- ) **Accessibility:** open spaces were evaluated to assess the distance travelled by members of the community against their expectations.

#### 4.3. Defining Community Expectations

Consultation was carried out as part of the Open Spaces, Sport and Recreation Study 2010 to gather data as an evidence base for the setting of the local standards outlined above. This was carried out in summer 2009, and involved a wide range of stakeholders, including the general public, children and young people, sports clubs and town and parish councils.

This consultation, together with the audit, best practice from the evaluation of standards set elsewhere in the country, was used to set local standards during a workshop attended by representatives from a range of Council departments. Standards have not been set for Green Corridors or Civic Spaces. In addition, within the quality standard, some elements are essential, whilst others are only desirable. Further details can be found in appendix 5.

#### 4.4. Standards for Open Space in Charnwood

As a result of this assessment and consultation a set of local standards for providing open space in the Borough have been set. These standards have been used as the basis for recommended Open Space Standards for Charnwood and will be used as the basis for open space provision as part of new developments. Table 3 below summarises these standards for Charnwood. Where no standards have been set, this is in line with guidance.

**Table 3: Open Space Standards for Charnwood**

Typology	Quantity Standard (hectares per 1000 population)	Accessibility Standard	Quality Standard – Key features of a Site
Parks	0.32 Current provision equates to 0.32ha per 1000.	15 minute walk time (720m). 10 minute drivetime in rural settlements where the population falls below the minimum required to need a park	Adoption standard: A regularly mowed smooth surfaced grassland space with tree and shrub planting suitable for a variety of informal outdoor recreation activities. Including features such as gardens, footpaths, play areas, young peoples facilities, seating and litter bins. Prepared in accordance with an agreed plan. Clean and litter free, appropriate planting and well kept grass. It is desirable to include toilets, seating, footpaths, nature features, litter bins and safety features. They should have a clear entrance, boundaries and lighting.
Natural and Semi Natural Open Space	2.0 (to be applied to new provision only). Current provision equates to 5.7ha per 1000.	10 minute walk time (480m)	Adoption standard: An accessible space with wildlife habitats to improve biodiversity. These may be predominantly woodland, water, meadow or a combination. Prepared in accordance with an agreed management plan. Clean and litter free, nature features, safe footpaths and appropriate planting. It is also desirable for sites to include water features, parking, dog walking facilities, seating, information and toilets.
Amenity Green Space	0.46 Current provision equates to 0.45ha per 1000.	10 minute walk time (480m)	Adoption standard: A regularly mowed smooth surfaced grassland space. Including features such as tree and shrub planting and footpaths. Prepared in accordance with an agreed plan. Clean and litter free, regularly maintained and with well kept grass and appropriate planting. Where possible, sites should also contain litter bins, dog bins and seating and be safe and secure.
Provision for Children & Young People	1 facility within 480m of every home	10 minute walk time (480m)	Adoption standard: A LAP, LEAP or NEAP constructed to EN 1176 and EN 1177 standards or a Facility for Young People. The facility to have a compliant RoSPA installation report. Prepared in accordance with an agreed plan. Facilities should be appropriate and designed through consultation with children and young people. They should be clean and litter free, well maintained and should also contain seats, litter bins and be dog free (where appropriate). The site should be

Typology	Quantity Standard (hectares per 1000 population)	Accessibility Standard	Quality Standard – Key features of a Site
			appropriately located and meet minimum LAP/LEAP/NEAP criteria with a defined main entrance with clear boundaries.
Outdoor Sports Facilities	2.60 (of which a minimum of 1.09 should be community use pitches) Current provision equates to 2.58 ha per 1000 of which 0.90 are community use pitches.	10 minute walk time (grass pitches) 10 minute drive time - tennis courts, bowling greens, athletics tracks, golf courses and synthetic turf pitches	Adoption standard: A high quality sports facility that is fit for purpose and prepared to the standards required by the governing body of sport e.g. Football Association, Lawn Tennis Association. Pavilion/changing and parking facilities to meet Sport England standards. Sports fields to be provided to a specification agreed by the Sports Turf Research Institute or equivalent organisation. Facilities should be clean and litter free with well kept grass and safe playing surfaces with the pitch appropriately maintained. It is desirable to provide parking, seating facilities, changing facilities and toilets and be dog free.
Allotments	0.33 Current provision equates to 0.26 ha per 1000.	15 minute walk time (long term – 720m)	Adoption standard: A high quality allotment site that is fit for purpose. Including the following features: Loam to a minimum depth of 400mm with few stones; no shading or root invasion by large trees; 2 metre perimeter palisade fencing and gates; water supply with taps or troughs at appropriate intervals; appropriate concrete vehicle access throughout the site, waste container storage and parking; sheds provided adjacent to each plot; onsite toilet; plots laid out with plot markers with 500mm grass strips between plots. Plots ploughed to an agreed depth. Prepared in accordance with an agreed plan. Allotments should be clean, litter free and secure. It is desirable to provide appropriate parking, toilets, water supply and managed appropriate access routes.
Green Corridors	No standard set	No standard set	Adoption standard: An accessible linear space with wildlife habitats to improve biodiversity. These may be predominantly woodland, water, meadow or a combination. Prepared in accordance with an agreed management plan. Sites should be clean and litter free, with clearly defined footpaths and natural features. It is also desirable for sites to have an effective main entrance, litter and dog bins, appropriate planting, lighting and seating.
Civic Spaces	No standard set	No standard set	Adoption standard: An accessible high



Typology	Quantity Standard (hectares per 1000 population)	Accessibility Standard	Quality Standard – Key features of a Site
			quality public space. Prepared in accordance with an agreed plan. Sites should be clean and litter free with well kept grass and seating. It is also desirable to have parking facilities, appropriately maintained footpaths and planting, litter and dog bins, and should be secure and safe.
Cemeteries, disused churchyards and other burial sites	No standard set	No standard set	Adoption standard for Cemeteries: A high quality site that is fit for purpose. Including the following features: 2 metre perimeter fencing and gates; water supply with taps at appropriate intervals; litter bins at appropriate intervals; appropriate tarmac vehicle access throughout the site road markings and parking bays; street lighting; public toilet; cemetery buildings including office, staff quarters and equipment storage; Cemetery plots laid out with concrete beams and plot markers. Prepared in accordance with an agreed plan. Facilities should be clean and litter free, with well kept grass, appropriate planting and infrastructure, including bins. It is also desirable for sites to contain seating, appropriately maintained and safe footpaths, opportunities for biodiversity and wildlife, and toilets (where appropriate).

Original Source: Open Space, Sports and Recreation Study 2010

## **5. PRIORITISING THE SHORTFALLS**

Having agreed a set of standards from the Open Spaces, Sport and Recreation Study 2010, shortfalls can be measured with a view that these should form the basis upon which decisions are made on new open space provision and improvements to existing open spaces. Clearly, to meet all standards across the Borough (fulfil every shortfall) would require a significant investment of resources. The availability of these resources is currently uncertain, and therefore this Open Spaces Strategy needs to identify how to prioritise the shortfalls against these standards.

### **5.1. Identifying the shortfalls**

The Open Spaces, Sport and Recreation Study 2010 identified shortfalls of open spaces for each settlement across the range of typologies, by applying the local standards (identified in chapter 4) against the audit of existing provision. Within each typology, an assessment against each of the three standards is made, as illustrated in table 4 (showing Rothley as an example).

These shortfalls can be seen in summary in table 5, and in detail in appendix 6. The summary table only covers larger settlements and is only indicative of the major shortfalls for those settlements. The quality shortfalls listed do not necessarily apply to all sites within the settlement; for instance a quality shortfall in parks and gardens may apply to just one site rather than all within the settlement.

It is also noted that no quantity or accessibility shortfalls were established for three of the typologies (Green Corridors, Civic Spaces and Cemeteries, Disused Churchyards and Other Burial Sites), as a result of no standards being set in the 2010 Study, in accordance with guidance in PPG17 at that time.

**Table 4: Excerpt from the Assessment of Shortfalls showing Rothley as an example**

Settlement	Parish Pop'n	Parks	Natural and Semi Natural Open Space	Amenity Green Space	Facilities for children	Facilities for Young People	Outdoor Sports Facilities	Allotments	Cemeteries and Churchyards	Overall Summary
Rothley	3,841	<p><b>Quantity</b></p> <ul style="list-style-type: none"> <li>Current Provision: 0 ha per 1000</li> <li>Recommended Standard: 0.32ha per 1000 population</li> <li>Shortfall: -1.23 ha in total</li> </ul> <p><b>Quality</b> There are no parks.</p> <p><b>Accessibility</b> Residents do not have access to parks within the recommended distance threshold. The distribution of amenity space is however good and residents have access to this type of informal space.</p> <p><b>Impact of forthcoming developments</b> None.</p>	<p><b>Quantity</b></p> <ul style="list-style-type: none"> <li>Current Provision: 0 ha per 1000</li> <li>Recommended Standard: 2ha per 1000 population (to be applied to new development only).</li> </ul> <p><b>Quality</b> No natural and semi natural open space</p> <p><b>Accessibility</b> Most residents are outside the recommended catchment</p> <p><b>Impact of forthcoming developments</b> None</p>	<p><b>Quantity</b></p> <ul style="list-style-type: none"> <li>Current Provision: 1.02 ha per 1000</li> <li>Recommended Standard: 0.46ha per 1000 population</li> <li>Surplus: 2.13ha in total</li> </ul> <p><b>Quality</b> Quality of sites ranges from average to excellent. Key area for improvement are, planted areas, grassed areas, litter bins and seats.</p> <p><b>Accessibility</b> Most residents within recommended catchment of amenity green space. Spaces particularly valuable in the absence of parks.</p> <p><b>Impact of forthcoming developments</b> New amenity green space to be provided as part of Persimmon Homes development.</p>	<p><b>Quantity</b></p> <ul style="list-style-type: none"> <li>Current Provision: 4 facilities for juniors. None for toddlers.</li> <li>No quantity standard set</li> <li>Shortfall / Surplus: n/a</li> </ul> <p><b>Quality</b> All sites were rated average – very good. Key areas for improvement include the play value offered at sites, quality of equipment, entrances, seating and litter bins.</p> <p><b>Accessibility</b> Most residents within recommended catchment.</p> <p><b>Impact of forthcoming developments</b> New facility for children to be provided as part of Persimmon Homes development at Hallfields Lane.</p>	<p><b>Quantity</b></p> <ul style="list-style-type: none"> <li>Current Provision: 1 facility</li> <li>No quantity standard set</li> <li>Shortfall / Surplus: n/a</li> </ul> <p><b>Quality</b> The facility at the rear of Rothley Primary School, the only site in the town is rated very good. The key area for improvement is lighting.</p> <p><b>Accessibility</b> Most residents are within the recommended catchment of a facility.</p> <p><b>Impact of forthcoming developments</b> None</p>	<p><b>Quantity</b></p> <ul style="list-style-type: none"> <li>Current Provision: 2.59ha per 1000 population. Facilities provided include tennis, bowls, cricket and football pitches.</li> <li>Recommended standard: 2.60 ha per 1000 use pitches.</li> <li>Shortfall: -0.06 in total. Shortfalls of mini soccer (-1.4) and cricket pitches (-2) but no other unmet demand identified</li> </ul> <p><b>Quality</b> Quality of provision rated average to very good. Key areas for improvement are entrance, seating, lighting, changing facilities and parking.</p> <p><b>Accessibility</b> All residents within recommended drivetime of tennis courts, bowling greens and synthetic turf pitches and golf courses as well as playing pitches suitable for comps.</p> <p><b>Impact of forthcoming developments</b> None</p>	<p><b>Quantity</b></p> <ul style="list-style-type: none"> <li>Current Provision: 0.65 ha per 1000 population</li> <li>Recommended standard: 0.33 ha per 1000</li> <li>Surplus: 1.22 ha in total. Waiting lists at existing sites.</li> </ul> <p><b>Quality</b> Loughborough Road Allotments is rated as average. The key area for improvement is roads and pathways.</p> <p><b>Accessibility</b> Majority of residents within recommended catchment.</p> <p><b>Impact of forthcoming developments</b> None</p>	<p><b>Quantity</b></p> <ul style="list-style-type: none"> <li>Current Provision: one cemetery and one churchyard.</li> <li>No quantity standard recommended.</li> <li>Shortfall / Surplus: Capacity of existing cemetery sufficient.</li> </ul> <p><b>Quality</b> Both sites are rated average. Litter bins, grass areas and parking are the key areas for improvement.</p> <p><b>Accessibility</b> No accessibility standard set</p>	<p><b>Significant Issues</b></p> <ul style="list-style-type: none"> <li>There are no parks within Rothley and there is therefore potential to upgrade an amenity green space into a park. The protection of amenity green space is particularly important for the village in the absence of a park. The Persimmon Homes development at Hallfields Lane will provide further amenity green space. Given the absence of natural green space in the village, there is a need to identify ways of providing this type of space and this could potentially be located within any new park.</li> <li>The Persimmon Homes development at Hallfields Lane will include a new play area.</li> <li>There are shortfalls in the provision of mini-soccer and cricket pitches.</li> </ul>

Source: Open Space, Sport and Recreation Study (2010)

**Table 5: Summary of the shortfalls in the larger settlements and service centres**

Settlement	Summary of shortfalls		
	Quantity	Accessibility	Quality
Anstey	) Outdoor sports facilities ) Natural and semi-natural open space ) Amenity green space ) Parks ) Allotments	) Facilities for young people ) Allotments	) Parks ) Allotments
Barrow	) Natural and semi-natural open space ) Allotments	Facilities for young people	Facilities for children
Birstall	) Amenity green space ) Natural and semi-natural open space ) Outdoor sports facilities ) Facilities for children and young people	Amenity green space	Informal recreation space
Hathern	) Natural and semi-natural open space ) Amenity green space	Natural and semi-natural open space	Amenity green space
Loughborough	) Parks ) Provision for young people ) Cemeteries	) Natural and semi-natural open space ) Facilities for children	Varies across sites
Mountsorrel	) Facilities for children and young people ) Outdoor sports facilities	None	None
Queniborough	) Parks ) Amenity green space ) Natural and semi-natural open space ) Facilities for young people ) Outdoor sports facilities ) Allotments	None	None
Quorn	) Parks ) Amenity green space ) Outdoor sports facilities	) Parks ) Facilities for young people	Facilities for children
Rearsby	) Parks ) Natural and semi-natural open space	Facilities for young people	Facilities for young people
Rothley	) Parks ) Natural and semi-natural open space ) Outdoor sports facilities	) Parks ) Natural and semi-natural open space	None
Shepshed	) Parks ) natural and semi-natural open space ) outdoor sports facilities	Natural and semi-natural open space	) Cemeteries ) Provision for children
Sileby	) Natural and semi-natural open space ) Outdoor sports facilities ) Allotments ) Cemeteries	) Natural and semi-natural open space ) Facilities for young people	Allotments

Settlement	Summary of shortfalls		
	Quantity	Accessibility	Quality
System	<ul style="list-style-type: none"> <li>) Natural and semi-natural open space</li> <li>) Outdoor sports facilities</li> <li>) Allotments</li> <li>) Cemeteries</li> </ul>	<ul style="list-style-type: none"> <li>) Natural and semi-natural open space</li> <li>) Amenity green space</li> <li>) Facilities for children and young people</li> <li>) Allotments</li> </ul>	Amenity green space
Thurmaston	<ul style="list-style-type: none"> <li>) Parks</li> <li>) Facilities for young people</li> <li>) Outdoor sports facilities</li> <li>) Facilities for children</li> </ul>	Parks affected by major transport routes	Facilities for children

## 5.2. Identifying priorities

A framework has been set to prioritise future investment and inform future requirements for developers in addressing shortfalls and raising sites to the local standards. It is based on prioritisation exercises to determine a hierarchy of typologies assessed using the beneficial outcomes outlined in table 1 (chapter 2).

These are:

- ) Health and Wellbeing
- ) Biodiversity
- ) Climate Mitigation
- ) Social Cohesion
- ) Heritage
- ) Economy
- ) Learning.

In order that the prioritisation process was completely without bias, an independent consultant was utilised to develop a robust mechanism which could be used to prioritise the shortfalls identified in the Open Spaces, Sport and Recreation Study 2010. The report detailing the process can be found at appendix 7. The mechanism was influenced by panels to establish a framework in which the shortfalls could be assessed and prioritised.

### 5.2.1. The use of panels

Three key groups were identified as the participants of the consultation process: elected members, members of the public, and officers of the council. In order to fully account for differing interactions on the use, management and development of open space, it was integral to the robust testament of the framework that the three key groups were equally influential in setting the priorities.

The public and elected members groups were given a presentation to ensure a broad understanding of the issues. The officers of the council were chosen as having input into the green spaces service through their positions within the Planning, Sport and Active Recreation and Green Spaces departments, so were asked to complete the exercise independently.

### 5.2.2. Process of prioritisation

Participants were required to individually rate each of the typologies by probable significance of impact on each beneficial outcome, using table 6 below. Thus, each outcome would attain a hierarchy of typologies, and equally, across all beneficial outcomes, a hierarchy of typologies would be established, based on the maximum number of benefits each typology has the potential to deliver.

**Table 6: Ranked typology by beneficial outcomes**

		Beneficial Outcomes						
		Health & Wellbeing	Biodiversity	Climate Mitigation	Social Cohesion	Heritage	Economy	Learning
Typologies	Allotments							
	Amenity Green Space							
	Cemeteries, Churchyards & Burial Grounds							
	Civic Spaces							
	Green Corridors							
	Natural and Semi-Natural							
	Outdoor Sports							
	Parks & Gardens							
	Provision for Children & Young People							

The participants were then asked to rank the importance of the outcomes, using table 7, scoring the highest priority '1' through to the lowest priority '7'.

**Table 7: Ranked importance of outcomes**

Outcomes	Health & Wellbeing	
	Social Cohesion	
	Biodiversity	
	Climate Mitigation	
	Heritage	
	Economy	
	Learning	

A scoring matrix was developed (see table 8) to allow the rating established within the Open Spaces, Sport and Recreation Study 2010 (poor, average, good, very good and excellent) to be applied to each of the typologies, but

required the typologies to be placed in priority order, based on the benefits they generate.

The prioritised list of typologies was then fed into a scoring matrix which can then be applied to each shortfall from the 2010 Study, resulting in each shortfall being allocated a score of priority.

**Table 8: Scoring Matrix**

			Typology 1	Typology 2	Typology 3	Typology 4	Typology 5	Typology 6	Typology 7	Typology 8	Typology 9
			High = 3			Medium = 2			Low = 1		
Quality	Poor	5	15	15	15	10	10	10	5	5	5
	Average	4	12	12	12	8	8	8	4	4	4
	Good	3	9	9	9	6	6	6	3	3	3
	Very Good	2	6	6	6	4	4	4	2	2	2
	Excellent	1	3	3	3	2	2	2	1	1	1

Quantity	Poor	5	15	15	15	10	10	10	5	5	5
	Average	4	12	12	12	8	8	8	4	4	4
	Good	3	9	9	9	6	6	6	3	3	3
	Very Good	2	6	6	6	4	4	4	2	2	2
	Excellent	1	3	3	3	2	2	2	1	1	1

Access	Poor	5	15	15	15	10	10	10	5	5	5
	Average	4	12	12	12	8	8	8	4	4	4
	Good	3	9	9	9	6	6	6	3	3	3
	Very Good	2	6	6	6	4	4	4	2	2	2
	Excellent	1	3	3	3	2	2	2	1	1	1

	High priority		Medium priority		Low priority
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Settlements with a population of less than approximately 1000 have been classified as ‘smaller villages’. In these circumstances it may not always be appropriate to apply the same standards of provision, due to the level of investment in relation to the population of that area.

### 5.2.3. Financial Context

The prioritised shortfalls can then be considered in a financial context i.e. the required indicative level of funding. The amount of funding available to the Council for the provision and improvement of open space will vary significantly from levels of investment that have been afforded the Borough in recent years. Recent austerity measures have had a significant impact on service delivery and availability of alternative funding sources.

Whilst it is important to ensure the Open Spaces Strategy does not burden the Council and its tax-payers too heavily for the future, there is a clear need to plan for the future when the financial climate may be very different.

It is therefore vital to work towards identifying alternative sources of funding open space other than the traditional methods of revenue, capital, grants and contributions through development e.g. section 106.

### 5.3. Outcomes

#### 5.3.1. Ranking Typologies

The process of prioritisation using three groups (Members, Community and Professionals), resulted in each typology being ranked. An average ranking was established per group.

#### 5.3.2. Ranking Beneficial Outcomes

The groups were also asked to rank the beneficial outcomes in order of significance. The total ranks for each beneficial outcome were then combined (by group and overall), giving an order of importance. See appendix 8.

#### 5.3.3. Weighting the Ranked Typologies

The average rankings of typologies were then weighted, to take account of the relative importance of the beneficial outcomes, as defined through the process in 5.3.2 above.

Weightings were applied to the outcomes as follows:

- ) High (x3) – Health & Wellbeing, Social Cohesion
- ) Medium (x2) – Biodiversity, Learning, Climate Mitigation
- ) Low (x1) – Economy, Heritage

#### 5.3.4. Prioritised Typologies

This resulted in a ranking for each typology, as demonstrated in table 9 below.

**Table 9: Weighted rankings of typologies**

Typology	Priority	Level
Parks and Gardens	1 <sup>st</sup>	High
Natural and Semi-natural Open Space	2 <sup>nd</sup>	
Provision for Children and Young People	3 <sup>rd</sup>	
Amenity Green Space	4 <sup>th</sup>	Medium
Outdoor Sports	5 <sup>th</sup>	
Green Corridors	6 <sup>th</sup>	
Allotments	7 <sup>th</sup>	Low
Civic Spaces	8 <sup>th</sup>	
Cemeteries, Churchyards and Burial Grounds	9 <sup>th</sup>	

Whilst this ranked typology reflects the views of the three stakeholder groups having completed an analysis of beneficial outcomes, it does not at this stage take into



account other factors such as the level of deficiency in any given area or funding criteria.

### 5.3.5. Prioritising the Shortfalls

The prioritised typologies were then used in the scoring matrix (see table 10 below), which was, in turn, used to prioritise the shortfalls identified in the 2010 Study.

**Table 10: Scoring matrix, including prioritised typologies**

			Parks & Gardens	Natural & Semi-Nat	Children & Young	Amenity Green Space	Outdoor Sports	Green Corridors	Allotments	Civic Spaces	Cems, Churchyards & Burial Grounds
			High = 3			Medium = 2			Low = 1		
Quality	Poor	5	15	15	15	10	10	10	5	5	5
	Average	4	12	12	12	8	8	8	4	4	4
	Good	3	9	9	9	6	6	6	3	3	3
	Very Good	2	6	6	6	4	4	4	2	2	2
	Excellent	1	3	3	3	2	2	2	1	1	1

Quantity	Poor	5	15	15	15	10	10	10	5	5	5
	Average	4	12	12	12	8	8	8	4	4	4
	Good	3	9	9	9	6	6	6	3	3	3
	Very Good	2	6	6	6	4	4	4	2	2	2
	Excellent	1	3	3	3	2	2	2	1	1	1

Access	Poor	5	15	15	15	10	10	10	5	5	5
	Average	4	12	12	12	8	8	8	4	4	4
	Good	3	9	9	9	6	6	6	3	3	3
	Very Good	2	6	6	6	4	4	4	2	2	2
	Excellent	1	3	3	3	2	2	2	1	1	1

	High priority		Medium priority		Low priority
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## 6. FRAMEWORK FOR DELIVERY

### 6.1. Identifying Deficiencies

The Open Spaces, Sport and Recreation Study (OSSRS) 2010 identified standards for open space across quality, quantity and accessibility. This Open Spaces Strategy adopts these standards across the Borough. The OSSRS 2010 also resulted in the identification of a list of shortfalls in the provision of nine different 'typologies' of open space in Charnwood, against these standards (a gap analysis). These deficiencies have been mapped to illustrate the extent to which provision fails to meet the standards identified and adopted in this Strategy across the Borough.

This extensive nature of the list, including shortfalls in quantity, quality and accessibility for Charnwood residents across most settlements, suggests that bridging all the gaps in provision could not be met without substantial and long term investment. This level of investment exceeds that expected to be successfully delivered through the planning system (Section 106 and Community Infrastructure Levy, CIL) combined with any available revenue or grants/bids.

There is therefore a clear need to prioritise the delivery programme for the Open Spaces Strategy and to consider the themes that can be identified from the recommendations in the OSSRS 2010.

### 6.2. Themes from the OSSRS

The recommendations from the OSSRS 2010, consider six major typologies of open space, namely:-

1. Parks & Gardens
2. Natural & Semi-Natural Open Space
3. Amenity Green Space
4. Children & Young People
5. Outdoor Sports Facilities
6. Allotments

Common themes across these typologies include:-

- ) A need to create clear policies to protect and enhance open space
- ) Improving marketing of open space and exploit educational value of open space across the Borough including accessibility via public transport, cycling or walking
- ) Upgrading existing open space to make better use of or provide alternative uses for the open space e.g. change in typology
- ) Improve management practices to allow for more effective or efficient use of open space e.g. splitting allotments or playing pitches
- ) Identify linking opportunities of open space, particularly throughout the Soar Valley and Charnwood Forest
- ) Act as critical friend to key partners and provide advice and support where possible
- ) Use best practice and make best use of other stakeholders e.g. access to educational establishments playing facilities and utilising children and young people in the design of facilities
- ) Ensuring new developments actively contribute towards the standards of open space, in terms of quantity, quality and accessibility

- J Consider disposal options on facilities that 'overlap' provision to ensure reinvestment is secured
- J In recognition of changing circumstances, continue to monitor and assess provision, need and demand to ensure accurate response by the Council
- J Ensure close links with and protection of conservation and biodiversity in all typologies in providing and managing open space
- J Ensure the areas of significant deficiency are addressed, in quality, quantity and accessibility across the six typologies

### **6.3. Strategic Urban Extensions (SUE's)**

As part of the Council's Development Strategy there are proposals to provide a number of Strategic Urban Extensions, or SUE's which will address some of the shortfalls identified in the gap analysis referred to in section 7.1 above.

As part of the emerging Core Strategy, The Council has engaged with a number of key stakeholders in a master-planning process to identify the needs, aspirations and priorities of the community, developers and the Council in developing SUE's in the Borough. The Council's Corporate Plan envisages these SUE's will provide quality developments that bring the Council's vision to life and will provide overall benefits for the Borough. This vision and quality provision will include taking into account the Open Spaces Strategy Policy Statements and other key corporate factors that may impact on the type or level of open space in these areas.

This delivery mechanism for the SUE's open space will therefore, be driven by the master-planning process and guided by the Open Spaces Strategy.

### **6.4. Open Space Outside of SUE's**

The relationship between SUE's and the remaining settlements in the Borough is clearly interlinked. Not only will SUE's help bridge some of the existing gaps identified in existing settlements, but new more strategic proposals may come forward as part of the master-planning process that will offer significant broader benefits to a wider community outside of SUE areas.

The priority list already identified in 7.1 above provides the initial set of open space projects required to fill gaps in standards in Charnwood's settlements. An important mechanism for resourcing the delivery of these projects is funding through the planning system e.g. Section 106 or CIL.

As Section 106 funding is directly related to a development site, these projects and priorities are guided to some extent by the developments that come forward in the Borough. CIL on the other hand is not necessarily specific to a single development site. The Council's emerging CIL infrastructure plan will need to take account of key priorities for fulfilling open space deficiencies.

As such this plan will be influenced by the Open Spaces Strategy to ensure it takes account of the key strategic issues such as linking the different areas of green space in the Soar Valley corridor.

### **6.5. Policy Framework**

The evidence gathered during the development of this Strategy therefore supports the need for a set of Open Spaces Policy Statements that reflect the community

expectations for open space. These are summarised in table 11 below and detailed in Section 6.6 below.

In adopting these Policy Statements the Council will guide future development and improvements as well as embed these principles in the way the Council manages open space in the future. The Council will use the Policy Statements to help lead and guide stakeholders and delivery partners in the successful delivery of the Open Spaces Strategy during the period up to 2028.

Collectively, these policy statements provide a policy framework in which open spaces are protected, enhanced, improved, managed or provided in accordance with the Council’s strategic aims and objectives (as laid out in the Open Spaces Strategy).

## 6.6. Detailed Policy Statements

**Table 11: List of Policy Statements**

Reference	Policy
1	General
2	Parks & Gardens
3	Natural & Semi Natural Open Spaces
4	Amenity Green Space
5	Provision for Children & Young People
6	Outdoor Sports Facilities
7	Allotments. Community Gardens & Urban Farms
8	Cemeteries, Churchyards & Burial Grounds
9	Green Corridors
10	Civic Spaces
11	Trees & Hedgerows
12	Woodlands

### 6.6.1. General

Policy Statement 1, General, covers all typologies and is overarching across the remaining 11 Policy Statements.

**(a) Protection of Open Spaces**

The Council wishes to protect and preserve public open space by  
 ) ensuring that assets are not transferred out of the Council’s  
 ownership (with the exception of lease arrangements) except in

- exceptional circumstances and where alternative open space provision shall be made;
  - ) ensuring that where open space is lost through development alternative provision is gained to meet the standards set within the Open Spaces Strategy;
  - ) ensuring that development proposals and local improvement works take all reasonable steps to avoid harm to the amenity, heritage, biodiversity or recreational value of existing open space;
  
- (b) *Standards for Open Space Provision***  
 The Open Spaces Strategy includes 'standards' for open space in Charnwood, including quality, quantity and accessibility in all settlements across most typologies. The Council will take all reasonable and practicable steps to achieve these standards across all settlements (existing and proposed new developments, including SUE's) and across all relevant typologies.
  
- (c) *Dealing with Surpluses and Deficiencies in Open Space***
  - ) The Council will ensure that where surplus land exists (where typologies exceed the standards for local communities), modification to the land to address other typology shortfalls within the locality will be considered prior to consideration for disposal where practicable.
  - ) The Council will seek to address deficiencies in open space (where typologies do not meet the standards for local communities) by identifying relevant funding sources, seeking funding applications and consideration of gain through the planning system.
  
- (d) *Adoption and Liability of New Open Spaces***  
 In seeking to address the shortfalls identified in the Open Spaces Strategy by creating new open spaces, the Council will reduce its financial liability by actively promoting the transfer to third party organisations e.g. Parish or Town Councils, Management Bodies or Trusts. Where the Council does accept the asset transfer appropriate levels of revenue funding will be agreed in advance and the quality standards identified in the Open Spaces Strategy should be met, where possible, prior to transfer. Revenue funding will be reviewed and adjusted on a regular basis.
  
- (e) *Open Space Changes***  
 In recognition of changing circumstances, the Council will continue to monitor and assess provision, need and demand to ensure an effective response by the Council and to upgrade existing open space to make better use of, or provide alternative uses, e.g. change in typology.
  
- (f) *Consultation***  
 We will consult with local residents, users and community groups, where reasonable, on proposals for development of or changes to open space, standards or policies to ensure community expectations are met in delivering and managing open space and in order to set good examples to other providers.

- (g) **Partnership Working**  
We will continue to work in partnership with the public, private and voluntary sectors including providing advice and support and acting as a critical friend in order to more effectively manage and enhance our open spaces across the Borough.
- (h) **Management and Maintenance**  
The Council recognises the importance of high quality management and maintenance of open spaces and will seek to ensure that the quality standards identified in the Open Spaces Strategy are met. The Council will continually review how it manages its open space to ensure it provides a high quality service that is sustainable and accessible. Specifications, procedures and protocols will be developed to supplement these policies in order to effectively manage open space.
- (i) **Signage and Interpretation**  
We will ensure that where there is an identified need appropriate marketing materials, signs and interpretation boards are in place for the Council's open spaces. Signage should be sufficient for purpose and positioned to avoid impairing amenity and creating visual clutter.
- (j) **Marketing and Promotion.**  
To improve marketing of open space across the Borough including to fully exploit its value for education, health promotion, improved livability of neighbourhoods and accessibility via public transport, cycling or walking.
- (k) **Investment in Open Spaces**  
We will explore and co-ordinate all investment opportunities in our open spaces including Heritage Lottery Funding, Sport England, etc. We will continue, where appropriate, to seek funding through the planning process e.g. Section 106, for open space provision in relation to new development.
- (l) **Community Cohesion**  
We will work with our partners to tackle crime and anti-social behaviour and improve social cohesion on open spaces.
- (m) **Quality Schemes**  
To encourage and support schemes that promote quality and sustainability, such as Loughborough in Bloom and Green Flag, to enhance the Council's Open Spaces.
- (n) **Biodiversity**  
The Council has an overarching duty to consider the protection and enhancement of biodiversity and the natural environment in the exercise of all its functions. In the management, maintenance and development of open space biodiversity will be a priority.

**(o) Community Engagement and Volunteering**

The Council recognises the many valuable benefits that volunteering can bring to the individual, to society and to Charnwood's open spaces. The Council will continue to encourage and support volunteering in its many forms including Friends of Groups, Volunteer Warden Schemes or affiliation to nature conservation groups. In committing to providing and extending the range of volunteering opportunities within the open spaces work programme, the Council will provide technical support and advice to community and voluntary groups that are working on projects which support the delivery of the open spaces strategy.

**(p) Equality and Diversity**

The Council is committed to promoting equality and diversity in the provision and management of open space including improvements to open space facilities. This commitment recognises not only our legal requirements under legislation, but also our drive to ensure we make all reasonable adjustments to ensure that our facilities are accessible to all sectors of the community.

## **2) Parks and Gardens**

### *Vision*

A Borough where an ample provision of high quality parks and gardens ranging from pocket parks to town parks meets the needs of local communities and enhances the quality of life for all. These green spaces provide an excellent range of opportunities for spiritual reflection, informal leisure, active recreation and play. Local communities are encouraged to become involved in managing their local parks and the Borough Council recognises the importance and value they hold for residents and visitors alike.

### *Objectives*

- ) To ensure that where parks and gardens are provided they meet standards set within the Open Spaces Strategy.
- ) To protect the heritage and environmental context of the Council's parks and gardens
- ) To involve local communities and partners to help manage and promote those areas
- ) To provide access for all for communities to use, appreciate and to enjoy

### *Policies*

- (a)** To sustainably maintain and manage our Parks and gardens.
- (b)** To promote the use of parks for community events and activities
- (c)** To encourage a sense of community ownership, engagement and involvement in parks
- (d)** To provide appropriate on-site supervision and monitoring of Parks.
- (e)** To seek to maintain Green Flag status for Queen's Park.

### **3) Natural & Semi-Natural Green Spaces**

#### *Vision*

A Borough where the natural and semi-natural green spaces enhance the quality of life for residents and visitors and to protect biodiversity. These sites are protected and managed to provide high quality accessible green spaces for people to enjoy for spiritual reflection, recreation, leisure and play and to experience and learn about nature close to where they live. They are managed as important wildlife habitats, in order to improve the biodiversity of the Borough.

#### *Objectives*

- ) To ensure that where Natural & Semi-Natural Green Spaces are provided they meet standards set within the Open Spaces Strategy.
- ) To recognise the contribution of these green spaces to nature and wildlife conservation, enhancing and protecting biodiversity, and their heritage value.
- ) To involve local communities and partners to help manage and promote those areas.
- ) To provide access for all for communities to use, appreciate and to enjoy these green spaces whilst safeguarding their biodiversity interest

#### *Policies*

- (a) To work with partners and local communities to improve access to, and quality of, natural and semi-natural green spaces and to manage them effectively
- (b) To seek to protect natural and semi-natural green spaces including the use of statutory and non-statutory designation status (such as Local Nature Reserve and Local Wildlife Site) where appropriate.
- (c) To actively encourage the use of volunteers in the effective management of these sites
- (d) To raise awareness and increase appropriate recreational use to enable all sections of the community to use and enjoy these areas, commensurate to the retention of their biodiversity interest
- (e) Seek to maintain Green Flag Status for The Outwoods

### **4) Amenity Green Space**

#### *Vision*

A Borough where well-managed amenity green spaces contributes to the quality of life of local neighbourhoods These sites are managed and developed to take opportunities to provide more interesting and stimulating green spaces whilst maintaining amenity open space for its primary purposes of providing recreational space and visual enhancement of neighbourhoods.



### *Objectives*

- ) To ensure that where Amenity Green Spaces are provided they meet standards set within the Open Spaces Strategy.
- ) To recognise the contribution of these green spaces to nature and wildlife conservation, enhancing and protecting biodiversity.
- ) To involve local communities and partners to help manage and promote those areas.

### *Policies*

- (a)** To expand the use of alternative management techniques such as wildflower and meadowland marginal planting, community orchards etc on large areas of amenity green space to promote biodiversity and amenity value.
- (b)** To work with volunteer groups and local residents to identify opportunities to improve amenity green space for the local community.

## **5) Provision for children and young people**

### *Vision*

A Borough where all children and young people have access to a range of high-quality, safe and well-managed play opportunities and where provision is stimulating and challenging to meet their needs in terms of high play value,

### *Objectives*

- ) To ensure that the equipment on play spaces and facilities is inclusive, appropriate and stimulating for a range of age groups and abilities and, wherever reasonable, accessible to all
- ) To ensure that the children and young people have a continuous involvement in the design of play spaces and teenage facilities
- ) To provide, where appropriate, high quality, safe local/neighbourhood play spaces and teenage facilities to encompass all needs within the local community

### *Policies*

- (a)** To ensure all proposed new play facilities are effectively appraised for play value and appropriate provision etc prior to commissioning and installation
- (b)** To involve children and young people in the design, and positioning of their local play area or teenage facility and take their views into account where possible.
- (c)** To ensure that all play facilities meet high quality standards in their design and construction prior to asset transfer
- (d)** To consider the inclusion of natural play and opportunities for contact with nature and wildlife in designing new open spaces
- (e)** To develop and implement a preventative maintenance, renewal and decommissioning procedure of play equipment.

## 6) Outdoor Sports Facilities

### *Vision*

A Borough where sufficient good quality publicly accessible facilities are available in the right locations, to meet the need for the widest possible range of formal outdoor sport and recreational opportunities for all those who wish to participate. These spaces will be well managed and maintained to meet the requirements of the relevant sporting bodies and make a positive contribution to the visual amenity of the area.

### *Objectives*

- )  To provide all residents and visitors with access to quality formal outdoor recreation provision, playing facilities and changing accommodation, to ensure increased participation
- ) To support a strong voluntary sector across different sports providing facilities and working with their local communities to ensure best use of resources

### *Policies*

- (a) To encourage school recreation facility provision, wherever feasible, to be made available to the community.
- (b) To support and encourage the voluntary sector to meet the needs of local people and to increase participation across all communities including community management and asset transfer.
- (c) To review the allocation and provision of sports provision to improve accessibility across the Borough and allow a full range of sports to be available to the communities in Charnwood.
- (d) To provide quality, fit for purpose outdoor sports facilities which meet the requirements of the relevant sporting bodies. Where sites do not meet quality standards funding opportunities will be explored or decommissioning and/or change of use considered.

## 7) Allotments, Community Gardens and Urban Farms

### *Vision*

A Borough where there is well-managed provision of high quality and fully productive allotment plots, community gardens and community orchards which are promoted to ensure high demand. Where appropriate sites will be secure and with good service provision.

### *Objectives*

- ) To provide allotment sites that meet the standards set out in the Open Spaces Strategy
- ) To promote establishment of allotment associations to run Council owned allotment sites
- ) To identify opportunities to develop and establish new allotments, community gardens, community orchards and urban farms.
- ) To maximise the use of available land to increase plot provision.

### *Policies*

- (a) To ensure that where new allotments are proposed the design takes account of the standards set out in the Open Spaces Strategy
- (b) To encourage community management of allotments through the establishment of allotment associations
- (c) To review the allocation and provision of allotment space and size of allotment plots to improve accessibility across the Borough

## **8) Cemeteries, Closed Churchyards & Burial Grounds**

### *Vision*

A Borough where cemeteries and closed churchyards are managed to ensure they are protected and developed as places for dignified burial services and spiritual reflection and for their importance for heritage, nature conservation and biodiversity.

### *Objectives*

- ) To ensure that sufficient burial space is available to the community in the future
- ) To safeguard the cemeteries with regard to important wildlife habitats, heritage or archaeological features
- ) To ensure the Council complies with its duty to maintain closed churchyards in decent order
- ) To work with partners and local communities to manage these areas and to maintain and enhance their value including biodiversity and heritage

### *Policies*

- (a) To secure an extension to Loughborough Cemetery or identify an alternative burial site within appropriate financial constraints of the Council
- (b) To review the safety of memorials and undertake remedial action where necessary.
- (c) To work with partners and local communities to manage our cemeteries and closed churchyards to obtain an appropriate balance between maintenance requirements and heritage, biodiversity and archaeology.

## **9) Green Corridors**

### *Vision*

A Borough where an extensive network of green corridors provides active recreational and leisure opportunities, whilst being maintained for their primary purposes as through routes and wildlife corridors which enhance habitat connectivity and visual amenity of neighbourhoods.

### *Objectives*

- ) To ensure that where green corridors are provided they meet standards set within the Open Spaces Strategy.
- ) To create green corridors that link existing wildlife habitats within the Borough

### *Policies*

- (a) To work with volunteer groups, partners and local residents to identify opportunities to create and improve green corridors for the local community and to enhance their ecological function.
- (b) Identify linking opportunities of open space, particularly throughout the Soar Valley and Charnwood Forest

## **10) Civic Spaces**

### *Vision*

A Borough where well-managed civic spaces contribute to the quality of life of local neighbourhoods and provide more interesting and stimulating public space whilst being maintained for its primary purposes of functional space.

### *Objectives*

- ) To ensure that where civic spaces are provided they meet standards set within the Open Spaces Strategy.
- ) To protect the heritage and environmental context of the Council's civic spaces
- ) To involve local communities and partners to help manage and promote those areas
- ) To provide access for all for communities to use, appreciate and to enjoy

### *Policies*

- (a) To sustainably maintain and manage our civic spaces.
- (b) To encourage and support Loughborough in Bloom to enhance the Council's civic spaces in Loughborough

## **11) Trees & Hedgerows**

### *Vision*

A Borough where trees and hedgerows are valued for the significant contribution they make to wellbeing and quality of life within the area. Trees and hedgerows are managed to promote biodiversity, climate mitigation, and visual amenity whilst being safe and healthy.

### *Objectives*

- ) To ensure that the Council's tree stock is maintained in a safe and healthy condition and minimise associated health and safety risks.
- ) To provide appropriate levels of information and advice to the public on the Council's tree stock.
- ) To identify and ensure appropriate management of hedgerows which are important for biodiversity, as wildlife corridors or as landscape features.
- ) To minimise the health and safety risks of the Council's trees.
- ) To effectively manage the positive contribution made by trees and hedgerows to open spaces.
- ) To identify opportunities to create new hedgerows and appropriate tree planting schemes including community orchards.

### *Policies*

- a)** Charnwood Borough Council will continue to carry out its rolling programme of tree inspections by independent experts together with associated remedial programme of work.
- b)** The Council will respond positively to tree matters involving safety (including highway safety) and will remove dead, dying (except where biodiversity issues prevail) and dangerous and unsafe trees and branches.
- c)** Where it can be demonstrated that a tree is the primary cause of direct damage to property the Council will act to rectify the problem. In cases of damage to property it must be clearly demonstrated that the tree is the principal cause of the damage. (The effects of tree litter such as leaves, twigs, fruit etc will not be considered as direct damage)
- d)** The Council will not prune its tree stock to alleviate the obstruction of light or telecommunication signals or where branches overhang neighbouring properties.
- e)** The Council may carry out work on trees in response to its development priorities. Development priorities may include site or neighbourhood redesign, the redevelopment of parks, gardens and other green spaces, or woodland management schemes.
- f)** The Council will consider accepting sponsorship for tree work only where this has been identified as good arboricultural practice
- g)** The Council will work with partners and community groups to identify opportunities to increase its tree stock through appropriate tree planting.
- h)** There will be a presumption against removal of existing hedgerows and appropriate management systems will be put into place in order to protect and enhance the quality and condition of hedgerows.
- i)** The Council will consider planting new, species rich, native hedgerows in appropriate locations to meet a variety of objectives, including habitat creation, the screening of unsightly development, the provision of shelter and the enhancement of the landscape
- j)** In planting or adopting hedgerows or tree belts, the Council will be sensitive to the potential for damage or inconvenience, or impeding access as they mature causing by planting in close proximity to other structures. In addition, the Council will recognise and take positive action to prevent the potential conflict of interest where developments are proposed in close proximity to existing trees, treebelts and wooded areas.

## 12) Woodlands

### *Vision*

A Borough where woodlands are valued and sustainably managed in order to provide a multitude of functions including wildlife conservation, spiritual reflection, recreation, carbon sequestration, landscape enhancement and screening. Where existing woodlands are protected and new woodlands are created for future generations to enjoy.

### *Objectives*

1. To ensure that the Council's woodlands are managed with nature conservation and biodiversity as a central objective with other uses only considered where they will not conflict with the needs of wildlife.
2. To promote the development of new woodlands in order to meet a multitude of functions and to ensure that existing woodlands are sustainably managed in a way that maximises reflects their individual character.
3. To involve local communities and partners in the management and promotion of woodlands.

### *Policies*

- (a) The Council will aim to ensure that each woodland/wooded area has an up-to-date management plan in place which will be reviewed on a regular basis. Management plans will reflect the complexity and sensitivity of the site
- (b) Non-native introductions will be gradually removed from ancient, semi-natural woodland sites and replaced with native species appropriate to the area. Where possible this will be achieved by natural regeneration or by planting stock of local provenance
- (c) The Council will encourage community involvement with Woodland Management through partnership working with nature conservation organisations, and where appropriate through the establishment of Friends Groups and volunteer schemes.
- (d) The Council will encourage the creation of new woodlands in appropriate locations ensuring layout and selection of species reflects the local woodland character. New woodlands will be designed to minimise conflict with local residents and at all stages of the woods evolution.
- (e) The Council will seek to realise any economic potential of woodland through the marketing of timber and other woodland products where this does not conflict with other priorities.

## 6.7. Strategic Delivery Framework

The delivery of the Open Spaces Strategy is therefore dependant upon a flexible but robust framework. This includes specific issues and methods for dealing with the needs and aspirations of the different communities in the Borough and especially those opportunities provided by the emerging SUE's. These will be managed using a toolbox of options available ranging from policies, management practices, master-planning and working with key stakeholders and engaging the community.

Other strategic objectives will also be taken into account as they emerge including key partner objectives such as those of Loughborough University, the Charnwood Forrest Partnership or Sports and Recreational Development agencies. This delivery framework will therefore need to be flexible to meet opportunities that might arise but also respond to the demands of the communities they will ultimately serve. Community engagement is therefore key to the success of this delivery framework.

## 7. CONCLUSIONS & NEXT STEPS

The Open Spaces Strategy has been developed using a robust evidence base in the form of the Open Spaces, Sport and Recreation Study 2010. This Study used extensive consultation with key stakeholders to formulate a set of local standards leading to the identification of key shortfalls in provision of several types of open space across the Borough.

In developing the Open Spaces Strategy the different types of open space were ranked according to their beneficial outcomes with the resultant information used to produce a prioritised list of shortfalls that needed to be addressed. The use of key stakeholders' views on beneficial outcomes has allowed effective community engagement in the Strategy process and the resultant 'Framework for Delivery' will have a level of community buy-in.

Additional consultation, by Leicestershire County Council on Green Spaces in 2011 and the Borough Council on the Draft Open Spaces Strategy in 2012 achieves a greater understanding of community expectations and priorities. This should provide stakeholder confidence in the Open Spaces development process and resultant Open Spaces Strategy for Charnwood. It will aid the delivery of community expectations, subject to the financial constraints and availability of funding sources, and deliver best practice through the management of open space that have embedded the Open Space Policy Statements.

### 7.1. Action Plan

One of the initial tasks upon completing the Open Spaces Strategy, will be to produce an Action Plan that includes a comprehensive assessment of the resources required to deliver the different elements, recognising that a number of projects have been identified as priorities for the Council. This Action Plan will be regularly reviewed in light of:-

- ) Availability and ownership of land
- ) Local knowledge of community needs
- ) Appropriate methods of delivery of projects, such as community led
- ) Community consultation on the acceptability of projects
- ) Statutory obligations
- ) Amount of funding required
- ) Availability of suitable funding opportunities and any potential funding criteria
- ) The development of new facilities near to the Borough boundary.
- ) Partnership working opportunities and the economic climate.

It will be a 'community owned' tool, which given sufficient support and funding during the life of the Open Spaces Strategy will effectively deliver community expectations. It will encourage access to, and the use of, existing facilities, enabling seldom heard groups to recognise the benefits provided by open spaces.

The Action Plan and associated Open Spaces Strategy will encourage and maximise community use of open spaces through the development of programmes and events. This will include a full compliment of sporting and recreational activities, made available to a broad range of the community.



This Action Plan will be guided by the community expectations and priorities, Open Space Policy Statements and consultation to ensure it remains relevant and up-to-date whilst maintaining the Council's policy position on Open Spaces.

Early opportunities within the Action Plan will include:

- ) To establish a set of key stakeholders across the Borough that can help steer the approach to delivering quality open space to serve local communities;
- ) To actively identify and map the funding opportunities available for open spaces, for example existing Section 106, revenue and capital, and grants.

The use of key stakeholders will help engage key sectors of the community, such as user groups and 'Friends of' groups, in the delivery of projects. These groups may have a number of different roles, including:

- ) Assisting in bidding for funding (e.g. unlocking funding opportunities);
- ) Assisting in the delivery of projects;
- ) Acting as a sounding board for the feasibility of projects;
- ) Management of open spaces (e.g. transfer of responsibility to community groups).

## **7.2. Review Periods**

The Open Spaces Strategy is intended as a framework and guide for the delivery of priorities, and local circumstances will be used to inform its implementation. As these priorities will change over time there is clearly a need for regular reviews of the Action Plan to ensure local needs are being met as well as strategic priorities progressed. This short-term Action Plan will therefore be reviewed in 2017.

## **7.3. Partnership Working**

The consultations and research undertaken as part of the development of the Open Spaces Strategy highlight the following opportunities relating to the provision, management and maintenance of open spaces:

- ) Loughborough University is seen as a key driver of the character of the town. There are significant opportunities to capitalise further on the resources that the university has, as well as maximising the input that the University and its students can have in day to day community life. For example, students with expertise in sports may wish to provide volunteering at local sports clubs.
- ) There are many examples of effective partnership working across the Borough, including the Charnwood Forest Partnership and the Charnwood Sport and Recreation Alliance (CSARA). Such partnerships are key to helping deliver the Open Spaces Strategy.
- ) There are opportunities to increase the role that schools play in community life and to maximise use of the facilities that these sites have to offer outside of curricular hours.

In order to maximise the benefits that can be derived from the provision of open spaces, key stakeholders should be identified with a common aim of helping to realise the benefits of the partnership working opportunities e.g. sharing of knowledge and experience, joint funding applications etc, and proactively investigate the opportunities raised.

#### **7.4. Measuring the success of the strategy**

The success of the strategy will be measured through a follow-up study to look at progress in addressing the deficiencies identified in the Open Spaces, Sport and Recreation Study 2010. The Action Plan will also be used as a barometer of success in respect of key deliverables during the short-term. It is also proposed to review the delivery of the key objectives at least every five years.

#### **7.5. Public Engagement and Communication**

Public engagement in open spaces is essential to reap the greatest benefits available to the wider community. The clear benefits have been identified in the development of this Open Spaces Strategy, ranging from health through social cohesion to biodiversity. Few other activities the Council is proactively involved in offer such a range of significant benefits to a wide cross section of the community.

The Council conducts regular consultation of the level of satisfaction with the services it provides as part the Corporate Plan. This survey shows that clean, tidy and safe open spaces are a key feature for residents and visitors alike in considering where to live and work.

As a result the Council recognises the clear benefits that such open space can provide. Positive customer feedback is therefore significant in measuring how well the service is received. To date the Green Spaces service has seen continued improvements in satisfaction in recent years, reflecting the investment and support the Council has provided in quality open spaces provision across the Borough.

This Strategy therefore will form the cornerstone for measuring this key corporate indicator and as such a comprehensive and robust public engagement process will be maintained throughout the Strategy period.

It is recognised that new developments are key to the delivery of additional public open space. Clearly the planning system will have an important role to play in managing community engagement either through the preparation of the local plan, community led neighbourhood plans or through the determination of planning applications.

Community engagement will range from specific sectors of the community being directly engaged in the design of open space e.g. children's and young peoples play, through to engagement of sports or special interest groups in the identification and support for appropriate funding of open space, and direct consultation with whole communities on specific projects in settlements e.g. Parish or Town Councils.

# Open Spaces Strategy 2013-18 Delivery Plan

## Key

The delivery plan is presented within the following topics for ease of use:

- 8.1 Planning and Development**
- 8.2 Community and locality**
- 8.3 Media and Promotions**
- 8.4 Sports and Active recreation**
- 8.5 Allotment Provision**
- 8.6 Partnership Working**
- 8.7 Site management and facilities**
- 8.8 Environmental sustainability and protecting biodiversity**

**Resources:** Resources have been identified where known. Much green space development work is opportunistic and reactive, as well as dependent on funding opportunities arising. This section will therefore continuously evolve as resources become available.

### **Delivery Teams:**

**COS:** Cleansing and Open Spaces Service, encompassing the following teams:

**P&D:** Policy and Development team (COS)

**GS:** Green Spaces Operations Team (COS/private contractor)

**Eng:** Engineering Operations Team (COS/private contractor)

**BS:** Business Support (COS)

**Rangers:** The Ranger Service is part of the GS team performing a specific service of site monitoring and community outreach and activities. (COS/private contractor)

**Links to OSS Policies:** Each action is linked to the relevant Open Space Strategy policy statements (Appendix 2) – many actions relate to multiple policy statements.

### **Completion of Tasks**

The actions are allocated a colour to highlight status.

**Red** – Task not yet undertaken.

**Amber** – Task in place or programmed but not undertaken within Action Plan period

**Green** – Task complete or being undertaken as ongoing.

Ref.	Action	Targets	Resources	Teams	Timescale	Links to OSS policies
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### 8.1 Planning and Development

8.1.1	Work with colleagues in Planning and Regeneration to develop detailed guidance on the implementation of open space standards for new and proposed developments which are set out in the Council's Core Strategy and Open Spaces Strategy.	Improved provision of green spaces in new developments.	Officer time	P&D	2015. To be developed as part of 2018 review process.	1a
8.1.2	Where adoption of land by CBC is proposed, ensure all sites are visited prior to adoption to review and ensure adequate and agreed standards are reached prior to provision.	Adoption of high quality, appropriately designed, open space only	Officer time	P&D, GS	Ongoing	1a, 5c
8.1.3	Commit officer time from Cleansing and Open Spaces to participate in the steering groups for each of the Sustainable Urban Extensions identified in the Council's Local Plan Core Strategy.	To ensure open spaces are delivered which are appropriate to the needs of the local community, meet defined standards and can be secured in the long term.	Officer time	P&D	Ongoing	1a, 1b, 1e

Ref.	Action	Targets	Resources	Teams	Timescale	Links to OSS policies
8.1.5	Planning Liaison Officer to act as a main of contact to all COS team to ensure all future management is considered within the design.	Improved maintenance after adoption due to consideration of maintenance issues within design.	Officer time	PLO, GS, Eng.	Ongoing	1d, 1e
8.1.6	<b>Develop Section B of this document in consultation with Parish Councils to review shortfalls in each area and identify future projects</b>	Reviewed information for each parish in Charnwood	Officer time	P&D	Ongoing discourse	1b, 1c, 1e, 1f
8.1.7	Liaise with planning team regarding suitable green spaces for each planning application, at all stages of development, referring to section B of this document.	All planning applications and amendments to receive comments from GS.  Consistent approach and open space to address shortfalls in current provision across the Borough.	Officer time	PLO	Ongoing	1b
8.1.8	Liaise with Parish Councils to spend current S106 contributions for Open Space developments	Open Space developments across all of Charnwood that address shortfalls and meet community needs.	Officer time	P&D	Ongoing	1b,1e, 1f

Ref.	Action	Targets	Resources	Teams	Timescale	Links to OSS policies
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## 8.2 Community

8.2.1	Continue the community engagement work, initiated by the Access to Nature project, through the newly created Ranger Service.		Officer time	Rangers	Ongoing	1o, 1p
8.2.2	Improve engagement and communications with stakeholders:  Write 'Customer Charters' with, and for, key stakeholders (eg. Sports groups, allotments etc)	2 charters per year	Officer time	P&D, Rangers, GS	Ongoing. Required as part of MOS contract commitments	1f
8.2.3	Develop user satisfaction surveys based on the customer charters impact	2 user group surveys per year following charter (start 2014)	Officer time	P&D. BS	Ongoing. Required as part of MOS contract LPIs	1f
8.2.4	Carry out visitor satisfaction surveys on key sites in order to identify user profile and management/development priorities.	Two visitor surveys per year	Officer time	P&D  Ranger Service	Ongoing. Required as part of MOS contract LPIs	1f, 1h
8.2.5	Support user groups in becoming self-leading and		Officer time	P&D, Rangers, GS	Ongoing	1f

Ref.	Action	Targets	Resources	Teams	Timescale	Links to OSS policies
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	representative.					
8.2.6	Create stakeholder group, representing site users and key partners to overview open space management and delivery of the Open Spaces strategy. This group should include partners within CBC and external site user representatives. The role of this group will be to oversee the implementation of the OSS and Action Plan against resources.	Increased use and ownership of open spaces  Group to be formed with Terms of Reference in Yr 1.	Officer time Expenses	P&D	2014. To be developed as part of 2018 review.	1f, 1g, 9a.
8.2.7	Deliver volunteer conservation tasks	Minimum of Bi-weekly tasks with regular volunteers and  5 corporate task days per year.	expenses	Ranger service	<b>Ongoing.</b> Required as part of MOS contract delivery	1o, 3c
8.2.8	Expand volunteer opportunities alongside ranger service with a focus on health, skills development and social wellbeing	10 new volunteers a year attending regular conservation tasks.	expenses	Ranger service	<b>Ongoing.</b> Required as part of MOS contract delivery and through Green Gym.	1o, 3c

Ref.	Action	Targets	Resources	Teams	Timescale	Links to OSS policies
8.2.9	Develop marketable scheme to engage new groups in sites, either as one-offs or in the development of new Friends of Groups or volunteer rangers.	Increase in user groups/FOG's.	Communications budget	P&D, rangers	<b>Ongoing.</b> Delivered by Idverde Development Manager as part of MOS contract.	1o, 3c
8.2.10	Create Friends of Group peer network		Officer time, Expenses	P&D, Rangers	2015. Many groups already engaged through IYN	1o
8.2.11	Support Loughborough in Bloom Community Participation Group	Continuation of successful self-led Community Participation group.	Officer time	P&D	<b>Ongoing.</b>	1o
8.2.12	Start Junior Rangers scheme on wildlife sites across Loughborough	2 year pilot project	Funding already secured	Rangers	2014-2016. <b>Project complete</b>	1o
8.2.13	Continue to organise on site cultural, recreation and education events that engage new and existing audiences	10 events per year, at a variety of open spaces	Events and communications budget	Rangers	<b>Ongoing.</b> Required as part of MOS contract delivery	1o
8.2.14	Provide advisory service for Friends of Groups and user groups to self-promote events and open spaces.	Increase events by 100% at a broader range of parks.	Support sourcing of sponsorship/grants.  Communications	Rangers	<b>Ongoing</b> support provided by Idverde as part of the MOS contract	2b



Ref.	Action	Targets	Resources	Teams	Timescale	Links to OSS policies
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			budget.			
8.2.15	Provide an advisory service for horticultural improvements, habitat management and group development		Officer time	Rangers	<b>Ongoing</b> support provided by Idverde as part of the MOS contract	1o
8.2.16	Coordinate community tool lending scheme	Increase in self-led volunteer activities	Maintenance and repair budget	Rangers	To be developed as part of the new strategy.	1o
8.2.17	Develop corporate volunteering opportunities through links with Leicestershire Cares.	5 corporate volunteer days per year		Rangers	<b>Ongoing.</b> Required as part of MOS contract delivery	1o
8.2.18	Supplement significant major site development projects on open spaces with community improvement activities.	Increased ownership Reduction in Anti-social behaviour.	Utilise existing funding or seek sponsorship	Rangers	<b>Ongoing</b>	2d
8.2.19	Ranger service and grounds maintenance team to jointly monitor and supervise green spaces, as appropriate. Key sites to be visited frequently where popularity and activity is busiest and at least twice a week for all key sites.	Reduction in Anti-Social behaviour	Officer time	GS	<b>Ongoing.</b> Required as part of MOS contract monitoring.	2d

Ref.	Action	Targets	Resources	Teams	Timescale	Links to OSS policies
2.2.20	Continue, develop and promote the Trumper mobility offer as a flagship scheme	Increase in users year on year	Communications budget	Rangers, P&D	Ongoing	3d
2.2.21	Consult the Youth Forum on area-wide developments. Consult schools and local groups in site-specific developments.	Increase in number and variety of equipment in open spaces for older children and teenagers	Officer time	P&D	Ongoing	5b

Ref.	Action	Targets	Resources	Teams	Timescale	Links to OSS policies
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### 8.3 Media and Promotions

8.3.1	Create a suite of template signs/interpretation boards reflecting typology type.	All key open spaces to have appropriate level of signage and interpretation	Officer time. Funding/sponsorship for any installation/printing costs.  Communications budget	P&D, comms. (with GS)	Ongoing	1i, 1j
8.3.2	Write open spaces branding and communication plan	Consistent, clear and accessible approach.	Communications budget	P&D, Comms, GS.	2014	1i, 1j
8.3.3	Review and update green spaces presence on CBC's website – promote all key open spaces.	Increase in webpage users by 100%	Officer time	P&D, BS, Comms.	Ongoing.	1j, (3d)
8.3.4	Make all open space printed literature available on CBC's website	All open space literature online.	Officer time	P&D, comms, BS.	Ongoing. Management Plans and leaflets available.	1j, 3d
8.3.5	Review Queen's Park and Outwoods leaflets and consider update in line with new	Up to date leaflets distributed widely	Communications budget	P&D, GS	Ongoing. Both leaflets in process of refresh,	1j, 2b

Ref.	Action	Targets	Resources	Teams	Timescale	Links to OSS policies
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	management plan.					
8.3.6	Consider leaflet to promote the Council's LNRs		Communications budget		2014. To be taken forwards once all sites designated.	1j, 3d
8.3.7	Use social media to promote activities in Charnwood's open spaces as per CBC's procedure	Increase in visitors to open space activities	Officer time		Ongoing	2b
8.3.8	Increase localised sponsorship opportunities: Create scheme to encourage and facilitate new and existing, innovative sponsorship of green space features by local business and organisations.	Marketable scheme and 5 new sponsorships in yrs 1 and 2.	Extra officer/volunteer time,  Communications budget	P&D  BS	Ongoing.	1g, 1c, 1i, 1k
8.3.9	Maintain Green Flag representation in Charnwood: Continue to annually enter Queen's Park and The Outwoods into the Green Flag scheme.	2 successful Green Flags each year	Application fee.	P&D	Annually	1m, 2e, 3e
8.3.10	Promote the Boroughs unique wildlife and biodiversity.	Increase in knowledge for Charnwood's nature in	Communications budget	P&D, Comms	Ongoing	1j

Ref.	Action	Targets	Resources	Teams	Timescale	Links to OSS policies
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		residents and visitors.				
8.3.11	Promote open spaces alongside national/regional campaigns eg. Loughborough in Bloom, Love Parks Week	Increase in site users at key events	Communications budget	P&D	Annually	1j, 2b

Ref.	Action	Targets	Resources	Teams	Timescale	Links to OSS policies
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#### 8.4 Sports Development

8.4.1	Network with schools and encourage scheme to enable use of school site outdoor sports facilities to local community			P&D	Ongoing	6a
8.4.2	Develop projects with Sports and Active Recreation team to boost the use of parks for health and fitness, in traditional and non-traditional ways.	2 projects – installation and follow up activities	S106/seek specific grant funding	P&D, Neighbourhoods	Ongoing	6b
8.4.3	Write management plans for all key sports facilities, identifying funding need, and implementing guidance from relevant sporting bodies.		Advice and surveys from relevant sporting bodies – may incur costs	P&D	To be undertaken in 2019 following new playing pitches strategy	6c, 6d
8.4.4	Produce a list of sites identified as suitable for innovative sport and active recreation activities – input into management plans.	10 sites identified with potential for active recreation facilities.	Officer time	P&D	To be undertaken in 2019 following new playing pitches strategy	6c, 6d
8.4.5	Audit the use and demand of all outdoor sports provision	Overview of demand for sports in Loughborough/Charnwood	Officer time, expenses	P&D, BS	2018. Undertaken as part of the new playing pitches strategy	6c, 6d

Ref.	Action	Targets	Resources	Teams	Timescale	Links to OSS policies
8.4.6	Increase number of mini-soccer and junior football pitches	2 extra pitches in Loughborough	External funding; possible S106 or other.	P&D, GS	2018. To be undertaken in 2019 following new playing pitches strategy	6c
8.4.7	Review the layout of CBC managed sports pitches. Also review the current use and need for sports in the locality, and maximise variety and match design to demand.	More, appropriate and well used pitches		P&D, GS.	2016. To be undertaken in 2019 following new playing pitches strategy	6c, 6d

Ref.	Action	Targets	Resources	Teams	Timescale	Links to OSS policies
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### 8.5 Allotment Development

8.5.1	Promote allotment buddy scheme to support new tenants and improve communications	All sites to have a key contact 'buddy' by 2015		P&D, BS	2015. Project not taken forwards	1o, 7b
8.5.2	Manage expectations of Allotment holders – create Allotment Charter that identifies the roles and commitments from tenants and CBC	Allotment charter – clarity	National Allotment Society membership and advice	P&D	2017	7b
8.5.3	Develop Allotment Forum to assist communication and involve tenants in site management, and engender community spirit amongst allotment holders	2 meetings a year.	Officer time, expenses	P&D	2014	7b
8.5.4	Review allotment tenancy agreement	New, current tenancy reflective of plot holders and service provision	Officer time, legal advice, consultation expenses	P&D	2014	7b
8.5.5	Promote variations of allotments associations and support tenants in setting up a formal group	Formal/formal allotment associations or groups at 3 allotment sites			2018	7b



Ref.	Action	Targets	Resources	Teams	Timescale	Links to OSS policies
8.5.6	Provide noticeboards for each allotment plot	Improved communication with and between tenants	Communications budget	P&D	<b>Complete</b>	7b
8.5.7	Allow and encourage allotment tenants to hold a half plot per site for community use where the tenants are able to demonstrate a use for the good of the site, and will maintain it for this use themselves.	Increased ownership of site		Tenant-led, P&D support	<b>Ongoing</b>	7a, 7b
8.5.8	Let half plots as standard to provide an increased amount of lettings. No individual tenant to receive more than half a plot, though existing tenants can keep their existing tenancy.	Waiting list halved in 3 years (in conjunction with action 8.5.9)	Officer time	P&D	<b>Ongoing</b>	7c
8.5.9	Review waiting list – contact list to check and confirm remaining interest	Waiting list halved in 3 years (in conjunction with action 8.5.8)	Officer time, overheads	BS, P&D	<b>Ongoing</b>	7c
8.5.10	Seek opportunities to create allotment plots accessible for people with disabilities	2 plots on different sites	Suitable plots and funding – potential S106 or corporate sponsorship	P&D, BS	<b>Ongoing</b>	7a

Ref.	Action	Targets	Resources	Teams	Timescale	Links to OSS policies
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### 8.6 Partnership Working

Page 130	<p><b>8.6.1 Compile evidence and information for each parish re: open space shortfalls and opportunities.</b></p> <p><b>Compile existing information and aspirations of Charnwood's Open Spaces Strategy and share with all parish councils.</b></p> <p><b>Support Parish Councils in developing a project plan for their area.</b></p> <p><b>This information is compiled within Section B of this Action Plan.</b></p>	Information for each parish area	Officer time	P&D, Parish councils	Currently undertaken on ad hoc basis in liaison with Planning & Parishes. To be developed in line with revised strategy.	1b, 1c, 1e, 1f, 1g, 1h
8.6.2	Research and develop a network of contacts to improve the identification of opportunities for health benefits, skills development and education.		Officer time	P&D GS Neighbourhoods service	<b>Ongoing.</b> Part of Volunteering & Green Gym initiative	1j
8.6.3	Work with Neighbourhoods service, identifying opportunities to develop open spaces to deter	Reduction in anti-social behaviour on open	Officer time. Funding for	P&D	<b>Ongoing</b>	1l

Ref.	Action	Targets	Resources	Teams	Timescale	Links to OSS policies
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	antisocial use and encourage positive use.	spaces	individual projects.	Neighbourhoods		
8.6.4	Consult with Neighbourhoods team on all open space developments in Loughborough	Periodic meetings with Neighbourhoods team/officers to identify opportunities to work together on open spaces  Increase community ownership – increase in use of open spaces	Officer time.	P&D Neighbourhoods	Ongoing	1g, 1l, 1o
8.6.5	Support Neighbourhoods team to use open spaces for events and activities	Community activities across more sites	Officer time	Rangers	Ongoing	1g, 1l
8.6.6	Continue to support Loughborough in Bloom as a key partner.	Success within awards and increased community involvement.	Application fee.	P&D	Ongoing	1m
8.6.7	Hold a one day showcase of Green Flag procedure, and similar initiatives, for parish councils to potentially join.		Expenses	P&D	2014. Action removed.	1g, 1m

Ref.	Action	Targets	Resources	Teams	Timescale	Links to OSS policies
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### 8.7 Site management and facilities

8.7.2	<p>Improve facilities for young people – create more diverse activities.</p> <p>Create portfolio of themed approach to new open spaces play equipment – especially in creating more varied youth and adult options.</p> <p>Seek feedback from young people via the youth forum.</p>	<p>Flagship youth equipment. Increased use of open spaces by young people.</p> <p>Reduced antisocial behaviour</p>	<p>Officer time</p> <p>Youth offers/prizes</p> <p>expenses</p>	<p>P&amp;D</p> <p>Youth forum and other groups across the borough (uni and college)</p>	Ongoing	5a, 5b
8.7.3	<p>Develop natural play facilities</p> <p>Create portfolio of themed approach to new open spaces play equipment – especially in creating natural play equipment.</p> <p>Seek creative opportunities to create natural play facilities where the option of traditional play equipment may be inappropriate:</p>	3 natural play installations	Funding for equipment (potential S106 projects)	P&D, Eng, GS.	2018	5d

Ref.	Action	Targets	Resources	Teams	Timescale	Links to OSS policies
8.7.4	<p>Develop systematic writing and review of management plan writing. This is to include the development of a template for park management briefs (a current gap), and identifying the level of detail needed for each park and open space.</p> <p>Nb: This should feed into the initial review of this action plan in 2014.</p>	<p>All key sites to have management specification as minimum.</p> <p>Create templates.</p> <p>Complete list and rota for ongoing reviews.</p>	Officer time	P&D/GS	<p><b>Ongoing.</b></p> <p><b>Complete</b></p> <p><b>Ongoing</b></p>	4a
8.7.5	Research and develop an apprenticeship/placement scheme for open space management skills	Apprenticeship/placement scheme	Apprenticeship funding	P&D	<p><b>Ongoing.</b></p> <p>Commitment through MOS contract for 4x apprentices.</p>	
8.7.6	When developing any aspect of open spaces (as funding arises), develop sites as a site-wide project – improving small features alongside main feature, in conjunction with the community. Focus on taking the opportunity to improve the overall look and feel of the site such as new signs, paint fences	All projects that arise to be delivered in this cohesive way.	S106 funding or similar.	GS, Rangers	<b>Ongoing</b>	2c

Ref.	Action	Targets	Resources	Teams	Timescale	Links to OSS policies
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	etc).					
8.7.7	Each open space to be monitored for antisocial behaviour, maintenance, safety issues, (including life belts where appropriate), and infrastructure. All instances to be reported and compiled into future management plans.			BS, GS, Ranger Service, Eng	<b>Ongoing</b>	2d
8.7.8	Rewrite Queen's Park Management Plan	Updated management plan for 2014- 2019		P&D, GS	<b>Ongoing.</b> Annual update produced for Green Flag	2e
8.7.9	Renew evidence base for Queen's Park management plan	On site surveys to be held in 2013 – 50 results.		P&D, rangers	<b>Ongoing.</b> Questionnaires undertaken as part of MOS contract.	2e
8.7.10	Deliver Outwoods Management Plan 2013-2018  Update as necessary	Outwoods to continue to be Charnwood's flagship wildlife site.	Volunteers	GS	<b>Ongoing.</b> New update in production.	3e
8.7.11	Continue robust monitoring procedure of play equipment. Feed findings into management plans as appropriate		Officer time	Eng, BS	<b>Ongoing.</b> Annual review of all sites by ROSPA.	5a, 1h

Ref.	Action	Targets	Resources	Teams	Timescale	Links to OSS policies
8.7.12	Create comprehensive overview and long-term plan for rolling replacement of playground equipment to maintain standards	Consistent and robust replacement schedule	Funding for new equipment and maintenance budget.	Eng, P&D	<b>Ongoing.</b> New strategy to develop prioritisation of play area refurbishment	5e, 1h
8.7.13	Write a full management plan for Loughborough Cemetery	Complete and comprehensive management plan	Officer time	P&D, GS	2016. To be developed in 2019 as part of improvements	8c
8.7.14	Identify any opportunities through the planning process or other, to source new land for cemetery use	Cemetery extension for long term stability	Procurement of land	P&D	<b>Ongoing.</b> Consultation & study of potential new cemetery site in progress.	8a

Ref.	Action	Targets	Resources	Teams	Timescale	Links to OSS policies
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### 8.8 Environmental Sustainability

8.8.1	Compost all green waste – on site where possible, and where not, via green waste composting waste disposal	95% green waste composted		GS, Waste	Ongoing	2a
8.8.2	Use peat free compost and plant suppliers	100% peat free		GS	Ongoing	2a
8.8.3	Trial alternative watering techniques	10% lower water use by 2018.		GS	Ongoing	2a
8.8.4	Complete survey of Council tree stock.  Record findings on data base  Update records in response to land adoption, tree planting and tree works.	Comprehensive record of tree stock	Officer time, contractor fees	GS	2016. Complete,. Now undertaken as part of rolling programme.	11a
8.8.5	<b>Maintain and monitor schemes in Higher Level Stewardship Scheme</b>	<b>All 5 sites to retain and succeed at designation.</b>		P&D, GS	Ongoing	3b
8.8.6	Final stages of LNR designation sites pursued as part of Access to Nature project	3 new LNR's confirmed: Gorse Covert, Booth Wood, and stonebow		GS, P&D, rangers	Ongoing.	3b



Ref.	Action	Targets	Resources	Teams	Timescale	Links to OSS policies
		Washlands				
8.8.7	Offer workshops to Parish Councils, Friends of Groups etc. in management techniques (especially for biodiversity) for green spaces	4 workshops	Funding for outside providers.  Identify in house skills (officer time)	P&D, GS.	2015	4a
8.8.8	Maximise knowledge of wildlife and heritage value of CBC land:  Carry out biodiversity and heritage audits.  Instigate project to identify biodiversity value of CBC land holding in order to inform management.  Recruit volunteers to assist in site survey work.  Utilise local expert knowledge (Loughborough Naturalists, County Recorders etc.) to identify valuable sites and species.	Full list of CBC owned land wildlife features.	Funding for consultants, volunteer expenses/rewards and overheads	P&D	Ongoing	1n       3c

Ref.	Action	Targets	Resources	Teams	Timescale	Links to OSS policies
Page 138	<p>Work with Loughborough University, local Colleges etc. to identify potential placement opportunities.</p> <p>Seek funding to employ contractors where necessary to carry out survey work.</p> <p>Document all significant wildlife features.</p> <p>Review wildlife action plan on a biannual basis</p>					
	8.8.9	Following the biodiversity audit develop a wildlife action plan for CBC sites	Officer time	P&D, GS, Rangers and partners	2017	1n, 3a, 3b
	8.8.10	<p>Ensure management plans are available for all wildlife sites – Review template for site management plans.</p> <p>Review management plans on a 5-year rota, and ensure continued incorporation of statutory responsibilities</p>	Full list and rota of management plans	Officer time	P&D, GS, Rangers	Review ongoing.

Ref.	Action	Targets	Resources	Teams	Timescale	Links to OSS policies
8.8.11	Participate in Charnwood/Leicestershire biodiversity and wildlife partners meetings		Officer time	GS	Ongoing	1n, 9b

# Settlement Action Plans

## South West Loughborough

### Addressing shortfalls in access and quantity

Project	Proposed Resources/ potential funding	Time scale	Details
New plots at Mountfields – project already developed.	S106 P/11/0803/2	2013	Area of land ready for improvement.
1 new park in SW (upgrade amenity space) – include facility for young people as below.	S106 money – youth and adult recreation	2015	Upgrade Nicolson road amenity space by developing play facilities (see below) if local residents, school and church agree with need.
2 new YP facilities – priority. To include aspects of sport facilities. Varying sizes as appropriate.	S106- youth and adult recreation	2017	.
1 new facility for children	Seek funding or incorporate future s106 money	2017	New natural play area – Braddon Road.

### Addressing shortfalls in quality

Project	Resources/potential funding	Time scale	Details
Radmoor Park – YP/Junior and park **	S106 – youth and adult recreation	2014	YP development a priority. Upgrade park features.
Southfields Parkour/YP and site improvements	S106 – youth and adult recreation	2014	Parkour facilities in conjunction with current active group. Additional small features – signage, planting etc. in line with promoting site for use by young people, sports and events.
Ingle Pingle/Mountfield allotments.	Specific S106 c£18,000 P/11/0803/2	2014	Improvement of Ingle Pingle fence and Mountfields drainage/plot creation
Queen's Park heritage	Potential Heritage Lottery funding bid	Start 2014	Queen's Park is already considered 'excellent' but as the flagship park for Loughborough, serves a wide community – the heritage and education value of the site should be explored and enhanced.
Key sports ground project	Review external funding possibilities	Start 2016	Review sports ground (including buildings) at 3 main sites (Derby Road, Lodge Farm, Nanpantan) and develop long term project.

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Further details on these projects can be found on the next page;

\*\* This will be delivered in conjunction with other Loughborough MUGA projects, and the money pooled

## North West Loughborough

### Addressing shortfalls in access and quantity

Project	Resources/potential funding	Timescale	Details
Participate in West-Loughborough extension open space discussions.	-	Ongoing	Contribute towards open space provision discussion and development within new SUE and resulting pressures upon existing Loughborough green spaces.

### Addressing shortfalls in quality

Project	Proposed resources/potential funding	Timescale	Details
Shortcliffe community involvement.	£12,000 s106 P/05/0463/2 towards community (skateboard) project. And £14,000 P/06/3747/2 children's play contribution. & External funding	2016	A skatepark is currently being proposed by the community, and is supported by CBC.
Cumberland Road Park	£17,011 P/04/2030/2	2016	Agreed contribution specifically to improve youth and adult facilities at CRP.
Natural and Semi-Natural sites	S106	2014	Improve access and recreation value of wildlife sites across the area.
Jubilee Park **	S106 Youth and adult, childrens play.	2014	Refurbish MUGA and small features to improve quality of park

## East Loughborough

### Addressing Access and Quantity

Project	Proposed resources/potential funding	Timescale	Details
Allsopps Lane regeneration Phase I	First phase circa £80,000.prioritise S106 funding from developments in imminent area.	2016	Implementation of phase 1 of a project to develop this sites access. Aspire to include Identified need for natural space, children and young people's facilities. Identify phase II aspirations as part of this project. All aspects to be delivered as a community project.

Grange Park Playing Field	Project underway— continue liaison	2015	Liaison required with the Allendale Road development to that the proposed contribution of facilities for young people are appropriate and achieve maximum quality potential.
Spread of new facilities for young people	S106 – youth and adult recreation	2017	New facilities for young people
Cemetery space	tbc	2017	Identify cemetery extension (not limited to specific area of Loughborough).

### Addressing Quality Shortfalls

Project	Proposed resources/ potential funding	Timescale	Details
Great Central Road Play area **	S106 – circa £30,000 youth and adult recreation	2014*	Both young people and junior facilities need quality improvements. Money can be utilised to improve the existing MUGA and young people's facilities, and recreation contribution to improve access and park features.
Great Central Road Allotments Security, accessibility and community.	S106 youth and adult recreation, expected cost £3-5,000.	2015	Work with tenants to improve facilities and standard of the allotment site.

## POLICY SCRUTINY GROUP – 25TH SEPTEMBER 2018

### Report of the Head of Strategic Support

#### ITEM 9      PROGRESS WITH PANEL WORK

##### Purpose of Report

To update the Group on the current position regarding scrutiny panels.

##### Background

The Scrutiny Management Board is responsible for establishing scrutiny panels and determining their scope, terms of reference and timing, and considering and approving recommendations from scrutiny panels. The Policy Scrutiny Group is responsible for monitoring the progress and methods of scrutiny panels against the work programme and timetable agreed by the Scrutiny Management Board.

##### Current Position

At its meeting on 24th January 2018, the Scrutiny Management Board commissioned a scrutiny panel on the Council's five-year housing land supply. A copy of the scope document for the panel is attached as an appendix.

The panel began its work with an informal meeting to receive a briefing and plan the delivery of its scrutiny review. Further meetings have taken place on the dates set out below for evidence gathering.

Wednesday, 18th April 2018 – gathering evidence from developers

Wednesday, 6th June 2018 – gathering evidence and good practice from the highways authority and neighbouring authorities

Wednesday, 5th September 2018 – gathering evidence from Council Officers and the Lead Member for Planning, Inward Investment and Tourism Strategy.

Background Papers:            None

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<b>REVIEW TITLE: Five Year Housing Supply</b>
<b>SCOPE OF ITEM / TERMS OF REFERENCE</b>
<p>There is a need to explore upcoming developments in Charnwood, including sites at North East Leicester, West of Loughborough and North of Birstall to find out the stages of development and how soon they are to be built (and any slippage).</p> <p>The Panel should consider the national context of housing supply and investigate the reasons why the Local Planning Authority is unable to demonstrate a five year housing land supply, in conjunction with other local authorities in Leicestershire, and identify what can realistically be achieved.</p> <p>Following the fact finding stage, the Panel would then draw on good practices from elsewhere and consider if there are any areas for improvement or change, and whether they sit with other policies, including national policies, and practices within the Council.</p>
<b>REASONS FOR SCRUTINY</b>
<p>To clarify timescales and current position of the three strategic sites.</p> <p>To clarify and understand reasons for slippage.</p> <p>To understand obstacles that exist to obtaining a five year land supply.</p> <p>To look at measures needed to keep strategic balance in line with Core Strategy Policy SC1 and the Defined Settlement Hierarchy.</p> <p>To provide public reassurance that scrutiny is looking at the matter.</p> <p><i>Note: Background information to the request for this panel was submitted by Councillor Snartt and attached to the draft scope document considered by the Scrutiny Management Board at its meeting on 24th January 2018.</i></p>
<b>MEMBERSHIP OF THE GROUP</b>
Chair – Councillor Taylor. Other members TBC.
<b>WHAT WILL BE INCLUDED</b>
Position Statements from Local Planning Authority and Developers involved with Strategic Development Sites.



Gaps and obstacles in the planning process to maintain a five year supply.

Understand communication links and meeting outcomes between the Local Planning Authority and Developers.

Analysis of current position with Strategic Development Sites.

Recommendations to maintain the Local Planning Authority's five year supply.

#### **WHAT WILL BE EXCLUDED**

Planning processes that do not focus on maintaining a five year supply.

#### **KEY TASKS** \* \* including consideration of efficiency savings

Gathering views of Leicestershire councils.

Interviewing witnesses, including regarding national policy.

Interviewing Charnwood planning officers.

Meeting with the Growth Advisory Group

Compiling information around engagement processes with developers and other associated procedures and processes.

#### **STAKEHOLDERS, OUTSIDE AGENCIES, OTHER ORGANISATIONS \***

Strategic Director Charnwood Borough Council

Lead Member Planning Charnwood Borough Council

Head of Planning Charnwood Borough Council

Developers of strategic sites North East of Leicester, West of Loughborough and North of Birstall. (e.g. William Davies, Davidsons, David Wilson Homes, Persimmon Homes)

Leicestershire County Council Highways

#### **EQUALITY IMPLICATIONS**

**Is an impact needs assessment required? – to be considered at the Panel's penultimate meeting**

#### **LINKS/OVERLAPS TO OTHER REVIEWS**

None

#### **RESOURCE REQUIREMENTS**

Support from Democratic Services can be accommodated.

#### **REPORT REQUIREMENTS (Officer information)**

None (at this stage)

#### **REVIEW COMMENCEMENT DATE**

#### **COMPLETION DATE FOR DRAFT REPORT**

\* Key tasks and stakeholders may be subject to change as the review progresses.

**PROGRESS OF PANEL WORK**

<b>MEETING DATE</b>	<b>PROGRESS TO DATE</b>

**REPORT SUBMITTED TO SCRUTINY MANAGEMENT BOARD**

The Panel should aim to complete its work within 6 months and submit its report to the SMB meeting in Autumn 2018.

## POLICY SCRUTINY GROUP – 25TH SEPTEMBER 2018

### Report of the Head of Strategic Support

#### ITEM 10 WORK PROGRAMME

##### Purpose of the Report

To enable the Group to consider its work programme and propose to the Scrutiny Management Board any additions, deletions and amendments as appropriate.

##### Background

The Scrutiny Management Board agreed the Scrutiny Work Programme at its meeting held on 8th August 2018 and the section covering the Group is attached as Appendix 1. At the request of the Group, the Board removed scrutiny of the Lightbulb Service Implementation from the Group's work programme.

Following discussion with relevant officers, the Chair and Vice-chair agreed that the next consideration by the Group of the development of the Local Plan should be rescheduled from the Group's meeting on 25th September 2018 to the meeting on 5th February 2019. The revised date will better enable the Group to scrutinise the issues in relation to the next round of consultation on the Local Plan that it has identified.

In order to ensure that there is a manageable number of items on the agenda for each meeting of the Group, it has been suggested that the item on the Tenancy Support Policy be rescheduled from the Group's meeting on 5th February 2019 to the meeting on 13th November 2018. The Head of Landlord Services has been consulted and is happy with this proposed change.

An updated version of the Notice of Key Decisions and Decisions to be Taken in Private will be published on 19th September 2018, and a copy will follow the agenda.

There are a number of items in the Group's work programme which remain to be scheduled. There are no further updates in respect of the Tenancy Strategy and Policy, Houses in Multiple Occupation Accreditation Scheme, and Houses in Multiple Occupation Licensing Policy.

##### Actions Requested

1. To note the changes made by the Scrutiny Management Board and the Chair and Vice-chair of the Group to the Group's work programme.
2. That the item in the Group's work programme on the Tenancy Support Policy be rescheduled from the Group's meeting on 5th February 2019 to the meeting on 13th November 2018.
3. To note the current position with the Group's work programme and the Notice of Key Decisions and Decisions to be Taken in Private, and to consider any

changes that the Group wishes to make, or recommend that the Scrutiny Management Board makes, to its work programme.

### Reasons

1. To acknowledge the decisions made by the Board.
2. To ensure that there is a manageable number of items on the agenda for each meeting of the Group
3. To make the Group aware of the current position with its work programme and to consider any additions, deletions and amendments as appropriate.

### Appendices

Appendix 1 – Work Programme

Appendix 2 – Notice of Key Decisions and Decisions to be Taken in Private – to follow

Background Papers:       None

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Scrutiny Work Programme

APPENDIX 1

Responsible Body	Meeting Date	Issue	Scope of Item / Terms of Reference	Reason for Scrutiny	Invitees / Officers	Progress / Notes / Action Requested
Policy Scrutiny Group	25 September 2018 (standing item at every meeting)	Work Programme	To consider items for future meetings	To allow the Group to identify items for which scrutiny is required and make recommendations, as appropriate, to Scrutiny Management Board.	M. Hopkins (agenda) Lead Officer (meeting)	To include consideration of the latest Key and Exempt Decisions Notice (See SMB, min 38.2, 2015/16).
Policy Scrutiny Group	25 September 2018 (standing item at every meeting)	Progress With Panel Work	To consider updates on the work of scrutiny panels.	Section 6.1 of the Council's Constitution states that Policy Scrutiny Group will monitor the progress and methods of scrutiny panels against the work programme and timetable agreed by Scrutiny Management Board.	M. Hopkins (agenda) Lead Officer (meeting)	
Policy Scrutiny Group	25 September 2018	Open Spaces Strategy		To ensure consideration of policies and strategies by the Group where its scrutiny can add value.	Cllr Harper-Davies M. Bradford	Agreed by SMB 13 June 2018.
Policy Scrutiny Group	25 September 2018	Adaptations Policy		To ensure consideration of policies and strategies by the Group where its scrutiny can add value.	Cllr Mercer P. Oliver	Agreed by SMB 13 June 2018.
Policy Scrutiny Group	25 September 2018	Gambling Act Statement of Principles		To ensure consideration of policies and strategies by the Group where its scrutiny can add value.  The Group identified that it particularly wished to consider how problem gambling is being addressed.	A. Twells/ G. Dowson	Agreed by SMB 13 June 2018.

## Scrutiny Work Programme

Responsible Body	Meeting Date	Issue	Scope of Item / Terms of Reference	Reason for Scrutiny	Invitees / Officers	Progress / Notes / Action Requested
Policy Scrutiny Group	13 November 2018	Children and Young People Strategy		To ensure consideration of policies and strategies by the Group where its scrutiny can add value.	Cllr Taylor J. Robinson/ S. Wheatley	Agreed by SMB 13 June 2018.
Policy Scrutiny Group	05 February 2019  (six-monthly item)	Performance Scrutiny Panel Update	The six monthly update report to include details of issues, changes and challenges faced by the Panel	Agreed by PSG on 17 August 2010 that the Performance Scrutiny Panel reports the position with its work programme to PSG every six months.	A. Ward/ S. Kinder/ Councillor Fryer	Last considered 10 July 2018.
Policy Scrutiny Group	05 February 2019	Local Plan	To enable the Group to scrutinise the development of the Local Plan.  The focus of the Group's scrutiny at this meeting will be on how conclusions from the first phase of consultation had been incorporated into the consultation documents for the second phase and how the value of the two additional stages of consultation set out in the Council's Statement of Community Involvement could be demonstrated.	To ensure appropriate scrutiny of the development of the Local Plan.	Cllr Vardy R. Bennett/ D. Pendle C. Clarke	Agreed by SMB 15 June 2016.  Last considered by the Group on 10 July 2018 at which the results of the consultation were considered (min 6).  Rescheduled from 25 September 2018 to 5 February 2019 by Chain and Vice-chair in August 2018.
Policy Scrutiny Group	05 February 2019	Tenancy Support Policy		To ensure consideration of policies and strategies by the Group where its scrutiny can add value.	Cllr Mercer P. Oliver	Agreed by SMB 13 June 2018.

## Scrutiny Work Programme

Responsible Body	Meeting Date	Issue	Scope of Item / Terms of Reference	Reason for Scrutiny	Invitees / Officers	Progress / Notes / Action Requested
Policy Scrutiny Group	05 February 2019	Business Plan		To ensure consideration of policies and strategies by the Group where its scrutiny can add value.	Cllr Morgan A. Ward/ S. Kinder	Agreed by SMB 13 June 2018.
Policy Scrutiny Group	09 April 2019	ICS Strategy		To ensure consideration of policies and strategies by the Group where its scrutiny can add value.	Cllr. Poland K. Barnshaw / A. Khan	Agreed by SMB 13 June 2018.
Policy Scrutiny Group	To be scheduled	Tenancy Strategy and Policy		To scrutinise a new or revised policy in a timely fashion.	A. Simmons	Agreed by SMB on 29 March 2017 (min 41.2).
Policy Scrutiny Group	To be scheduled	Houses in Multiple Occupation Accreditation Scheme		To scrutinise a new or revised policy in a timely fashion.	A. Simmons	Agreed by SMB on 29 March 2017 (min 41.2).
Policy Scrutiny Group	To be scheduled	Houses in Multiple Occupation Licensing Policy		To scrutinise a new or revised policy in a timely fashion.	A. Simmons	Agreed by SMB on 29 March 2017 (min 41.2).