

# People & Places Board

## Agenda

Monday, 19 October 2015  
11.00 am

Westminster Suite, 8th Floor, Local  
Government House, Smith Square, London,  
SW1P 3HZ

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People & Places Board  
19 October 2015

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There will be a meeting of the People & Places Board at **11.00 am on Monday, 19 October 2015** Westminster Suite, 8th Floor, Local Government House, Smith Square, London, SW1P 3HZ.

A sandwich lunch will be available at 1.00pm

**Attendance Sheet:**

Please ensure that you sign the attendance register, which will be available in the meeting room. It is the only record of your presence at the meeting.

**Political Group meetings:**

The group meetings will take place in advance of the meeting. Please contact your political group office for details.

**Apologies:**

Please notify your political group office (see contact telephone numbers below) if you are unable to attend this meeting.

<b>Conservative:</b>	Group Office: 020 7664 3223	email: <a href="mailto:lgaconservatives@local.gov.uk">lgaconservatives@local.gov.uk</a>
<b>Labour:</b>	Group Office: 020 7664 3334	email: <a href="mailto:Labour.GroupLGA@local.gov.uk">Labour.GroupLGA@local.gov.uk</a>
<b>Independent:</b>	Group Office: 020 7664 3224	email: <a href="mailto:independent.group@local.gov.uk">independent.group@local.gov.uk</a>
<b>Liberal Democrat:</b>	Group Office: 020 7664 3235	email: <a href="mailto:libdem@local.gov.uk">libdem@local.gov.uk</a>

**Location:**

A map showing the location of Local Government House is printed on the back cover.

**LGA Contact:**

Yasmeen Sebbana  
0207 664 3383

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The twitter hashtag for this meeting is #lgapp.

## People & Places Board – Membership 2015/2016

Councillor	Authority
<b>Conservative ( 12)</b>	
Cllr Mark Hawthorne MBE (Chairman)	Gloucestershire County Council
Cllr Gillian Brown (Vice Chairman)	Arun District Council
Cllr Philip Atkins	Staffordshire County Council
Cllr Andrew Bowles	Swale Borough Council
Cllr Paul Carter CBE	Kent County Council
Cllr Paul Diviani	East Devon District Council
Cllr Kenneth Meeson	Solihull Metropolitan Borough Council
Cllr Derek Bastiman	Scarborough Borough Council
Cllr Roger Blaney	Newark & Sherwood District Council
Cllr Chris Hayward	Hertfordshire County Council
Cllr Mike Jones	Cheshire West and Chester Council
Cllr John Osman	Somerset County Council
<b>Labour ( 4)</b>	
Cllr Alan Rhodes (Vice Chairman)	Nottinghamshire County Council
Cllr Vince Maple	Medway Council
Cllr Jennifer Mein	Lancashire County Council
Cllr Caitlin Bisknell	Derbyshire County Council
<b>Substitutes</b>	
Cllr Leigh Redman	Somerset County Council
Cllr Frank Radcliffe	North Hertfordshire District Council
<b>Independent ( 4)</b>	
Cllr John Pollard (Deputy Chair)	Cornwall Council
Cllr Amanda Martin	Council of the Isles of Scilly
Cllr Clive Woodbridge	Epsom and Ewell Borough Council
Cllr Chris Townsend	Mole Valley District Council
<b>Substitutes</b>	
Cllr Helen Grant	North Yorkshire County Council
<b>Liberal Democrat ( 3)</b>	
Cllr Heather Kidd (Deputy Chair)	Shropshire Council
Cllr Sarah Osborne	Lewes District Council
Cllr Stan Collins	South Lakeland District Council

## Agenda

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### People & Places Board

Monday 19 October 2015

11.00 am

Westminster Suite, 8th Floor, Local Government House, Smith Square, London, SW1P 3HZ

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<b>1. Welcomes and Declarations of Interest</b>		
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**Date of Next Meeting:** Thursday, 14 January 2016, 1.00 pm, Smith Square 1&2, Ground Floor, Local Government House, Smith Square, London, SW1P 3HZ



## **Membership and Terms of Reference for 2015/16**

### **Purpose**

For information.

### **Summary**

The membership of the People and Places Board for the 2015/16 meeting cycle is included for information (see the page before the agenda in this pack).

The Terms of Reference of the Board for 2015/16 are attached at **Appendix A** for agreement.

### **Recommendation**

That the Board note its membership and agrees its Terms of Reference for the 2015/16 meeting cycle.

### **Action**

Officers to respond accordingly to Members' direction.

**Contact officer:** Frances Marshall  
**Position:** Member Services Manager  
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**Email:** [frances.marshall@local.gov.uk](mailto:frances.marshall@local.gov.uk)





## Terms of Reference and Remit

### A People and Places Board for the LGA

The People and Places Board provides a forum for local authorities that are not metropolitan to debate economic growth and public service transformation in their areas.

### Remit

The People and Places Board brings together senior and authoritative elected members from non-metropolitan authorities (county, district/borough, and non-metropolitan unitary councils).

The role of the Board is to develop greater clarity on the role of non-metropolitan authorities in enabling economic growth for the long-term benefit of residents, and on how devolution and transformation of public services can enable that. Its remit is to consider how planning and infrastructure provision, publicly-funded skills and employment programmes, and housing might be better-deployed in a non-metropolitan setting to drive growth, and how people services and health and care integration, together with greater use of pooled funding, might help to drive transformation in services.

### Operational accountabilities

The Board will seek to involve councillors in supporting the delivery of these priorities (through Forums, policy grouping, Special Interest Groups (SIGs), regional networks and other means of wider engagement); essentially operating as the centre of a network connecting to all councils and drawing on the expertise of key advisors from the sector.

The People and Places Board will be responsible for:

- Ensuring the priorities of councils are fed into the business planning process.
- Developing a work programme to deliver their brief, covering lobbying, campaigns, research, improvement support and events and linking with other boards where appropriate.
- Sharing good practice and ideas to stimulate innovation and improvement.
- Representing and lobbying on behalf of the LGA, including making public statements on its areas of responsibility.
- Building and maintaining relationships with key stakeholders.
- Involving representatives from councils in its work, through task groups, Commissions, SIGs, regional networks and mechanisms.
- Responding to specific issues referred to the Board by one or more member councils or groupings of councils.



The People and Places Board may:

- Appoint members to relevant outside bodies in accordance with the Political Conventions.
- Appoint member champion and spokespersons from the Board to lead on key issues.

### **Work Programme**

The Board to set its own work programme which is agreed at the start of each meeting cycle in early Autumn.

### **Quorum**

One third of the members, provided that representatives of at least 2 political groups represented on the body are present.

### **Political Composition**

Conservative group:	12 members
Labour group:	4 members
Independent group:	4 members
Liberal Democrat group:	3 members

Substitute members from each political group may also be appointed.

### **Frequency per year**

Meetings to be held quarterly.

### **Reporting Accountabilities**

The Board reports into the LGA Executive which oversees the work of the LGA's Boards/Portfolios.



## **People and Places Board Work Programme 2015/16**

### **Purpose**

For discussion and direction.

### **Summary**

This report sets out a proposed work programme for the People and Places Board for 2015/16. The work programme seeks to:

- Reflect the broad remit for the Board and provide continuity; and
- Reflect the LGA's Leadership Board commissions, specifically for the People and Places Board (in partnership with the City Regions Board) to focus on devolution and the future shape of local government in non-metropolitan areas.

### **Recommendation**

Members are invited to comment upon and agree the draft work programme for 2015/16.

### **Action**

Officers to take forward actions in line with Members' steer.

**Contact officer:** Rebecca Cox  
**Position:** Principal Policy Adviser  
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## **People and Place Board Work Programme 2015/16**

### **Background**

1. Established in February 2014, the People and Places Board represents the interests of non-metropolitan councils at the LGA. Its membership is drawn from the County Councils Network, District Councils Network and any non-county unitaries not represented by those two bodies.
2. To date, the work of the Board has covered devolution, skills and employment, the Independent Commission for Economic Growth and the Future of Public Services in Non-Metropolitan England, digital connectivity, public service transformation and has input into the LGA's work on housing. The Board has worked closely with other relevant LGA Boards on shared organisational priorities (in particular the City Regions Board with which it developed the LGA's recent work on devolution) making strong representation for devolution to non-metropolitan areas.
3. Next month, the Government will use the Spending Review to announce an initial set of second phase devolution deals and is also predicted to deliver another tough financial settlement for local government. After setting the radical devolution of powers to local areas in England as a key priority, the Government received 34 bids from areas across the country. It is clear from this that there is a huge appetite for devolution across England in key policy areas including housing, skills and transport, but also in new areas of interest such as rural services and children's services.
4. It is in this context that the People and Places Board are asked to agree a draft programme for the year. **Members are asked to consider:**
  - 4.1. **The work that the LGA Leadership Board has asked the Board to undertake.**
  - 4.2. **Specific policy priorities based on the Board's remit.**
  - 4.3. **The balance and prioritisation of activity within the proposed work programme.**

### **Leadership Board policy commissions**

5. As part of the recent member-led review of governance, the LGA Executive and Leadership Board have been asked to commission work from the LGA's policy Boards where a clear corporate priority has been identified or where an important policy issue straddles more than one Board.
6. The Leadership Board met in July 2015 and agreed the following remit for the commissioning of policy work from Boards on behalf of the LGA leadership:
  - 6.1. The Leadership Board's commissioning is related to the most important (current and future) issues for LGA membership.
  - 6.2. The issues commissioned cover the terms of reference of more than one Board.
  - 6.3. There will be a limited number of corporate commissions, no more than five.
  - 6.4. Boards will continue to set policy priorities based on their specific terms of reference.
  - 6.5. These will be reported back to the LGA Executive.
7. The following cross-cutting areas of work were agreed and are being commissioned from relevant Boards in 2015-16. Specific Boards have been asked to lead this work, as

indicated below, and report back to the LGA Executive. Lead Boards will be having detailed discussions about the projects at their first meetings of this Board cycle. All policy Boards are invited to consider their contributions to the four projects.

- 7.1. **Devolution and future shape of local government** (jointly led by People and Places Board and City Regions Board). It is likely that this work will focus on supporting councils to develop and implement bespoke devolution deals, including governance, the evidence base for devolution, and working with Whitehall once the Cities and Local Government Bill has been enacted. Members might like to note the Leadership Board felt that the LGA's strong focus on devolving skills and employment support should continue throughout the next phase of work.
  - 7.2. **Housing** (led by the Economy, Environment, Housing and Transport Board), will include a focus on addressing housing need, building on the LGA's leadership of this debate.
  - 7.3. **Finance** (led by the Resources Board) will be driven largely by the outcome of the Spending Review and will look to build on our successful Future Funding Outlook work.
  - 7.4. **Promoting health and wellbeing** (led by the Community Wellbeing Board). Continued moves towards an integrated health and care system remains at the top of councils' and the Government's agenda, and getting these new arrangements right for councils and citizens remains a significant opportunity for the LGA. This work should: draw on the wider role of other local services such as schools, children's services, the fire service, public health, housing, transport and leisure; and play in promoting wellbeing across the life course and keeping people physically and mentally healthy, in work, and in their own homes. It should raise the profile of social care as an equal to the NHS, and build a business case for council-led investment as part of a much wider integrated approach to improve health outcomes and address health inequalities, as well as keep pressure off the NHS and other expensive services. This work should also consider the role of citizens and communities in supporting themselves and each other and promoting resilience and independence.
8. Other Boards will also have an interest in exploring the opportunities devolution presents for their policy areas. It is suggested that officers work closely with colleagues across the Finance and Policy directorate to ensure that we maintain a good understanding of the connections between Boards' workstreams. Equally, Board Chairs and Lead Members might wish to meet their counterparts to discuss areas of shared concern, for example to share non-metropolitan perspectives where appropriate.

### **Suggested priorities and work programme for 2015/16**

9. Since its inception the Board has been an authoritative voice for the non-metropolitan areas and has played an important role developing the LGA's recent devolution work and lobbying positions. The paper at item 4 updates members on progress on devolution since the Board's last meeting and proposes work in this area.
10. The Board also expressed a strong interest in continuing its work on employment and skills, broadband and digital access, and exploring models of transport provision for rural areas. Note that agenda items 5 and 6 give members the opportunity to more fully

discuss proposals on broadband and employment and skills. Members' comments are invited on further work on rural transport.

11. The Board has a strong history of commissioning evidence to support non-metropolitan councils and it has the resource to pursue a similar programme this year. Some possible themes are included in the grid below for Members' comments and steer.

**Next steps**

12. Members are invited to comment on and agree the Board's priorities and work programme.

**Financial implications**

13. The draft work programme can be delivered within existing resources.

Priority	Research Project	Outcomes	Timescales
<b>Devolution</b>	Undertake research into models of governance that can support devolved service delivery, especially in a non-metropolitan/two tier setting, including learning from international models where appropriate and looking at the role of other public service leaders.	Greater understanding of accountability structures within non-metropolitan areas in order to inform non-metropolitan areas wishing to agree devolution deals with Government.	Short term –paper to be drawn up by next Board
<b>Employment and skills</b>	To develop a devolved model for an employment support programme for the most disadvantaged jobseekers and Employment Support Allowance claimants.	To influence the commissioning of employment support from 2017 when current Work Programme contracts expire.	Final model to be delivered by early November to influence Spending Review decisions.  Members' views sought at the October Board.  Draft to be submitted for members' approval at the end of October.
	Undertake a piece of analysis regarding the role of Job Centre Plus, given contracts will expire in 2018. This might explore its link with local economies, the National Careers Service, perceptions of users etc.	To support LGA lobbying for a more locally relevant public employment service.	Short term – proposal paper to be drawn up by next Board

**Broadband and the digital divide**

	<p>Undertake an analysis of the current picture of superfast broadband coverage across the country and whether the publicly funded rollout has achieved, or is on course to achieve, what it set out to do. Establish lessons learned and collate ways that councils are planning to extend coverage to hard to reach areas.</p>	<p>Establish a firm picture of the current situation on the ground, and use this as a basis to inform and evidence proposed ways forward and lobbying activity including reflecting back to government what has worked and what hasn't.</p>	<p>Short term – update to be drawn up by next Board</p>
	<p>Undertake exploration of future delivery models in rural geographies for spreading provision to hard to reach areas. This would include exploring what the devolution of digital infrastructure funding might look like; exploring different technologies available; and the current status of the procurement market and what this would mean for roll out.</p>	<p>Establish a firm foundation for future lobbying asks on behalf of members and disseminate learning on innovative ways to widen the provision of superfast broadband infrastructure to councils, government and BD UK to inform re-procurement processes.</p>	<p>Medium term</p>
	<p>Build on work undertaken by the Improvement and Innovation Board to study the efficiencies and improvements to public services that have been achieved so far in rural areas through better digital connectivity. This could take the form of: case studies from non-metropolitan areas; a range of online resources; and media releases outlining how councils are benefiting from better connected residents and infrastructure.</p>	<p>Make the case for parity of Government investment between non-metropolitan areas and cities to encourage and support digital innovation in rural areas</p>	<p>Medium to long term</p>



<p><b>Rural transport</b></p>	<p>With the Government expected to produce a Buses Bill in the near future, the LGA's Economy, Environment, Housing and Transport Board have published a report <a href="#">"Missing the bus? Councils and the future of the bus in non-metropolitan areas"</a> on how devolving transport powers can help improve local bus services</p> <p>Using this report as a basis, members may wish to suggest areas of work which could build on this publication and take the debate further.</p>	<p>Develop further the case for transport planning and funding to be devolved to non-metropolitan areas.</p>	<p>Medium term</p>
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**People and Places Board**

19 October 2015



## **English devolution**

For discussion and direction.

### **Summary**

The LGA Executive and Leadership Board have asked the People and Places and City Regions boards to lead the LGA's work on devolution and the future shape of local government. To support members' discussion, this paper provides an update on developments since the Board last met in June, including:

- 4<sup>th</sup> September devolution submissions
- Cities and Local Government Devolution Bill
- Other parliamentary work
- LGA support offer

This paper also sets out proposals for future work for members' consideration and is an opportunity for members to discuss the latest developments on devolution.

### **Recommendations:**

Members are asked to:

1. Provide a steer from the non-metropolitan perspective
2. Comment on the proposed next steps set out in paragraphs 17 to 21

### **Action**

Officers to take forward as directed by members.

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**Position:** Principal Policy Adviser  
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## **English devolution**

### **Background**

1. As introduced in the work programme paper, part of the recent member-led review of governance, the LGA Executive and Leadership Board were asked to commission work from our Policy Boards. Devolution and the future shape of local government is one of the priorities and the People and Places and City Regions Boards have been asked to jointly lead the work in this area.
2. When the People and Places Board last met in June, members anticipated that devolution would continue to be a fast-moving agenda over the summer, which has certainly proved to be the case. In late July, the Chancellor called a Spending Review to report on November 25<sup>th</sup>, setting out devolution as one of the Government's priorities for public spending in this Parliament. As part of the Spending Review process, Government invited expressions of interest from groupings of councils looking to take on greater powers and responsibility. The Chancellor also asked all relevant Secretaries of State to proactively consider what they can devolve to local areas and where they can facilitate integration between public services.
3. This is a new milestone in the devolution debate that builds on the LGA's lobbying for a bottom-up approach, early wins by the sector in securing deals, the early introduction in the new Parliament of the Cities and Local Government Devolution Bill and messages from the Secretary of State for Communities and Local Government at the LGA Annual Conference and elsewhere. The following section looks at the devolution submissions that were submitted for September 4<sup>th</sup> in more detail.

### **September 4<sup>th</sup> submissions**

4. Analysis of the submissions shows that the majority of areas in England are now engaged to some degree in discussions about devolution. Over thirty bids or expressions of interest have been submitted from groupings of councils across the country, with over half coming from areas with a large non-metropolitan dimension. In all, over 300 councils were signatories to submissions. Our intelligence indicates that there are a number of other places, involving about three dozen councils in total, which opted not to meet the September 4<sup>th</sup> deadline but are in continuing discussions about a future submission.
5. There are significant areas of commonality across all the submissions, including the localisation of skills and employment support, transport, and housing and planning. Other themes more evidenced in those bids with a non-metropolitan dimension include the devolution of powers over future EU and government digital infrastructure funding pots, measures to help increase rural productivity, and powers to improve rural transport links.

6. On the issue of governance, most areas essentially took the position that they were open to discussion about the nature of governance arrangements appropriate to the scale of devolution offered to them. A small number of non-metropolitan bids overtly address the question of a Mayor, although the majority propose or signal an openness to the formation of a combined authority. The LGA's analysis of the September submissions is available [here](#).
7. Initially, it was anticipated that only a handful of deals would be announced in the Spending Review, but indications are that more places are being asked to accelerate the pace of negotiations in order to meet the Spending Review timetable (it is not yet certain, however, how many of these conversations will result in an agreement in time for the Spending Review). On 2 October, it was announced<sup>1</sup> that an in-principle deal had been agreed with Sheffield City Region. The deal covers a range of themes including transport, skills, creating new jobs, inward investment and support to help local businesses export as well as committing to working with Government on new ways to incentivise local growth. The deal also has a "gain share" element, with the city region able to access £30 million a year for 30 years to boost local growth and invest in local manufacturing and innovation. As part of the deal, the Sheffield City Region will have a directly-elected Mayor with oversight of a range of powers devolved from government.

### **Cities and Local Government Devolution Bill**

8. When members discussed the Cities and Local Government Devolution Bill in June, they agreed that the LGA should continue to press for it to be enabling and permissive, but promote amendments that would provide for:
  - 8.1 Fiscal reforms to underpin devolution
  - 8.2 Greater devolution to and within London
  - 8.3 A more transparent process with clear criteria for decision-making
  - 8.4 Greater flexibility about local governance arrangements
9. The LGA held a briefing session on the Bill for peers at which there was good support for the amendments that members had agreed we should promote. The LGA worked closely with peers to help them draft amendments and provided detailed briefing at every stage of the debate.
10. Our message about introducing more transparency to the process resonated strongly in the debates. First, the Government itself introduced new reporting requirements to accompany each subsequent order related to a devolution deal. Second, we successfully lobbied for a duty to be placed on the Secretary of State to report annually on the progress of devolution to all areas, as well as a requirement for ministers in other departments to make a statement that new legislation is compatible with the principles of devolution.

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<sup>1</sup> [www.gov.uk/government/news/chancellor-hails-historic-deal-for-sheffield](http://www.gov.uk/government/news/chancellor-hails-historic-deal-for-sheffield)

11. Other changes that were made to the Bill would:

- 11.1 prevent devolution of regulatory functions to combined authorities where the function being regulated has been devolved, i.e. health service functions;
- 11.2 prevent the Secretary of State from making the transfer of powers conditional on the adoption of a directly-elected mayor;
- 11.3 allow people to switch from a mayoral form of government to some other form of governance;
- 11.4 extend the franchise for local government elections to 16 and 17 year olds.

12. Debate on the Cities and Local Government Devolution Bill resumed in the Commons on 14 October, with the Committee Stage expected to take place the same week as the People and Places Board.

**Other parliamentary work**

13. The LGA has begun to promote a constitutional debate through our role as secretariat to the All-Party Parliamentary Group on Reform, Decentralisation and Devolution.<sup>2</sup> The APPG's qualifying officers are Lord Foulkes of Cumnock, Lord Purvis of Tweed, Andrew Rosindell MP, and Catherine West MP. The APPG has recently launched an inquiry into 'Better Devolution for the Whole UK' covering the devolved nations, local government, central powers in the UK and wider constitutional reform. The inquiry panel, chaired by Lord Kerslake, last week took oral evidence from the Rt Hon Gordon Brown, former Prime Minister, Professor Robert Hazell, and Professor Jim Gallagher. The inquiry will continue into early 2016 and is expected to make a significant, high-profile contribution to the constitutional debate in the UK.

14. We also submitted evidence to the CLG Select Committee inquiry on the Cities and Local Government Devolution Bill, with key messages that included that:

- 14.1 For the full potential of devolution to be realised the Bill must be backed up by the political will to deliver.
- 14.2 Decisions must be made transparently and in consultation with local areas.
- 14.3 Devolution must be backed up by the fiscal tools to generate investment in infrastructure and services.
- 14.4 Reforming our care and support system is vital for all places to be able to meet current and future challenges, but there is no single template for health devolution.

**LGA support offer**

15. There is strong demand from across the sector for the LGA to facilitate knowledge sharing and dissemination of best practice. The LGA's paper 'English Devolution'

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<sup>2</sup> [www.local.gov.uk/devolution/appg](http://www.local.gov.uk/devolution/appg)

has been downloaded around 25,000 times, and its accompanying series of essays on public health around 11,000. The LGA has recently re-launched its devolution webpages. This 'hub' is a resource for technical information, updates on the most recent activity at local and national government level, and key documents from devolution frontrunners. Over time this hub will be developed to include further detail on the evidence base for devolution, progress on deals, and learning from those further ahead in the process.

16. The People and Places and City Regions Board commissioned a demand-led programme of support to councils. The offer is open to be shaped by the changing needs of the sector, but reflects the requests received by the LGA to date. Broadly, councils have asked for support in:
  - 16.1 Brokering local conversations with support from member or officer peers.
  - 16.2 Expert support in developing bids and business cases. Initially this has been directly from LGA officers, but the LGA is building a list of expert advisers who can support councils to develop and implement specific areas of their bids and deals.
  - 16.3 Support in negotiating with Whitehall, led by Andrew Campbell, Associate Director on secondment to the LGA from DCLG.
  - 16.4 Communicating with the public and stakeholders about devolution, with the first in a series of events tailored to different areas of the country held in Birmingham on October 21<sup>st</sup>.
  - 16.5 Developing leadership in a wider sub-regional context
17. It is expected that the support offered by the LGA will change as different councils and groups of councils move forward at different paces. In particular, we might look to offer more intensive local support to areas at key points and to help councils strengthen their offers on public service transformation. It will also be important to capture the learning, advice, and reflections from places as they move through different stages and ensure this is available to the rest of the sector. Comments are invited from members as to how the LGA can ensure it is engaging effectively with councils across the country.

### **Proposed next steps**

Lobbying on the Bill

18. The LGA will continue our lobbying work on the Cities and Local Government Devolution Bill as it passes through the Commons, in accordance with Members' steer. **Members are invited to steer officers on future LGA activity in this regard.**

Working with Whitehall

19. The themes from the bids suggest that Department for Work and Pensions (DWP), Department for Education (DfE) and Department for Transport (DfT)

alongside Department for Communities and Local Government (DCLG) and Her Majesty's Treasury (HMT) will be key departments in negotiating areas' proposals. Taken as a whole, the bids put forward represent significant change to Departments' current ways of working. When the Executive discussed this matter in September, it was felt that in order to make progress with spending departments traditionally known for their centralist tendencies, the LGA might need to support negotiations at scale.

20. As we look to a difficult Spending Review period it is more important than ever that the goodwill expressed by senior Ministers is translated into an openness from departments across Whitehall to innovative solutions to the challenges facing the public sector. However, we must retain our strong message that devolution on its own is not a solution to the funding challenges facing the sector. **Members' views are sought on how we can best focus our lobbying activity to support negotiations and ensure that the powers on offer are significant enough to warrant the investment of councils' resources and changes to local governance arrangements.**

#### Governance

21. There are a range of issues related to governance, accountability and scrutiny that have emerged in local discussions during bid development, as well as in parliamentary debates about the Bill. However, there is risk of future discussions getting stuck on structures rather than principles of good governance. **There is an opportunity for local government to play a greater role in shaping the debate about good governance and it is suggested that this be one of the Board's areas of focus this year.**

#### Fiscal devolution

22. The Chancellor had originally indicated first speech in his first speech in Manchester in 14 May Manchester, time was time "to think whether we could go further down the road of fiscal devolution... so that you take control of raising more of the money you spend." At Conservative conference he announced councils in England will be able to keep all proceeds from business rates by 2020. At the time of writing much detail remains to be seen and LGA officers will be working closely with civil servants to understand and influence the implementation of this policy. **Members are asked to note this announcement and steer officers on future LGA activity.**

#### Health devolution

23. There will be opportunities in the coming year to work closely with Community and Wellbeing Board to scope out future of health devolution, including models of integration not just between NHS and social care, but much wider across mental health, complex dependencies, housing, employment support, public health and



children's services. At present, officers are building a programme of activity that includes:

- 23.1 LGA facilitation of health and care economy round table discussions with areas that are actively considering health devolution.
- 23.2 Health Devolution session at National Children and Adult Services Conference in Bournemouth on 15 October.
- 23.3 General briefing event on health devolution for charities, campaigning groups and other stakeholders.
- 23.4 Building on information and key messages from round table discussions, develop a health devolution planning tool or extend the existing devolution planning tool to include health devolution.
- 23.5 Develop a 'health devolution model evidence pack' to assist areas in identifying the essential components of a robust business case for health devolution.
- 23.6 Web-based forum on health devolution

**24. Members are invited to comment on the above.**



## **Broadband and the digital divide**

### **Purpose**

For discussion and direction.

### **Summary**

This paper sets out proposals for the Board's work programme on broadband and the digital divide over 2015/2016.

### **Recommendation**

That the Board discuss the work programme on broadband and the digital divide, and steer officers on the suitability of the actions suggested **in paragraphs 7 and 14.**

### **Action**

Officers to take forward as directed by members.

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## **Broadband and the digital divide**

1. This paper is intended to set the context for a discussion on superfast broadband and the digital divide in the UK, and asks for Members' steer on a three-phased project to cover the Board's work in this area over 2015/16.

### **Background**

2. It is well established that digital infrastructure is vital for supporting growth, especially in non-metropolitan areas given the employment and business patterns in those geographies, and the importance of the visitor economy. It also makes communication between citizens, businesses and public agencies easier in more sparsely populated areas and is a key driver of wider public service transformation.
3. Councils have played a vital role in the extension of access to superfast broadband through the publicly funded rollout. They are also joining-up this work with efforts to encourage people and businesses to get online, and are facilitating wider public service transformation by making more services accessible online including Universal Credit and components of health and social care integration.
4. Over the past year, the public money invested in the superfast broadband market has seen provision improve across England. However, whilst the average national coverage figure rises, there are underlying and profound inequalities in coverage and speeds between different areas. This sees some council areas where superfast coverage has reached over 95% of premises compared to others where up to 30% cannot achieve the same superfast speeds. This is even more pronounced at ward level where in some cases whole villages can be cut off from superfast speeds. This digital divide, mainly between urban and rural areas, could become even more significant in the near future if hard to reach areas are excluded from the Government's ambition to rollout ultrafast broadband of at least 100Mbps to premises across the country.
5. Intelligence from our membership has suggested that councils are increasingly dissatisfied with the current BT-led deployment model and its associated technologies, which they argue are ill suited to the roll out of superfast broadband to hard to reach rural areas. As the first and second roll out phases edge closer to completion, the sector is approaching a crucial milestone in its efforts to achieve 100% superfast broadband provision. The challenge the sector now faces is how to achieve universal coverage in a post-BT model context.
6. In this policy area over the past year the People and Places Board have:
  - 6.1. strengthened the LGA's ability to influence Broadband Delivery UK (BD UK) by forging a productive relationship with the new Chief Executive, Chris Townsend;
  - 6.2. set out a compelling vision for the importance of digital technology to driving economic growth and service transformation in the LGA response to the Government's consultation on Future Digital Communications Infrastructure Needs and via Select Committee responses throughout the year;
  - 6.3. commissioned a report from The Non-Metropolitan Commission which reinforced the Members' view that we need a radical overhaul of the current funding and commercial model for broadband; and

- 6.4. steered officers to work with the Planning Advisory Service to produce a guide for councils on BD UK's Mobile Infrastructure Project to assist with the rollout and the balancing of economic and social benefits with the environmental impact.
7. This upcoming Board cycle is an opportunity for members to build upon their work to date and influence the agenda to secure both value for money from future public investment in digital infrastructure and better connectivity for residents. **It is suggested the Board do this through a three-phased project. This would comprise:**
  - 7.1. **Firstly, a piece of work to take stock of current provision and evaluate the success of the publicly funded Broadband rollout and the Government's Mobile Infrastructure Project;**
  - 7.2. **Secondly, undertaking a horizon scanning exercise to understand and model potential ways forward; and**
  - 7.3. **Thirdly, carrying out an exploration of the wider benefits of digital transformation in non-metropolitan areas to make the case for parity of Government investment with cities to encourage and support digital innovation in rural areas.**

#### **Taking stock of current provision and evaluating the rollout's success**

8. In the short term, it is proposed that officers conduct or commission out an evaluation of the current publicly-funded roll out of superfast broadband provision in non-metropolitan areas as well as the progress of the Government's Mobile Infrastructure Project, including an assessment of what has been achieved so far, and whether it has delivered what is was expected to. This could be undertaken through:
  - 8.1. A qualitative approach via a confidential survey sent to local government stakeholders. There is also possibility of partnering with appropriate professional bodies to undertake this research. Further analysis could be undertaken through focus groups of officers from key roll out areas.
  - 8.2. A review of published data on broadband speeds could also be conducted to provide an assessment of coverage across non-metropolitan areas, beyond the Government's national average figures.
  - 8.3. A member-facing campaign encouraging councillors to submit internet speed results from the areas they represent. Using the data from these results the LGA could commission data visualisation specialists to design an infographic, build a "councillors' map of broadband speeds" across England or create another equivalent engaging design.
9. The outputs from this first phase of activity would:
  - 9.1. inform LGA lobbying activity, including a piece of work to reflect back to government and BDUK what has worked well during the roll out and where lessons could be learnt;
  - 9.2. engage a wide range of members in an LGA campaign on broadband and build the our presence around this issue throughout the year;
  - 9.3. influence the second phase of work to understand and model potential ways forward.

### **Understanding and modelling potential ways forward**

10. Following this first phase of work, in the short to medium term it is proposed that officers undertake a horizon scanning exercise to assess how the sector can facilitate the roll out of digital infrastructure in a “post-BT” world. This could include:
  - 10.1. exploring the different technologies available;
  - 10.2. assessing the current status of the procurement market and what this would mean for roll out;
  - 10.3. considering and modelling what the devolution of digital infrastructure funding might look like; and
  - 10.4. considering how best councils can secure value for money from future investment.
11. It is proposed that this phase of work could deliver a set of tools to support councils engaging in a new phase of broadband roll out to hard to reach areas.

### **Understanding the wider benefits of digital transformation**

12. Following on from these two phases of work, in the longer term, it is proposed that officers build on work undertaken by the Improvement and Innovation Board<sup>i</sup> to study the efficiencies and improvements to public services that have been achieved so far in rural areas through better digital connectivity. This could take the form of:
  - 12.1. Case studies from non-metropolitan areas; a range of online resources; and media releases outlining how councils are benefiting from better connected residents and infrastructure.
13. This work could help inform and support LGA lobbying activity to make the case for parity of Government investment with cities to encourage and support digital innovation in rural areas. Activity would include engaging with Ministers, BD UK officials and parliamentarians.

### **Timescales**

14. Once members have provided a steer, officers will look fully scope out timescales with outputs from the first phase ready in Spring 2016 when contracts and re-procurement processes are beginning to take place.

### **Next steps**

15. **Members are invited to comment upon, and agree, the draft broadband programme for 2015/16.**

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<sup>i</sup> LGA - Transforming public services using digital tools - <http://tinyurl.com/ptg25sx>

## **Employment and Skills: Update Paper**

### **Purpose**

For discussion and direction.

### **Summary**

Board members agreed that employment and skills should continue to be a key lobbying focus for the organisation, and one which should be developed alongside the City Regions Board.

### **Recommendations**

This report seeks Members views on current activity, in particular the LGA proposal for an employment support for adults with multiple needs (**Appendix B**), and suggestions for ongoing lobbying and support needs for councils.

Members are also asked to consider additional proposals to broaden the scope of our future work.

### **Action**

Officers to take forward as directed by members.

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## Employment and Skills: Update Paper

### Summary

1. The Government has set ambitious employment and skills manifesto commitments. There is a role for councils which must continue to put forward. There is no shortage of evidence which points to the rationale for employment support to be devolved, given initiatives such as the Future Jobs Fund. Councils want to go further and faster towards devolution; indeed employment and skills is the top 'ask' in last month's round of devolution bids. For this to happen, local government will need to negotiate the details with departments like DWP and BIS. The LGA has a clear role in supporting councils achieve their ambitions either through devolution deals or locally proposed models. This paper sets out the issues in more detail.

### The Government's employment and skills agenda

2. Over the course of this Parliament, the Government has committed to achieve full employment, deliver three million new apprenticeships, restructure and localise the skills system, reduce worklessness by halving the disability employment gap, supporting more people with mental health and long term 'treatable' conditions into work, and making 18-21 year olds 'earn or learn' through the new benefit system for young people, and rolling out Universal Credit. These are significant commitments, to be delivered with reduced departmental budgets, with further cuts expected through the Spending Review. This will require careful and planned use of available resources.

#### Councils' role

3. Councils want to stimulate thriving local economies, so their residents contribute and benefit from local growth. In the LGA Spending Review submission, we called on the Government to enable local areas to manage the strategic local integration of public funds so they can plan, integrate and deliver welfare support, employment, health and skills provision locally. In return, councils would help deliver Government priorities to target skills spending to local economic need, boost apprenticeships, and reduce unemployment. We recommended that the Government work with the LGA to develop a Youth Offer through which the new Youth Obligation could be delivered, and design a devolved, integrated programme to help adults with multiple disadvantages into work.

### Devolution Deals

4. Last month, 34 groups of councils in England – cities and non-metropolitan areas – submitted devolution proposals to the Government ahead of next month's Spending Review decisions on the first wave on deals. Our understanding is that bilateral negotiations are underway between local areas and the Government, and that the majority of bids prioritised the devolution and / or co-commissioning elements of employment and skills funding including:
  - 4.1. *Employment*: Reducing unemployment through devolved employment support for the long term unemployed as a minimum, (co-)commissioning of the Work Programme, and oversight of JobCentre Plus (JCP).
  - 4.2. *Skills*: Reshaping and restructuring the Further Education system with control of capital and revenue budgets to be devolved, alongside proposals for the devolved



and / or co-commissioned Education Funding Agency (EFA) and Skills Funding Agency (SFA) budgets to simplify and localise the system across all age groups.

4.3. *Skills*: Making the apprenticeship system work for local economies through the devolution of funding, and local commissioning for all information, advice and guidance available to an area including the National Careers Service.

5. **Members' steer is sought on the LGA's role to help progress devolution by: i) negotiating at scale with Whitehall departments to help demonstrate how devolution can support numerous commitments; and ii) what an LGA support offer could look like both for councils who are ready to go straight away, and for those requiring capability and capacity before further devolution.**

#### **Update on current work**

6. The Government is pursuing a twin track approach in inviting areas to come forward with devolution deals while also continuing thematic discussions on decentralisation .e.g. skills which can be applied to across all areas in time (see below). This requires the LGA to follow a similar twin-track approach to its lobbying.

#### *A partnership with DWP – a joint Statement of Intent*

7. Given its significance as a department, we have sought to develop more systematic, high level engagement with DWP. LGA officers met Jeremy Moore, DWP's Director for Strategy to discuss a range of issues – successor arrangements for the Work Programme and support for those with multiple disadvantage, Youth Obligation, universal credit – issues we believe require central and local government to work together more effectively over coming years. To this end, the LGA drafted a joint LGA/DWP Statement of Intent (**Appendix A – approved by lead members of both Boards**) which sets out in one place what those collective issues are, intended outputs and milestones.
8. On a basic level, it is an aide memoire for our joint work, but ideally, the LGA would like this to be a high level commitment signed by respective politicians on joint work. The draft is being considered by DWP officials. **Members may wish to consider how the Boards take forward discussion with DWP Ministers to move our work along.**

#### *LGA proposal for a devolved employment programme for adults with multiple needs*

9. In Realising Talent (LGA, March 2015), we recommended that once current Work Programme contracts expire in 2017, employment support for claimants facing multiple disadvantages into work, including Employment Support Allowance (ESA) work ready claimants be fully devolved. Councils are confident more locally tailored solutions which integrate employment, health and skills interventions, and adopt a similar case worker approach to that used for Troubled Families would be more effective than national provision. Work Programme has supported 10% of ESA claimants into sustained work.
10. Many areas highlighted employment and skills as a number one contender for devolution in their bids. Devolution of some degree is likely, but the risk is it will come with insufficient funding, be deal-based rather than England wide, with councils given a peripheral role rather than as a commissioner.
11. The Cities and People and Places Boards therefore commissioned Inclusion to develop the detail of a devolved employment model for the most disadvantaged jobseekers / ESA

claimants which devolves support in the right way and could be flexible enough to apply in all areas across England.

12. **Members are asked to carefully consider the initial outline proposal (Appendix B). Views are sought as to whether or not it contains the right components, can be applied locally, and what further considerations or detail should be focused on in successive iterations. The proposal also suggests ways in which claimants who do not have multiple needs could be supported.** Our intention is to put forward the proposal to Government ahead of the Spending Review. Following discussions at both Boards, a detailed draft will be circulated for approval.
13. In developing this work, the LGA sought the views of a range of non-metropolitan areas including Derbyshire, Gloucestershire, Hertfordshire, Lincolnshire, Staffordshire and Suffolk. This work is in line with an LGA submission to the Work and Pensions committee welfare to work inquiry (also approved by lead members of this Board in September).
14. Alongside the model, the **LGA will publish an evidence based report** on the merits of a local approach to support people with physical and mental health conditions into work, and those with 'treatable' conditions drawing on case material from Cornwall, Gloucestershire, Hertfordshire and Sussex among others.
15. See paragraphs 27-28 for proposed additional activity on the most disadvantaged.

#### Apprenticeships

16. The Government has pledged to deliver three million apprenticeships over the course of this Parliament, geared to employers' skills requirements. This is a significant increase of 35% from the last Parliament (2.2 million starts).
17. The Enterprise Bill (second reading, 12 October), includes a clause to enable the Secretary of State to set apprenticeship targets for councils and other public bodies. We have opposed this on the basis that current and further cuts to budgets will undoubtedly impact on the local government workforce, so a legal obligation to hire apprentices would be unhelpful. We also proposed councils are excluded from the apprenticeship levy applicable to large employers as it is an additional cost at a time of significant financial constraint.
18. With devolved funding, councils can support the target in other ways, which the Bill does not recognise. This includes not only their role as employers, but also as commissioners and procurers, and through their local economic development and place shaping functions, working with employers of all sizes and LEPs. **Members are encouraged to raise with parliamentarians our concerns about the target and levy applying to councils, and of the positive role councils can play notwithstanding targets.**
19. An LGA-DCLG roundtable with councils and relevant Whitehall departments takes place on 20 October to explore ways in which local government can contribute meaningfully to increasing apprenticeships, rather than centrally imposed targets.

#### **Adult skills**

20. Ministers have tasked BIS and the Skills Funding Agency (SFA) to work together with some LEPs, local authorities, providers and the LGA to develop a simpler, more locally responsive adult skills budget (excluding apprenticeship funding).

21. While much is yet to be decided, the intention is a block grant for unified adult skills budget (including community learning) would go to Further Education (FE) colleges. It would no longer be qualification based and local commissioners will negotiate how funding is spent. In the short term, it will be co-commissioned (SFA and local areas – combined authorities possibly), with a view to full commissioning with more locally funding allocations. Some areas will be asked to pilot this from 2016/2017. Others are expected to implement this from 2017/2018. These developments are set alongside Area Based Reviews designed to provide stability for the Further Education sector. **Members are asked to consider ways this BIS development can help our lobbying of DWP, which could open up possibilities for local areas to align skills and employment.**

Youth obligation

22. The LGA met with DWP to discuss the new Youth Obligation (YO) to be introduced in 2017, replacing Job Seekers Allowance for 18-21 year olds. It will apply to new claimants on Universal Credit, and our assumption is it will be contracted separately to employment support for adults. The support package will include three elements: 1) Day One intense support package to include 72 hours of activity in the first three weeks of a claim, 2) traineeship, apprenticeship, sector based academies or a three month work placement six months into the claim, and 3) Work Programme type interventions.
23. The LGA suggested that the introduction of the Obligation does not address the fragmented and duplicative funding system to re-engage young people. Further we have recommended learning from the MYGO pilot jointly funded by JCP and Suffolk county council be explored given the integration principles which have been applied. An invitation from Suffolk officers has since been sent to DWP to visit the centre. **Members may wish to consider how we raise this across at political level too both at DWP and more broadly across HMG departments.**
24. **With regards paragraphs 9-23, if Ministers are minded to apply these models across England an LGA support offer will be necessary. Members may suggest a paper is brought to the next Board outlining what that offer could look like.**

**Proposals for additional future activity**

The case for a more local public employment service

25. DWP's PFI contract on Jobcentre Plus (JCP) offices expires in 2018. There is potential for significant changes in the way it operates in the future. The LGA is working to ensure that Universal Credit roll out recognises and adequately resources the role of councils, and that through Universal Support delivered Locally (USdL) we push for greater number of areas to benefit from co-location and develop thinking on integration. Alongside what Lord Freud, Welfare Reform Minister referred to as this 'spine of provision' there are opportunities to improve support for claimants within a reformed welfare system.
26. To support LGA lobbying for a more locally relevant public employment service, the LGA could initiate some research around international comparisons, JCP read across with the National Careers Service, links with local partners and wider economy, and users' perceptions. **Members' ideas are sought so a scoping paper can be tabled at the next Board.**

*Support for disadvantaged*

27. The success or otherwise of the Government's cuts to welfare spending are predicated on reducing the 'welfare dependency' of low income households, primarily through increased employment. The Welfare and Work Bill emphasises 'life chances' as a key factor in breaking cycles of poverty, recognising other factors – housing, childcare, health – in enabling people to find and progress in work. A benefit of devolving employment and skills funding and responsibility is that it enables support for the most disadvantaged to be integrated more effectively with other services, such as Troubled Families.
28. **It is proposed the LGA makes concrete proposals / case studies for improved local integration, and better harmonisation of policy at a national level:** for example lobbying against proposed changes in housing policy could see low income households priced out of the areas where they currently live and – crucially – work. Welfare Reform is championed by Cllr Claire Hudson (LGA Resources Member). Cross board work given this is a cross-cutting theme. Work that sits within this portfolio includes contributing to the Work and Pensions Select Committee Inquiry into the role of councils in providing a welfare safety net, and producing a publication on the current and future role of councils in social security (by March 2016). This piece of work is proposed by the LGA officer responsible for welfare reform.

## Appendix A

### ***LGA INITIAL DRAFT – PLEASE DO NOT SHARE***

#### **Statement of Intent: DWP and the Local Government Association**

Over the course of this Parliament, the Government has committed to achieve full employment, together with a set of challenging employment and welfare manifesto commitments. This will require careful and planned use of available resources.

Supporting those furthest from the labour market into work requires new approaches to integrate local services, health, skills and employment support with requisite funding. Further, early implementation of Universal Credit (UC) shows that sustained job outcomes are best achieved by integrated and tailored support. Much of this can only be effective if planned and delivered locally, alongside other services people rely on, and which are planned with an understanding of differing local labour market strengths and weaknesses.

DWP and the LGA recognise that stronger, more effective collaboration between central government and councils is vital. This means ensuring all relevant resources are used to best effect, avoiding duplication of services and initiatives, and ensuring capabilities and capacity at all levels work together to maximise opportunities to help all jobseekers upskill, build confidence, gain, sustain and progress in work.

To achieve this, we believe a **national accord** can help foster the dialogue needed at both national and local levels. The suite of these actions will help the Government achieve its manifesto commitments, support jobseekers into more sustained job outcomes, reduce public spending and boost productivity.

Given the chance, councils will play a critical role. They want to stimulate thriving local economies, so all residents contribute and benefit from local growth. Working across functional economic areas with businesses and local partners, they are building on their unique and proven capacity to integrate services around the vulnerable and anticipate and respond to local employer needs.

*Para on DWP and cross Whitehall work xxx ...* Other Whitehall departments managing policy and funding for skills, health, and local services must also be involved in discussions.

Employers and voluntary and community sector organisations are also important partners in this dialogue, ensuring that claimants have a stable foundation and the skills and confidence that employers need, both today and in future years.

#### **DWP and the LGA agree to take the following practical steps:**

##### **1. Understanding the claimant**

Broadly there are four categories of people out of work: 1) the short term unemployed who need little or no help; 2) long term JSA who cycle in and out of work; 3) those with a health condition or disability; and 4) those with multiple barriers requiring significant support.

We will work together to identify those who most need support to find a job, progress in employment or take steps on their journey back to work, ensuring effective support is

available to them. This will be based on the needs of claimants, and not solely on the benefit they claim, anticipating full introduction of Universal Credit.

*This will involve the following:*

- 1.1. designing support consistent with people's needs, rather than purely on the benefit they claim;
- 1.2. understanding how best to support UC claimants through Universal Support delivered locally (USdl);
- 1.3. exploring the best gateways to local support through early assessment, referrals, joint assessment and triage; and
- 1.4. further improving data exchange including all local performance data from nationally commissioned programmes.

## **2. Sharing resources**

Staff and physical resources will need to be used more effectively – delivering more with less resource. At the same time we want to simplify the claimant journey so that it is easier for claimants and there is less bureaucracy for all delivery agencies.

*This will involve the following:*

- 2.1. promote One Public Estate programme to identify offices and estate which can be shared;
- 2.2. continue and improve co-location of relevant local government and DWP staff, and in some cases widen to other partners to add value – aiding dialogue and reforming services; and
- 2.3. national ambition to ensure that the sharing of staff and physical and financial resource leads to true integration of services beyond front office co-location.

## **3. Youth Obligation**

The change to 18 to 21 year olds benefit entitlements and requirements is a major national reform. Local government has statutory duties to Raise the Participation Age and ensure every 16 and 17 year old not in employment or training makes a successful transition into work. DWP will be responsible for every 18 to 21 year old claiming an out of work benefit, and require them to 'earn and learn'. Working together, local government and DWP can provide a single journey for disadvantaged young people in their transition to employment.

*This will involve the following:*

- 3.1. Explore how the Youth Obligation can be delivered via an LGA Youth Offer<sup>1</sup> planned and delivered by councils and Jobcentre Plus, bringing together all careers advice and re-engagement support into single pots;
- 3.2. DWP, BIS, DfE, its agencies and local government coordinating activity to guarantee sufficient provision for all 16 to 21 year olds that have no work experience or are unemployed (including Apprenticeships, work experience, skills

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<sup>1</sup> Realising Talent: a new framework for devolved employment and skills, March 2015

training);

- 3.3. Councils identifying those 17 year olds at risk of claiming benefits; and
- 3.4. DWP (with other government departments) and local government agreeing on the responsibility and provision for vulnerable 18-21 year olds (care leavers, teenage parents, homeless and those with SEND statements).
- 3.5. Embed local labour market intelligence by consolidating all careers and employment advice through local commissioning, so young people are aware of all opportunities - apprenticeships, full time learning, current and future jobs in the pipeline.
- 3.6. Establish local apprenticeship hubs bringing together all apprenticeship funding into one pot, providing one service accessible to all young residents and employers;

#### **4. Short term unemployed**

DWP and local government recognise Jobcentre Plus (JCP) can be better aligned to the needs of the local economy and employers. For those unemployed for short periods of time, more can be done to provide a modern, well-informed, job brokerage offer, with access to a wider pool of jobs available in the local economy.

*This will involve the following:*

- 4.1. Agree protocols for the accountability of local DWP performance to LEPs and Combined Authorities
- 4.2. Make use of Support Contracts and the Flexible Support Fund (or any successor arrangements) to facilitate local partnerships working in line with local economic priorities; and
- 4.3. Explore new local job brokerage models combining local labour market information from local partners, and JCP and National Careers Service (NCS) resource to provide access to a broader range of vacancies and careers, and referrals to skills.

#### **5. Mainstream JSA claimants**

DWP and local government recognise the importance of reducing the number of long-term workless adults. With reductions in budgets across Government, the focus on sustained job outcomes for all long term jobseekers is all the more critical for the jobseeker, and the local and national economy. Skills development is an important factor in someone's ability to enter, retain, and progress in work. Interventions must as a minimum integrate skills and employment support, and be grounded in job opportunities available locally.

*This will involve the following:*

- 5.1. DWP and BIS exploring with local government ways to integrate employment support and the skills system (including adult skills and community learning);
- 5.2. Local government and DWP establishing criteria for what is the most effective commissioning model relevant for a local area (from full devolution to local

government commissioning support with DWP); and

- 5.3. Commitment for DWP, local government and providers to establish ways to maximise providers' impact on local labour market conditions.

## **6. Adults with multiple disadvantage and health conditions**

DWP and local government recognise that understanding the personal challenges troubled families and adults with multiple disadvantages face is key to unlocking their ability to playing an active role socially and economically. As jobseekers with multiple disadvantages access a greater number of services commissioned or delivered locally, local government is committed to providing pathways to sustained employment and recognise that this will involve improved integration of local services, and a provider market geared to deliver this.

Helping more ESA claimants move into employment is critical to achieving the Government's aim of halving the disability employment rate, and supporting more people with mental health and long term 'treatable' conditions into work. Working with local employers will be critical to keep people in work and encourage the recruitment of people with disabilities. Together, we should work with the Department of Health to encourage the integration of employment support with health provision.

*This will involve the following:*

- 6.1. Commit to replace Work Programme / Work Choice with a fully devolved programme for disadvantaged adults integrating employment, skills and health interventions, geared foremost for JSA claimants with complex needs and ESA WRAG claimants;
- 6.2. Basing new support on local government expertise in delivering the Troubled Families programme and its planned expansion by DCLG, bringing together health, welfare, housing, employment, skills and other specialist support;
- 6.3. Explore how new forms of finance, such as Social Impact Bonds, and other Whitehall budgets can add to mainstream DWP funded provision; and
- 6.4. Exploring innovative ways to engage those currently on the ESA Support Group – either through the devolved programme (above) or through co-designed pilots.

## **7. Boosting local growth and productivity**

All local authorities work across travel to work and learn patterns (group of councils, combined authorities or LEPs) to integrate services around the vulnerable and anticipate and respond to local employer needs. They recognise the importance of raising the employability of the local workforce to meet the needs of employers, and want to do more to plan skills, employment support and health in line with local economic objectives to boost growth and productivity. DWP and local government recognise that this can mean significant public sector reform in how supply-side services are designed, managed and commissioned.

*This will involve the following:*

- 7.1. DWP and the LGA to agree commissioning geography to reflect functional economic areas (likely combined authorities in urban and rural areas) to align with travel to work and learn patterns, and enable more sophisticated commissioning – labour market strengths and weaknesses etc;



- 7.2. Rolling programme of devolution deals beyond those currently agreed or in negotiation, recognising the government's local governance requirements; and
- 7.3. DWP and the LGA working in partnership to establish the metrics, payment models, and standards for measuring past performance and assessing future performance gains, to determine performance and financial benchmarks.

END

DRAFT



## Appendix B

### A proposal for a devolved employment programme for adults with multiple needs

In Realising Talent (March 2015), we recommended that when current Work Programme contracts expire in 2017, it should be replaced with two separate programmes:

1. A mainstream employment programme for the majority of long-term JSA aged 22 and over (on the assumption that Youth Obligation provision will be contracted separately)
2. The other for ESA claimants and JSA claimants facing multiple needs and labour market disadvantage.

#### Mainstream JSA

For some JSA claimants the current Work Programme has performed moderately well, although it continues to be constrained by the inability to integrate skills provision, which we believe needs to be addressed. We recognise that for long-term JSA claimants *without* multiple disadvantages the current numbers are much lower compared to when the Work Programme was originally commissioned. This opens up a wider range of options for how support is provided. One option is to explore how combined Jobcentre Plus and local government services could provide a universal service to claimants up to, for example, the first 18 months on benefits. This could be tested in some areas and can build on how Jobcentre Plus and some local authorities are already working closely together, and this will include how skills provision can be better integrated.

#### ESA claimants and JSA claimants with multiple needs

This paper focuses on the early thinking behind a proposal for a new programme for adults with multiple needs and who have the potential to find and keep employment. It is intended to replace the Work Programme for some of the current 'payment groups'. For this group of disadvantaged claimants we think a new, radical approach is needed.

The new approach is based on:

1. Addressing multiple barriers to unlock job opportunities;
2. Integrating health provision for a new employability and health approach;
3. Integrating skills provision to boost qualifications and productivity; and
4. Integrating other resources for disadvantaged people, such as troubled families.

Halving the **employment rate gap for disabled people** is a significant challenge, involving over 1 million people with disabilities and health conditions moving into work in the next five years. We think radical steps are needed to achieve this goal, and our proposal can be an important element in the strategy.

#### An outline description

The aim is to help turnaround the lives of those claimants who have significant barriers to finding and keeping a job, especially those with a disability, health condition as well as those with 'treatable' conditions. These groups of people have been poorly served by previous labour market programmes and local government is committed to improving positive outcomes for individuals and their families.

There has been sufficient learning from the Work Programme, DWP ESF Families, Troubled Families, and other programmes, to inform how a localised programme could deliver better results.

## Who will join the programme?

We want to target those who are the most disadvantaged in the labour market, and who have either been very long-term unemployed or are at a high risk of becoming long-term unemployed. Our proposed eligibility criteria are:

1. Those who have claimed an out-of-work benefit for three of the past four years
2. Workless families or those with a history of worklessness
3. Lone parents with disadvantages and whose youngest child is three or over
4. Young people aged 18 to 24 who have never been in waged employment for more than 6 months, incorporating Youth Obligation but with more intensive support.

It is expected that every eligible person will have at least two recognised labour market disadvantages (list of markers being developed and includes drug and alcohol misuse, care leavers etc.) and/or would be financially adversely affected by the benefit cap (others would be referred to the mainstream programme). Whilst the majority of referrals will be through Jobcentre Plus, we also want to explore how referral routes from other agencies (such as health) could work in practice. We also propose testing segmentation tools to allow for early referral for those with a high risk of becoming very long-term unemployed.

## The offer

1. Everyone referred to the programme will have an initial **assessment** to help put them on the right track to support. Local government will work with DWP to agree a **standard assessment tool** to be used in every area, enabling the open learning of what works. We will build on current assessment tools, such as those used in 'Universal Services Delivered Locally'.
2. A **personal Key Worker** will plan with the claimant their steps towards or into work. Local authorities will make the best use of key workers in their areas and take steps to build capacity and expertise.
3. The **right support at the right time** will be provided by key workers matching claimants with existing local provision. The role of the local authority (or their appointed agent) will be to co-ordinate the full range of services that claimants may need. This will involve organising **clear referral routes** between health provision (including mental health), skills providers, advice agencies and other specialist services. **Integrating existing local provision** will be central to delivering a programme that can reduce duplication and make best use of local expertise. However, there may also be the need for additional provision and this will be planned and commissioned locally.
4. Local government will lead the way in encouraging the **co-location of services**, including Jobcentre Plus. This makes sense for claimants who need easy access to the right services, but it could also bring substantial efficiencies and help in the introduction of Universal Credit. To stimulate integration every area will commit to establishing **Local Integration Boards**, modelled on those successfully introduced in Greater Manchester, which bring together service leads and providers. The integration of skills provision will be aided by the anticipated co-commissioning of the **adult skills budget** between local areas and the Skills Funding Agency. In some areas where the conditions are appropriate and local outcomes are geared to improved skills, full devolution of adult skills budget to local areas (or groups of areas) is anticipated. This might involve devolution to an employment and skills board which involves major local business.

5. Once referred a claimant should be the **responsibility of the local authority for two years** and this should also include in-work support for those who get jobs – helping people stay and progress in jobs – to reduce churn. We want to develop and agree a framework for **Service Standards** for claimants that would apply in all areas. These would cover the amount of contact time and its regularity, as well as the support that claimants could expect to receive.

### **Where would the programme operate?**

As with Troubled Families, this programme could operate in every area. However, it is recognised there is a significant scaling-up to be achieved and substantial public sector reform challenges. Therefore we propose two phases. For the **first trial phase** (2017/18) groups of local authorities should be invited to express an interest. These are likely to be, but not exclusively, Combined Authorities, and should include a mix of cities and non-metropolitan areas. The second phase would be a full roll-out across England in 2018/19.

### **How will it be funded?**

The **combined resources** of: 1) an equivalent contribution from the DWP employment programme budget for disadvantaged groups; 2) local resources from the existing and expanded Troubled Families programme; 3) existing locally controlled capacity and resources which support provision; 4) opening access to other funded provision, such as the adult skills budget and European funds.

A key task of local areas will be to **align budgets** to maximum effect. We anticipate a mix of ring-fenced block grants and performance payments. Accountability would be through '**local outcome agreements**' which sets out agreed targets and outcomes. It is expected that these agreements will address short and long-term goals for each target group.

It is anticipated there will be **additional savings** due to improved job outcomes as a direct result of the programme. Currently only 7p in every £1 saved stays at the local level. We propose an increased proportion of these savings should **return to the local area** to be invested in local services. Over a five year period we plan for the programme to be cost neutral.

### **Improving performance**

We believe our approach will lead to an improvement in job outcomes for equivalent groups on the Work Programme. For example, on current evidence for the ESA WRAG group we believe we could **improve job outcomes by around 50%**. However, as for Troubled Families and ESF Families, other progression measures and outcomes should also be included which are known to increase employability, reduce the demand on other services, and help families to progress.

Part of our commitment to improve outcomes will be achieved by **strong relationships with local employers**. Understanding the recruitment and skills needs of local employers is a capability we share with Jobcentre Plus and Local Enterprise Partnerships. We want to bring our knowledge together, informed by local labour market intelligence, to achieve not just more jobs through this proposed programme, but also delivering more Apprenticeships and Traineeships.

### **Commissioning and managing the programme**

This would **not be a co-commissioned programme**. Responsibility and accountability would lie firmly with the local area through the local outcome agreement. As well as setting out the intended outcomes, the agreements will also set out the financial settlement.

It will be for each area to decide how to achieve their agreed stretch in performance. In some areas local government will choose to contract out all of the co-ordination and delivery functions. However, other areas could decide they will achieve better results by retaining some functions in-house. When commissioning any element of the programme, local authorities will use existing procurement staff and will ensure that social value is part of the commissioning process. We will explore the use of common Invitations to Tender (ITTs) to reduce the market costs of bidders.

Where there are groups of local authorities, there will be one lead authority responsible for finances and procurement processes. We would expect the normal oversight and audit from relevant government departments in the delivery of the programme.

### **Welfare reform**

We see our proposal as an integral part of responding to the challenges that wider welfare reform will bring. Our experience to date shows that individual claimants need advice to take the right decisions about housing, family and work. The most vulnerable claimants need face-to-face advice and this can only be done at the local level. With **increasing numbers on Universal Credit** over the next few years we want to ensure there are the mechanisms in place that will help the most vulnerable and provide them with the guidance they may need, including those who are in work and want to progress.

### **Conclusion**

Our proposal is a radical step in public sector reform and how disadvantaged claimants receive support. It is designed to improve outcomes for groups of people that previous programmes have mostly failed. Local Government believes it can and will do better by integrating local services to provide personalised support to disadvantaged individuals and families.

## Note of last People & Places Board meeting

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<b>Title:</b>	People & Places Board
<b>Date:</b>	Thursday 18 June 2015
<b>Venue:</b>	The Terrace Lounge, 7th Floor, Local Government House, Smith Square, London, SW1P 3HZ

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### Attendance

An attendance list is attached as **Appendix A** to this note.

Item	Decisions and actions	Action
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### 1 Welcome, introductions and declarations of interest

The Chairman welcomed Members to the meeting.

Apologies for absence were received from Councillor Paul Carter and Councillor John Pollard, who was substituted by Councillor Chris Townsend.

The Board **noted** that Lord (Jim) O'Neill, Commercial Secretary to the Treasury and the Northern Powerhouse Minister James Wharton MP were invited to address the meeting but were unable to attend.

The Chairman welcomed Andrew Campbell to the Board meeting. He is based at the Department of Communities and Local Government and will be seconded to the LGA from August 2015 in order to undertake work on the devolution agenda with the LGA and local authorities.

### 2 English Devolution and the new Government

It was noted that the Cities and Local Government Bill was proceeding through Parliament at the present time, currently in the House of Lords.

Board members raised the following points in the discussion that followed to inform the LGA's lobbying strategy:

- The Bill appeared to give the Secretary of State a great deal of discretion to approve or turn down proposals, without few mechanisms to hold the Secretary of State to account.
- It was important at every stage to ensure the needs of local authority residents were considered.
- There were concerns about balancing the speed at which the Bill is proceeding through Parliament with appropriate scrutiny.
- The importance of the Bill being flexible enough to allow a range of

future discussions on devolution within localities and governance arrangements.

- The need to maintain links with other LGA Boards to feed in a non-metropolitan viewpoint where necessary.

### Decision

The Board **agreed** to focus their discussion on four areas:

- Amendments and lobbying on the Bill;
  - Keeping up the pressure to make progress on the ground;
  - Examining governance options; and
  - Securing local government's position through a constitutional settlement
- a) Devolution Deals for Non-Metropolitan Areas- confidential item for discussion

The Board were invited to consider what additional functions they would like to see devolved to non-metropolitan combined or other designated authorities and provide guidance to officers on whether they would like further work to enable a strong case for devolution to be presented to government.

In discussion, the Board had the following general comments:

- There needed to be a 'champion' for non-metropolitan areas.
- The Government had not yet realised the full benefits and potential of English devolution and authorities needed a reassurance on future funding if various functions were devolved.
- Devolution should be seen in terms of "what could work" and be delivered across the UK to benefit communities.
- There may not be capacity in the Civil Service to progress English Devolution at the required pace.
- The Government needed to "let go" of many of its powers and in devolving to localities, show that it can trust local government which had delivered substantial savings over the past five years: this had included public health which had been transferred from the NHS.
- There was a great opportunity to push the devolution agenda linked with public service transformation and reform which would deliver greater savings.

Members considered that the following additional functions could be explored for devolution deals in non-metropolitan areas:

- Emergency services
- Education, Skills and employment support -from primary



school through to further education and in the world of work.

- Devolution should include authorities being able set their own fees and charges.
- Integration of health and social care.

### **Decision**

The Board **noted** the report and were keen for new areas to be considered for devolution in terms of their discussion.

b) Devolution in Non-Metropolitan Areas - Governance Options-  
confidential item for discussion

The Board were invited to address the questions posed and provide guidance to officers on the governance arrangements considered appropriate for groupings of councils or other arrangements established in non-metropolitan areas.

Members commented in their discussion as follows:

- The governance proposal arrangements needed to be clear and understandable to the general public.
- Overview and Scrutiny models varied across authorities and a useful model was that used in the joint body to hold the Police and Crime Commissioners to account in Kent. The Bill required a combined authority to arrange for the appointment of one or more overview and scrutiny committees which would be committee or subcommittee of a principal council.
- The need to further consider alignment with LEP boundaries and how democratically accountable LEPs could be.
- Government needed to trust local authorities as democratically elected bodies and give them the tools to do their jobs and devolve powers as far as practicable. They had delivered very large savings which proved their worth.
- The Government should be held to account in the promises it made on devolution and authorities needed to submit their own proposals for the way forward whilst the Bill is going through its stages in Parliament.

### **Decision**

The Board **noted** the report and **agreed** that Group Leaders would advise on officers' proposals in the gap between Board cycles.

#### **4 LGA Support Offer on Devolution**

The report set out proposals how the LGA could help councils access support to make progress on devolution and in particular officers were seeking advice on whether there were other forms of support the LGA should consider.

Board members raised the following points in the discussion that followed:

- Andrew Campbell should be given as much support as possible in his seconded role at the LGA and in his role liaising with Government and local authorities.
- There were so many different models of governance across the country and there should not be a 'one-size fits all' approach, with identification of different stages of the devolution process.
- There needed to be a "knowledge exchange" across authorities, being able to work in a cross-cutting way and sharing information.
- Authorities needed to "see what worked" in each area for devolution purposes and for future devolution deals.
- The demands and pressures of non-metropolitan areas were different to that of City areas. The Government needed to listen and work with local authorities on the devolution agenda and also authorities could utilise the LGA resources available to it in the Devo Hub.
- It was clear that the Bill was going through various Parliamentary stages swiftly, therefore authorities needed to act quickly in this matter concerning the submission of their own devolution proposals to the Government, which needed to be clear, concise and well-thought out.

#### **Decision**

The Board **noted** the report.

#### **5 Review of the Board**

The report to the Board provided some issues for discussion to support members' review of the Board and set out a summary of the 2014/15 work programme.

The Board considered that it had met its original purpose and gave their views on how it can develop over the next year.

Board members raised the following points in the discussion that followed:

- The existing Board arrangements were working well, ensuring that non-metropolitan areas were able to have an important voice, particularly in relation to the devolution agenda.

- The City Regions and People & Places Boards had worked well together and there was a collective will to progress issues such as devolution at a strategic level. It was important however not to duplicate the work of other Boards.
- The Board should have the opportunity to review reports from other Boards where there was an effect on non-metropolitan areas, allowing the Board greater input from its own perspective and provide strategic overview.

The Board suggested other areas for its work programme in 2015/16:

- Broadband in rural areas, particularly its often very slow speed.

### **Decision**

The Board **noted** the Annual Review which would be submitted to the LGA Leadership Board.

## **6 Minutes of the last meeting**

The minutes of the meeting held on 12 March 2015 were **agreed**.

**Appendix A -Attendance**

Position/Role	Councillor	Authority
Chairman	Cllr David Hodge	Surrey County Council
Vice-Chair	Cllr Anne Western	Derbyshire County Council
Deputy Chair	Cllr Neil Clarke MBE	Rushcliffe Borough Council
Deputy Chair	Cllr Heather Kidd	Shropshire Council
Members	Cllr Vince Maple	Medway Council
	Cllr Jennifer Mein	Lancashire County Council
	Cllr Alan Rhodes	Nottinghamshire County Council
	Cllr Philip Atkins	Staffordshire County Council
	Cllr Roger Begy OBE	Rutland County Council
	Cllr Andrew Bowles	Swale Borough Council
	Cllr Gillian Brown	Arun District Council
	Cllr Paul Diviani	East Devon District Council
	Cllr Mark Hawthorne MBE	Gloucestershire County Council
	Cllr Kenneth Meeson	Solihull Metropolitan Borough Council
	Cllr Cecilia Motley	Shropshire Council
	Cllr Stan Collins	South Lakeland District Council
	Cllr Simon Galton	Leicestershire County Council
	Cllr Chris Townsend	Mole Valley District Council
Apologies	Cllr Paul Carter CBE	Kent County Council
	Cllr John Pollard	Cornwall Council



# LGA location map

## Local Government Association

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Tel: 020 7664 3131  
 Fax: 020 7664 3030  
 Email: [info@local.gov.uk](mailto:info@local.gov.uk)  
 Website: [www.local.gov.uk](http://www.local.gov.uk)

## Public transport

Local Government House is well served by public transport. The nearest mainline stations are: Victoria and Waterloo: the local underground stations are

**St James's Park** (Circle and District Lines), **Westminster** (Circle, District and Jubilee Lines), and **Pimlico** (Victoria Line) - all about 10 minutes walk away.

Buses 3 and 87 travel along Millbank, and the 507 between Victoria and Waterloo stops in Horseferry Road close to Dean Bradley Street.

## Bus routes – Horseferry Road

- 507** Waterloo - Victoria
- C10** Canada Water - Pimlico - Victoria
- 88** Camden Town - Whitehall - Westminster - Pimlico - Clapham Common

## Bus routes – Millbank

- 87** Wandsworth - Aldwych
- 3** Crystal Palace - Brixton - Oxford Circus

For further information, visit the Transport for London website at [www.tfl.gov.uk](http://www.tfl.gov.uk)

## Cycling facilities

The nearest Barclays cycle hire racks are in Smith Square. Cycle racks are also available at Local Government House. Please telephone the LGA on 020 7664 3131.

## Central London Congestion Charging Zone

Local Government House is located within the congestion charging zone.

For further details, please call 0845 900 1234 or visit the website at [www.cclondon.com](http://www.cclondon.com)

## Car parks

Abingdon Street Car Park (off Great College Street)

Horseferry Road Car Park  
 Horseferry Road/Arneway Street. Visit the website at [www.westminster.gov.uk/parking](http://www.westminster.gov.uk/parking)

