

Leicester
City Council

Governance Services
City Hall
115 Charles Street
Leicester
LE1 1FZ

10 September 2025

Sir or Madam

I hereby summon you to a meeting of the LEICESTER CITY COUNCIL to be held at the Town Hall, on THURSDAY, 18 SEPTEMBER 2025 at FIVE O'CLOCK in the afternoon, for the business hereunder mentioned.

A handwritten signature in black ink, reading "Kamal Adhin".

Monitoring Officer

----- **AGENDA** -----

AUDIO STREAM OF MEETING

A live audio stream of the meeting can be heard on the following link:

<https://www.youtube.com/@leicestercitycouncildemocr5339>

1. LORD MAYOR'S ANNOUNCEMENTS

2. DECLARATIONS OF INTEREST

3. MINUTES OF PREVIOUS MEETING

The minutes of the meeting held on 3 July 2025 are available to view at:

[Agenda for Council on Thursday, 3 July 2025, 6:00 pm](#)

The minutes of the meeting held on 1 September 2025 are available to view at:

[Agenda for Council on Monday, 1 September 2025, 5:00 pm](#)

Copies are also available from Governance Support on (0116) 454 6350 or governance@leicester.gov.uk

4. STATEMENTS BY THE CITY MAYOR/EXECUTIVE

Item 4
Pages 1-4

- Department of Health and Social Care response to letter sent by the City Mayor and Assistant City Mayor Councillor Dempster with regards to the GP to patient ratio in Leicester.

5. PETITIONS

- Presented by Members of the Public – None
- Presented by Councillors
 1. Cllr Sood, Neighbourhood conditions in London Road, Victoria Avenue and Victoria Alley area
 2. Councillor Batool and Malik, One-way Traffic Flow on St Saviours Road, Kitchener Road and Dorothy Road Roundabout.
- Petitions to be debated – None

6. QUESTIONS

- From Members of the Public
- From Councillors

7. MATTERS RESERVED TO COUNCIL

- a) **COMMUNITY ASSET TRANSFER POLICY UPDATE**

Item 7a
Pages 5-68

8. REPORTS OF SCRUTINY COMMITTEES

- a) **SCRUTINY ANNUAL REPORT 2024-25**

Item 8a
Pages 69-94

9. REPORTS OF THE MONITORING OFFICER

- a) **FURTHER REPORT FROM THE LOCAL GOVERNMENT AND SOCIAL CARE OMBUDSMAN**

Item 9a
Pages 95-106

- b) **PETITIONS SCHEME AMENDMENT**

Item 9b
Pages 107-116

- c) **CITY OF LEICESTER AWARD**

Item 9c
Pages 117-121

10. NOTICES OF MOTION

Motion:

Proposed by Councillor Rae Bhatia, seconded by Councillor Kitterick:

“This Council notes with deep concern the continued and serious failures in core services across Leicester, which have been subject to formal criticism from multiple independent regulators and courts:

- The Care Quality Commission has rated Adult Social Care as “Requires Improvement” where carers stated lack of support and choices during their assessments, with difficulties in getting information, long median wait times for assessments including Care Act assessments, Occupational Therapy assessments and carers’ assessments.
- The Employment Tribunal found the Council guilty of racial discrimination against a senior social services employee. The Council pursued the case through two appeal defeats, wasting public funds and refusing to accept accountability.cc
- The Housing Regulator delivered one of the most severe reports, revealing that no full condition surveys have taken place since 2009, over 70 percent of homes have had no EICR checks.

- Inspectors rated the Children and Young People's Justice Service (CYPJS) also as requires improvement - the second lowest mark possible.

- Ofsted rated Children's Services as requiring improvement to be good in all areas, showing a marked decline in performance and raising questions over safeguarding.

These are not isolated incidents. They form a pattern of failure in which basic standards have not been met, public money has been wasted, and residents have been denied both legitimate input and justice.

The current mayoral system has enabled these failures by concentrating power in one office, removing effective scrutiny, and cutting communities out of the decision-making process. It has not delivered better outcomes. It has removed the ability of ward councillors, and residents themselves, to hold leadership to account. It is an experiment that has now failed this city.

This Council believes that the governance model must be one that serves residents, not work for those in power.

This Council therefore resolves to support a change in governance structure. The Council should move to end the mayoral system and return to a more accountable and locally responsive cabinet-and-leader model. This change is essential to restore public trust, improve service delivery, and give communities a real say in how Leicester is run.

A timeline for this change must be agreed and approved within next three months."

11. ANY OTHER URGENT BUSINESS

Information for members of the public

Fire & Emergency Evacuation Procedure

- The Council Chamber Fire Exits are the two entrances either side of the top bench or under the balcony in the far-left corner of the room.
- In the event of an emergency alarm sounding make your way to Town Hall Square and assemble on the far side of the fountain.
- Anyone who is unable to evacuate using stairs should speak to any of the Town Hall staff at the beginning of the meeting who will offer advice on evacuation arrangements.
- From the public gallery, exit via the way you came in, or via the Chamber as directed by Town Hall staff.

Meeting Arrangements

- Please ensure that all mobile phones are either switched off or put on silent mode for the duration of the Council Meeting.
- Please do not take food into the Council Chamber.
- Tweeting in formal Council meetings is fine as long as it does not disrupt the meeting. Will all Members please ensure they use their microphones to assist in the clarity of the audio recording.

You have the right to attend, view, formal meetings such as full Council, committee meetings & Scrutiny Commissions and see copies of agendas and minutes. On occasion however, meetings may, for reasons set out in law, need to consider some items in private.

Dates of meetings and copies of public agendas and minutes are available on the Council's website at <https://cabinet.leicester.gov.uk/>, or by contacting us using the details below.

Making meetings accessible to all

Braille/audio tape/translation - If you require this please contact the Governance Services Officer (production times will depend upon equipment/facility availability).

Further information

If you have any queries about any of the above or the business to be discussed, please contact:

Sharif Chowdhury, Senior Governance Support Officer. email governance@leicester.gov.uk or call in at City Hall.

For Press Enquiries - please phone the **Communications Unit on 0116 454 4151**



Please ask for: Sir Peter Soulsby
Direct Line: 0116 454 0001
Our Ref: 2025/July/WS/PS/MH
Date: 2nd July 2025

Via email: wes.streeting.mp@parliament.uk
dhsc.publicenquiries@dhsc.gov.uk

Rt Hon Wes Streeting
Secretary of State for Health and Social Care
Department of Health and Social Care
39 Victoria Street
London
SW1H 0EU

Dear Secretary of State

A recent BBC report (1) showed that Leicester had the second worst GP to patient ratio in the country. As you know, Leicester is a city with significant poverty and deprivation and associated poor health outcomes. We have had several conversations with the LLR Integrated Care Board about this issue but unless additional resources are given to the city to encourage more GPs to work here or the overall formula for funding primary care is changed to take into account health inequalities and increased needs in a city like Leicester, we feel that little progress will be made.

We would be happy to discuss this further with you and to hear if there are any plans to address this issue for us and other similar areas.

(1) <https://www.bbc.co.uk/news/articles/cjd51y9vn9do>

Yours sincerely,

Peter Soulsby
City Mayor

Councillor Vi Dempster
Chair of Leicester Health and Wellbeing Board



Department
of Health &
Social Care

*From the Ministerial Correspondence
and Public Enquiries Unit*

*39 Victoria Street
London
SW1H 0EU*

Your ref: 2025/July/WS/PS/MH

Our ref: DE-1620560

30 July 2025

Dear Sir Soulsby and Councillor Dempster,

Thank you for your correspondence of 2 July about GP services in Leicester. I have been asked to reply.

I appreciate your concerns.

The Government has committed to training thousands more GPs across the country, including Leicester, which will increase capacity and take the pressure off those currently working in the system.

Each General Practice is required to provide services to meet the reasonable needs of their patients. There is no NHS England recommendation for how many patients a GP should have assigned, or the ratio of GPs or other practice staff to patients. The demands each patient places on their general practice are different and can be affected by many different factors, including rurality and patient demographics. It is necessary to consider the workforce for each practice as a whole; not only GPs, but also the range of health professionals available who are able to respond to the needs of their patients.

The Government committed to recruiting over 1,000 recently qualified GPs through an £82million boost to the Additional Roles Reimbursement Scheme (ARRS) over 2024/25, as part of an initiative to address GP unemployment and secure the future pipeline of GPs. Data on the number of recently qualified general practitioners for which primary care networks are claiming reimbursement via the ARRS shows that since 1 October 2024, over 2000 GPs were recruited through the scheme.

Earlier in the year, the Government announced it is investing an additional £889million through the GP contract for 2025/26 to reinforce the NHS, bringing total spend on the GP contract to £13.2billion.

Under the contract changes, the ARRS has become more flexible to allow Primary Care Networks to respond better to local workforce needs. The two ARRS pots will be combined to create a single pot for reimbursement of patient facing staff costs. There will be no restrictions on the number or type of staff covered, including GPs and practice

nurses.

I hope this reply is helpful.

Yours sincerely,

Correspondence Officer

Ministerial Correspondence and Public Enquiries

Department of Health and Social Care

Council Decision

Community Asset Transfer Policy Update

Decision to be take on: 18 September 2025

Lead Director: Matthew Wallace, Director of EBS

Useful information

- Ward(s) Affected: ALL
- Report authors:
Kathryn Ellis FIRRV, Head of Strategic Property, Estates & Building Services
Lee Warner, Head of Neighbourhood Services
- Checked by:
Kamal Adatia, City Barrister, Legal Services
- Report Status: FINAL

1 Purpose

1.1 The purpose of this report is to:

- Provide an updated Community Asset Transfer (CAT) Policy, amended in light of changes to legislation, Council objectives, the Community Services & Library Needs Assessment, policy and practice since adoption of a CAT Policy in 2008 as last updated in 2022.
- Provide an overview of the recent amendments in light of the above changes.

2 Recommendation

2.1 That Council approves the adoption of the revised Community Asset Transfer (CAT) Policy in Part 4H of the Constitution

3 Scrutiny

3.1 Neighbourhood Services & Community Involvement Scrutiny Commission
11.09.2025
Full Council 18.09.2025

4 Detailed Background to the Community Asset Transfer (CAT) Scheme and Policy

4.1 Summary

Community Asset (Property and Land) Transfers come in many forms whether it be via a short term licence, a lease of under seven years (short-term lease), a disposal via a lease of seven years or more, or freehold disposal of an asset. These vehicles for licensing, leasing or disposal can be

completed at market value or at a reduced market value/rent through an assessment of social, environmental or economic wellbeing benefit being provided on behalf of the Authority.

4.1.1 The circumstances for each property will be unique to the asset and the organisation benefiting from it and each is evaluated on its own merits.

4.1.2 Community Asset Transfers (CATs) are not mandatory in law and approximately only 50% of Council's nationally have adopted a policy. Leicester City Council has chosen to adopt a CAT policy and CATs have now been part of the Council's property portfolio since the Localism Act came into force in 2011.

4.2 Historical context

4.2.1 Prior to the Localism Act in 2011, the Council had leased and disposed of property to community organisations but not always in a consistent manner. Below gives the historical context.

4.2.2 Following the October 2006 publication of the Local Government White paper "Strong and Prosperous Communities", central government set out a new relationship between local government and its communities based on the devolution of power by granting Authorities with a greater say over local services.

4.2.3 From 2008, the Council adopted its own "Policy for transfer of assets for community governance" as an addition to the existing "Framework for Disposal of Property".

4.2.4 In 2011 it was agreed to offer community groups who had been stable, long-term tenants in council properties the opportunity to buy their premises at market value less a 20% discount.

4.2.5 The Localism Act 2011 sought to further empower communities to self-manage and reducing funding required Councils to consider different ways of delivering community services. With these factors in mind, the Policy was reviewed to reflect these changing circumstances.

4.2.6 The Community Asset Transfer (CAT) Policy is a voluntary process entered into proactively by public bodies.

4.2.7 The Community Asset Transfer Policy is only one way in which groups and organisations can acquire assets. Other ways include a commercial arrangement under the Local Government Act 1972 and the Community Right to Bid.

4.2.8 As an outcome of the Council's service transformation plans and part of its commitment to localism and community initiatives the Council produced a

Policy for Council Assets of Community Governance in 2014 (revised in 2022) which detailed how surplus assets can be made available for use by community/ voluntary organisations, either through a grant of a lease or possibly a freehold transfer.

4.2.9 Changes in the Local Authority landscape, legislation and the Council's Community Services and Library Needs Assessment have meant this policy needs updating to reflect these changes and therefore the Draft Policy attached to this document at Appendix A sets out the Policy as proposed to be amended in 2025.

4.2.10 This Community Asset Transfer (CAT) policy will enable use of assets by community/voluntary organisations that are not-for-profit and are registered e.g. a registered charity, community interest company, etc. The Council will advise if an organisation has any doubt in relation to eligibility.

4.2.11 Over the past decade 11 Community Asset Transfer (CATs) leases were considered under the Transforming Neighbourhood Services (TNS) programme. The Council is currently consulting on proposals for libraries and communities which could release up to 8 buildings which are no longer proposed to be run by the Council for further proposed CAT opportunities.

4.2.12 There still remain a number of pre-CAT Policy transferred community assets which are no longer run by the Council which will require review upon renewal of lease.

4.2.13 Monitoring of CATs and Pre-CAT Policy-equivalents is imperative in order to continuously meet best consideration under the disposal legislation as detailed in s.123 of the Local Government Act 1972. It is therefore recommended that when a pre-CAT Policy community asset transfer lease is reviewed, these are reviewed under the latest adopted CAT Policy or are simply transferred to regularised leases (if relevant on review).

4.2.14 A programme and process has been developed at the Council since 2011 to promote opportunities for local communities and organisations and to support the development of business plans. Independent support is provided for groups. There have been good lessons learned through the programme to date. The assessment criteria for business plans is well formularised through a CAT Guide and the process and programme continues to be reviewed regularly for appropriateness in light of changes to the Local Authority landscape, legislative changes and any major community service changes.

4.3 Main changes to the Policy:

4.3.1 The Land Transaction rules have had minor amendments to integrate the CAT Policy and the flow of the Policy in the context of those rules.

- 4.3.2 The process of application has been moved out of the Policy into a 'Guide for Community Asset Transfers' which will be added to the web page for Community Asset Transfers on the Council's main website: www.leicester.gov.uk in order to shorten the Policy and provide guidance for application, and the application process in one place. This has shortened the Policy and made it simpler.
- 4.3.3 An 'Exclusions to the Policy' section at Clause 3 has been added to aid organisations in determining whether a CAT Policy may apply to them; and other exclusions in law that disallow assets to be disposed of for any specific reason. Legal advice is sought on any application that may present specialised legal considerations at Executive Decision stage in the process.

5 Implications

5.1 Financial implications

- 5.1.1 This report outlines changes that are proposed to the Council's CAT policy, including simplification and clarification. There are no direct financial implications of these changes. Financial implications will need to be sought as and when any specific asset is proposed or requested for a Community Asset Transfer.

Stuart McAvoy, Head of Finance
Date: 16 June 2025

5.2 Legal implications

- 5.2.1 This report recommends updates to the existing Community Asset Transfer Policy. As stated in the report, the Council has no statutory obligation or duty to adopt a policy. The existing CAT Policy forms part of the Council's Constitution so the proposed amendments will require formal approval. Future CAT leases will have to be considered in line with the amendments once formally adopted.

Zoe Iliffe, Principal Lawyer (Property, Highways & Planning)
Date: 16 June 2025

5.3 Equalities implications

5.3.1 The Council's Public Sector Equality Duty (PSED) as set out in the Equality Act 2010 require decision makers to be aware of and take account of the impact of its proposals on those likely to be affected. Under the Equality Act 2010, public authorities have a PSED which means that, in carrying out their functions, they have a statutory duty to pay due regard to the need to eliminate unlawful discrimination, harassment, victimisation and any other conduct prohibited by the Act, to advance equality of opportunity between people who share a protected characteristic and those who don't and to foster good relations between people who share a protected characteristic and those who don't. Protected Characteristics under the Equality Act 2010 are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex, sexual orientation.

5.3.2 The aim is to empower local communities by giving them control over assets that are important to them. This allows local people to directly manage and develop facilities and services in a way that best meets their specific needs and priorities. It is important that the policy sets out clear objectives and transparent criteria for assessing applications and the information is accessible. The outcomes of asset transfers should be regularly monitored to assess their actual impact on different protected groups.

Equalities Officer Surinder Singh,
Date: 28 May 2025

5.4 Climate Emergency implications

5.4.1 Where operational properties are transferred to community organisations under CAT, then the more energy efficient the property is, the lower the operating costs will be for the community group. It therefore benefits the city as a whole for the council to continue improving the energy efficiency of its operational portfolio, even where the property may be transferred under CAT in the future.

5.4.2 If a property is transferred out of the Operational Estate under CAT, the carbon emissions arising from its heating and other energy use will no longer be included in reporting of the council's own carbon footprint. However, it will continue to be part of the city's footprint.

5.4.3 Transfer of a property has an opportunity cost to it in carbon terms, in the sense that it removes the ability for the council to invest in energy efficiency, renewable energy and decarbonisation improvements to the building while it remains transferred. However, it does create a possibility for the community group and the community it serves to explore opportunities to make those investments themselves and secure the benefits for the duration of the lease. This is more likely to have a viable business case if the group has a

long lease on the building and should therefore be considered, where applicable, in relation to applying the second paragraph of clause 4.1 of the Policy.

5.4.4 In addition, clause 4.3.1 of the Policy may be applicable where energy efficiency, renewable energy or other decarbonisation improvements to the building can be made by the community group, if these measures are considered to improve the environmental wellbeing of the area.

5.4.5 The Government has committed to increase local community energy projects through its Local Power Plan, to be funded through GB Energy. Community energy projects involve local individuals and/or organisations investing their own money in decarbonisation measures for a community asset, on the basis of (a) securing improvements for the community and, (b) recouping their investment, and possibly gaining a return on it, from the savings or income secured for the community organisation. The council is seeking to put Leicester in a good position to benefit from any GB Energy support by engaging with local proponents of community energy. There may be community energy project opportunities which arise relating to transferred assets, and this should be kept under review.

Duncan Bell, Change Manager (Climate Emergency). Ext 37 2249
Date: 25 June 2025

5.5 Any other implications
None.

6 Summary of Appendices

Appendix A – Revised Policy

Appendix B – A Guide for Community Asset Transfers

7 Is this a Private Report (If so, please indicate the reasons and state why it is not in the public interest to be dealt with publicly)?

No

8 Is this a Key Decision? If so, why?

No

A Guide to Community Asset Transfer



Version FINAL DRAFT

29 August 2025



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1. About this guide

Since the introduction of the Local Government Act 1974, Local Authorities (LAs) may dispose of properties (sell or lease) at what is known as 'less than best consideration' i.e. less than the market value, however, there must be a provision for that undervalue to be measured, assessed, approved and agreed through social, economic and sustainability wellbeing in order to meet these requirements in law.

In 2011 the Government introduced the Localism Act 2011 which sought to empower communities to self-manage. Simultaneously, reduced Government grant funding required Councils to consider different ways of delivering community services. With this in mind, a policy was developed to specifically manage this process.

Leicester City Council's Constitution contains the Land Transaction Rules which guide the disposal process. The Community Asset Transfer (CAT) Policy sits within the Council's Land Transaction Rules.

The CAT Policy is a voluntary process entered into proactively by Local Authorities and in 2014 Leicester City Council developed a defined Policy. The Policy was updated in 2022 and 2025 through the Council's continued commitment to localism and community initiatives.

The Council recognises that community ownership of relevant land and buildings can transform neighbourhoods, support thriving communities, and unlock the power of community.

Community ownership also enables local people to take control of the important spaces and buildings which matter to them locally, to meet the priorities and needs of the local area.

Community Asset Transfer is the transfer of a publicly owned asset (usually land or buildings) to a community organisation. Community Asset Transfers come in many forms whether it be via a short-term licence, a lease of under seven years (short-term lease), a disposal via a lease of seven years or more, or on rare occasions through the freehold disposal of an asset. Licensing, leasing or disposal can be completed at market value (our starting point) or at a reduced market value/rent through a thorough assessment of social, environmental and economic wellbeing benefit being provided on behalf of the Authority. These benefits are assessed on an individual case by case basis.

The circumstances for each property will be unique to the asset and the organisation benefiting from it and each is evaluated on its own merits.

This guide provides information and guidance about the Community Asset Transfer process at Leicester City Council and guides you on your community ownership journey.

2. Introduction

As a community organisation, you might be thinking about securing premises to develop your community activities, services or community business. Or it might be that a local building is threatened with closure, and as a group of residents you want to save it.

Whatever your starting point, a Community Asset Transfer is a formal process. While the end results are worth it, it requires a long-term community commitment, passion and ambition.

2.1 How to use this guide?

This guide takes you through your community ownership journey in five phases:

- Imagination
- Discovery
- Building relationships
- Negotiation
- Taking ownership

These phases are not intended to be followed sequentially. Many of these phases will be happening at the same time, rather than sequentially, and we highlight how these overlap throughout this guide.

This guide can be used as a companion throughout your journey. It brings together key information, advice and support which already exists, and signposts you to further resources, where relevant.

2.2 What is the difference between Community Asset Transfer (CAT), a disposal at less than best consideration and the Community Right to Bid?

- **CAT** and disposal at less than best consideration only applies to publicly owned assets. The Right to Bid applies to both public and some private assets.
- **CAT** is the transfer of management or occasionally the ownership of a community asset to a community group to run community services on behalf of the Authority. Disposal at less than best consideration (i.e. under market value) applies to any asset the Council wishes to dispose of. The Right to Bid provides a six-month pause on the sale of an asset so that the community can raise money to purchase on the open market.
- **CAT** is a voluntary process entered into proactively by public bodies. Disposal of a Council asset at less than best consideration is a Council decision. The

Right to Bid is a legal right and applies to all assets listed as Assets of Community Value.

2.3 Key terms

Freehold: Outright ownership of land or buildings.

Leasehold: Where one party acquires the right to occupy land or a building for a given length of time. Rent level is assessed on the merits of the business case and starts at market value and will be assessed on the merits of each case.

Long lease: A leasehold of at least 25 years or more.

Business model: The way the organisation generates income or value from its activities – e.g. selling goods and services, rental income, delivering contracts, charging fees.

Business plan: This will include the business objectives, the evidence and reasons why the objectives are achievable, and the plan for meeting these objectives. It should be based upon local market conditions and research.

Exclusions: You will note, that there are several exclusions within the CAT Policy. We will review all aspects of your application at the Business Case point to ensure the group applying meets the CAT Policy. Below are some examples of excluded groups. This is not an exhaustive list, however the Council reserves the right to decline an application or end a lease for any reason if the Council's reputation is at risk.

- Unregistered groups i.e. organisations which are unincorporated bodies with no trustees (legal advice is sought on each occasion).
- Tenants that have occupied Council assets and who are in material breach of their existing lease.
- An organisation that is no longer a registered charity under the charity commission or has been struck off for any reason.

Feasibility: The ability of the project to meet its objectives, given its context and the resources available.

Viability: The ability of an asset to cover all its costs with income over a specified period. This period is usually 3-5 years, although for larger projects, or where bigger loans have been taken out, this period will be longer.

3. Imagination and Vision: Starting your ownership journey

Your community group's ownership journey should begin by thinking about the end goal: imagine owning the land or building and being responsible for its ongoing maintenance and management.

It is crucial to consider: what will community ownership look like in practice? What are your community groups overall objectives and vision for the asset? What are you trying to achieve through community ownership?

While much of your community group's early focus and attention will be on acquiring the asset itself, the group should also be thinking in detail about the range of activities that will eventually take place within it. The asset itself is not 'the business' and the community group will need to consider how to generate sufficient funds to maintain the bricks and mortar and provide the services within. Even if the community group's key goal and motivation is to save a building from demolition or closure, its long term sustainable future needs to be at the forefront of your community group vision.

Involving the community in imagining and co-creating this vision is essential to generate ideas and support. Community groups should also bear in mind that this vision may need to change throughout the process. Community views or advice from the Council might cause your organisation to change track, or detailed feasibility work might prove the organisation's original idea unworkable. Therefore, flexibility is key. Don't become so fixed on your original idea that it scuppers the whole project. It is, therefore, important that community groups keep their vision under review and make sure that their board, members and wider community are with you as you shape and reshape your organisation's vision.

4. Discovery:

Considering your options

Developing plans for an asset is a process of discovery, considering all the options and practical steps required to turn your vision into reality.

4.1 Get to know the asset:

It is essential that you find out as much information as possible about the potential asset:

- **Are there planning restrictions or covenants in place?**
Leicester City Council could supply this information however an independent legal review should be sought. What are the building conditions? Your organisation should undertake an initial site visit, preferably with an appointed professional surveyor/professional team who will provide an assessment report of the asset.
- **What are the current management and running costs?**
It is important to think about management and maintenance costs early on.

4.2 How will you make the asset financially sustainable?

To demonstrate that the asset will be financially and environmentally sustainable, your organisation will need to develop a sustainable business model. There are a range of options to consider, including:

- **Community business and trading:** The asset might provide premises for a new or expanded community business.

Venue hire: The asset could be hired out for functions and events.

4.3 Funding and investment options:

Asset transfer and ownership will require funding, and your organisation will need to consider how they will access funds for the stages in their journey.

- **Discovery and Planning:** The cost of finding out about the building and then paying for any refurbishment designs and costing the organisation's plans.
- **Refurbishment:** There may be a need to refurbish a building to allow better or new services to be delivered.

4.4 Forming your organisation:

Knowing your organisations' options for a legal structure and governance model is an important part of the discovery phase. Your organisation's legal structure should be considered alongside its business planning.

Therefore, organisations need to think carefully about their governance options and legal structure early on, but they should only decide which model to adopt once they have settled on their business plan. If you are a new at pulling a group or organisation together, start with a simple constitution to enable the group to raise funds for any early-stage development work, and decide on a final structure once your group has agreed its business plan.

5. Relationships:

Growing your supporter base

Developing and maintaining relationships will be a key theme of your community ownership journey.

5.1 Community engagement:

Community engagement is an essential part of building support for your project locally. Therefore, you will need to mobilise support from local residents.

If open conversations and engagement with the community do not occur, then there is a risk that your project could generate mistrust or opposition locally. Hence, it is vital to have a communications and marketing plan in place to drive forward your engagement with the community.

Community engagement can range from providing information and collecting views and opinions, to active participation and collaboration.

5.2 Funding and investment options

Making sure that your trustees are actively involved in creating the vision for your project will be very important. Supporting them to engage with the process, rather than simply informing them, will significantly increase the likelihood of achieving your long-term aims for the project.

6. Negotiation:

Securing the asset transfer

Negotiating the asset transfer can be a long process with several rounds. As the negotiation progresses, you will need to refine and strengthen the plans you developed during your initial discovery phase.

As part of this process, it is crucial to have all the key information about the asset, including potential liabilities. Leicester City Council will provide you with information about the asset, including the current tenancy arrangements and running costs. The Council will not give any warranties as to the state of the asset and therefore all liabilities will pass to the community group. A full condition survey will need to be commissioned to flag important issues, such as structural defects, land contamination, asbestos or listed building status.

6.1 Develop maintenance and management plans:

This is an important step to understand how much your asset might end up costing you to operate and maintain in the long term.

Some items of expenditure occur on a cyclical basis – such as electrical equipment testing and gas checks – whereas others are unplanned (reactive). Therefore, it is good practice to set aside a budget for emergency repairs, say 5-10% of annual income. Using volunteers will keep your costs lower, but do not take short cuts where professionally qualified people are required. You should also assign responsibility for overall maintenance and management and health and safety considerations.

6.2 Refine your business plan and secure your funding options:

A detailed business plan will be an essential part of securing the agreement with the Council. It will also form the key document for your funding applications.

In addition to key information about your organisation and mission, your business plan should include:

- Product/services pricing and projected sales/outputs
- The current market and operating environment
- Risk analysis
- Resource needs and business operations
- Income and cost projections
- Funding and finance needs
- Cashflow forecasts

6.3 Forecasting and cash flow:

You must forecast your income, capital costs (such as structural and building works) and revenue costs (such as ongoing facilities and maintenance costs). Cashflow is key as project failure is often due to poor cashflow, rather than overall lack of profitability.

Once you have forecasted your income against your costs, you should make sure that surplus is forecasted as cashflow. Your forecasting will also show you where your gaps in cashflow are likely to be, and therefore how much working capital you will require for your day-to-day operations to get you up and running.

6.4 Whole life costing:

You will also need a 'whole life costing' for your asset to help you plan. This requires considering all the long-term relevant costs and revenues associated with an asset (over the period of the lease). You will need surveyor estimates for the operational, repair, upkeep, building and landscape elements of the asset.

6.5 Negotiating your leasehold agreement:

Getting to the point of negotiating the terms of transfer is a key achievement. This is an important stage, and the terms of your agreement will have a huge impact on the viability of your plans for the asset in the long term.

As part of this process, the Council will issue a 'heads of terms' document which will provide clarity on what is to be transferred, to whom, and on what terms.

7. Taking ownership: Handover

Once you have been handed the asset, there are number of key risks that you need to consider:

- **Regular board meetings:** During the first few months, it will be important for trustees to meet more regularly so that key risks can be discussed and mitigated against.
- **Tight cost controls and stable cash flow:** Micromanaging your finances during this period is key to having working capital and to eventual success. This will help to make sure you can keep cash-flow positive and ensures you can take action to improve situations as soon as possible, if necessary.
- **Keep talking to the Council:** Ideally, regular communication will be a key part of the Council's post-transfer support. Make sure you secure a named contact for follow-up, keep them updated on your progress, and keep in touch with any Councillors who were champions through your asset transfer journey.

8. Aims of the Community Asset Transfer Policy

1. The Council's assets where no longer required for Council purposes, can be used for a variety of different social, community and public purposes. For surplus to requirement assets, community management or ownership is expected to deliver improved:
 - Benefits to the local community
 - Benefits to the Council and other public sector service providers
 - Benefits for the organisation taking ownership
 - And, when an asset transfer will be assessed at less than best consideration, that it contributes to the promotion or improvement of the social, economic or environmental wellbeing of the area, that this has been established through the Business Case, and that the provisions of the Land Transaction rules are satisfied.
2. To be a tool in the flexible management of the Council's assets to maximise their contribution towards achieving the Council's strategic objectives.
3. It is recognised that changing ownership or management of an asset can offer opportunities to extend the use of a building or piece of land and increase its value in relation to the numbers of citizens that benefit. Community-led ownership also offers additional opportunities to secure resources and/or funding that would otherwise not be available, empowering local citizens and communities to provide enhanced community-led facilities.
4. The Council will seek the transfer of appropriate assets to community groups in order to promote the widest public value that can be achieved in relation to, for example:
 - The Council's Strategic Objectives
 - Facilitate inward investment
 - Community empowerment and greater control over community-led facilities
 - Area-wide benefits
 - Building the capacity of the community and encouraging sustainable community organisations by building partnerships
 - Economic development and social enterprise
 - Improvements to local services
 - Value for money

9. Key Principles for Asset Transfer

1. Engagement and empowerment of community groups and social enterprise support.

Under this strategy the core principle must be for the Council to support the engagement and empowerment of community groups to develop their capacity to deliver local solutions to meet identified needs. These are likely to vary from training opportunities to support services and must support the aims and priorities of the Council.

2. Only potential assets and not liabilities should be transferred.

The transfer of assets that will contribute towards maximising the prospects of developing sustainable community groups and enterprises will be a key consideration. For the Council, assets in their present circumstances may be liabilities but a careful transfer can potentially provide community groups with financially viable assets. This may be the case where for instance community bodies can access grants to improve facilities and provide services that the Council cannot access.

3. A community wide perspective should be adopted involving close working with other public and voluntary sector partners. The policy on community asset disposal is part of a long-term programme of support to, and partnership with, community organisations.

The Council will involve all relevant partners in developing asset transfer proposals to ensure there is no conflict with other initiatives involving public and voluntary sector partners. The opportunity to identify potential benefits of wider partnership working will also be taken into account particularly where this assists with the sustainability of a transfer. This can bring additional resources by way of staff support and funding opportunities.

4. Community groups/enterprises should have robust and sustainable business plans for asset transfer seen as part of their wider development plans.

For a successful asset transfer a robust and sustainable business plan will be required. It should form the basis for clear development plans which set out what the community group or enterprise intends to deliver through management of the asset over the short, medium and long term.

Financial considerations should be included within the business plan in order to demonstrate a sound approach to managing and running the facility. The need for any on-going financial support will be carefully considered by the Council to establish a sustainable operation.

5. The tenure offered will be dependent upon the governance capabilities of the community organisation.

The disposal may be based upon a management agreement, meanwhile use agreement, licence, lease or freehold sale and this will be dependent upon the circumstances of the property and the governance capability of the organisation. It is anticipated that the security of tenure to the applicant would be subject to improvement over time in accordance with the success of the project and the growing strength of the applicant in terms of community governance capability. The general principle will be against freehold sale unless the particular circumstances of a case require.

Where there is a transfer of service provision, a community asset transfer may be accompanied by a Service Level Agreement identifying the benefits and how these will be monitored and measured, together with the remedies available to both parties if the Service Level Agreement is not met. This SLA will be in effect a contract for provision of services and will need to be compliant with procurement and state aid requirements.

6. Support for the community group or enterprise from the Council should be on-going at an appropriate level which is required to support the group's development plan over a realistic time period.

Whilst the Council will aim to provide support during (and for a reasonable period beyond any transfer) the Council has limited resources. Discussions need to take place to agree how, and over what period the support will be provided by the Council. It is likely that on-going support may in some cases be better provided via other organisations and the Council can help to suggest such support.

7. The Council will include terms and conditions in disposal documents to safeguard the position should the community asset transfer fail to deliver the anticipated benefits.

The Council will reserve the right to include conditions on any transfer to protect the future community use of the property. It is recognised that the imposition of such conditions could impact on asset value or the ability of groups to raise funds and each case will therefore be considered on its merits and conditions will be considered during the assessment process.

To safeguard the Council's long-term position long lease will generally be preferred to freehold sale as it better protects the Council's position in the case of failure.

10. Benefits of Community Asset Transfer

Benefits can be measured in terms of the economic, social or environmental wellbeing of the community. Not all benefits have to be financial – they can be about better community outcomes. The business case will need to articulate these benefits and how they will be measured. The potential benefits of asset transfer can include:

For Community Organisations:

- Physical assets can provide sustainable wealth;
- Can strengthen the Organisation's community ties;
- Can strengthen the Organisation's ability to raise money. There may be access to funding to refurbish the building or to support staff training and development;
- Greater financial sustainability can help the organisation to escape short term grant-dependency;
- Community organisations can alter or modify a building to better suit their needs with landlord's consent.

For the Council:

- Transfer can help to solve building management issues;
- The Community Organisation has "reach" into the community a transferred building can therefore provide a more accessible and responsive base from which to deliver services;
- Can strengthen 'community anchors';
- Can restore 'iconic' buildings;
- Can deliver social, economic, and environmental benefits;
- Can provide a catalyst for inward investment and local multipliers through local purchasing and employment;
- Provide a source of rental income;
- Can lower ongoing costs;
- Can help to progress neighbourhood regeneration plans;
- Can provide opportunities for long-term working between sectors.

11. Risks of Community Asset Transfer

The transfer of assets does have risks attached and each assessment will need to consider risks such as the following:

- Potential to disadvantage particular individuals or impact negatively on the local community;
- Potential for a negative impact on community cohesion;
- Potential loss of existing community services;
- Uncertainty around capacity of recipient to manage asset;
- Potential for the asset to become a financial liability for recipient;
- Capacity of recipient to deliver promised services/outcomes;
- Capture of asset by unrepresentative minority;
- Transfer contravenes State Aid and procurement rules;
- Conflict with other legal, regulatory constraints;
- Potential for ongoing Council liability;
- Lack of value for money;
- Conflict with other funders;
- Potential unfair advantage for one group over another;
- The risks associated with property ownership will pass in whole or in part from the Council to the Community Organisation;
- Perception of a loss of the use of a Community facility by certain sectors of the Community.

Before any transfer takes place, a risk assessment and management plan will be undertaken so that all parties are aware of the potential issues a transfer may create.

12. Expectations

Because every transfer project will be unique in its own way, it is vital to outline clear expectations and responsibilities of stakeholders involved. This is to ensure that a common platform is established that satisfies the overall outcome:

Leicester City Council's expectations of the interested Community Organisation are:

- A project team is set up to overlook the entire project with a distinct point of contact.
- To provide relevant documentation requested within the CAT Application Form in order to comply with requirements of the transfer.
- A Business Plan demonstrating the viability of acquiring and improving the asset and also focusing on its viability and sustainability. A Risk Assessment within the Business Plan identifying potential risks and impact and how these will be dealt with.

The Community Organisation can expect the following from the Leicester City Council:

- Be assured LCC has adopted a CAT policy, to support communities in Leicester.
- The LCC has in place robust processes and procedures to ensure that all cases for CAT are considered in an equal, transparent and unbiased manner.
- Clear guidance and information on the process for CAT.
- Support and clarification on CAT process and procedures.
- Support and guidance on assessment criteria and application form.
- Communication in a timely manner throughout the process with an agreed timetable to be followed suitable for the specific characteristics of the particular disposal. Referral to Executive Lead should the group consider the application is not being progressed as agreed.
- Continued communication and dialogue to maintain and further develop the relationship between the Community organisation and LCC.
- Support and guidance on asset related matters.
- Support and guidance to ensure asset transfer remains stable and sustainable.

13. Application Procedure

Any Community Organisation interested in applying for an asset transfer will be provided with the following documentation:

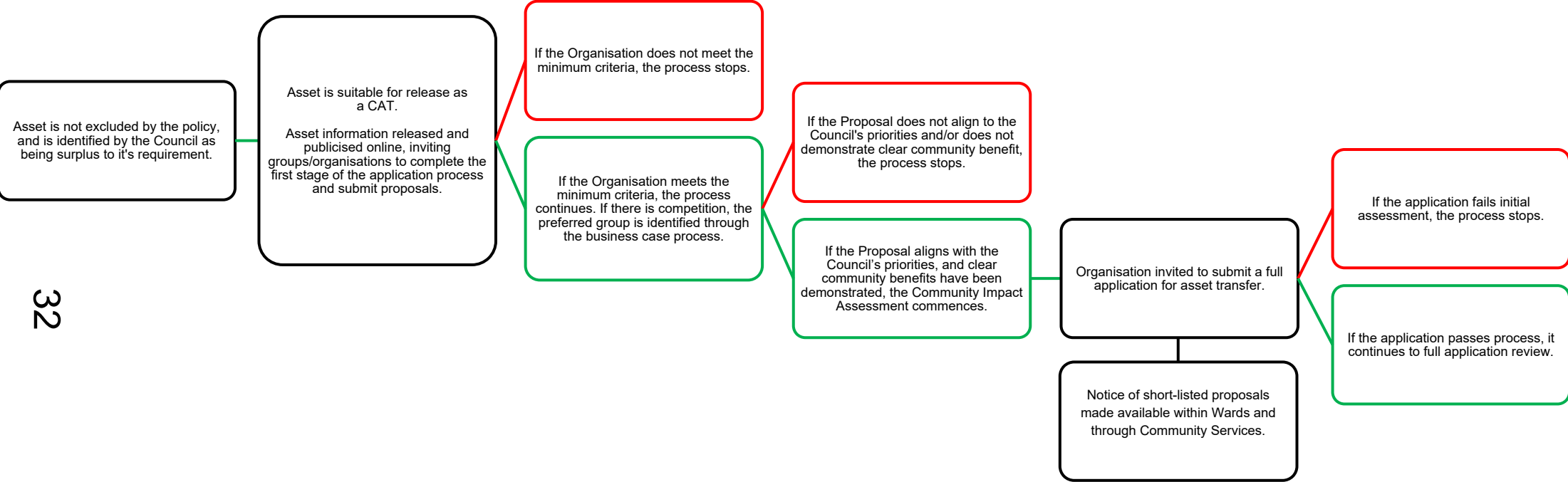
- A copy of Guide to Community Asset Transfer.
- A copy of CAT Application Form and CAT Guidance Notes-Application Form.
- Any relevant information on the property that the Council hold.

It is essential that every applicant has completed the Application Form and provided all the relevant documentation particularly a viable Business Plan demonstrating the capability of sustaining the asset.

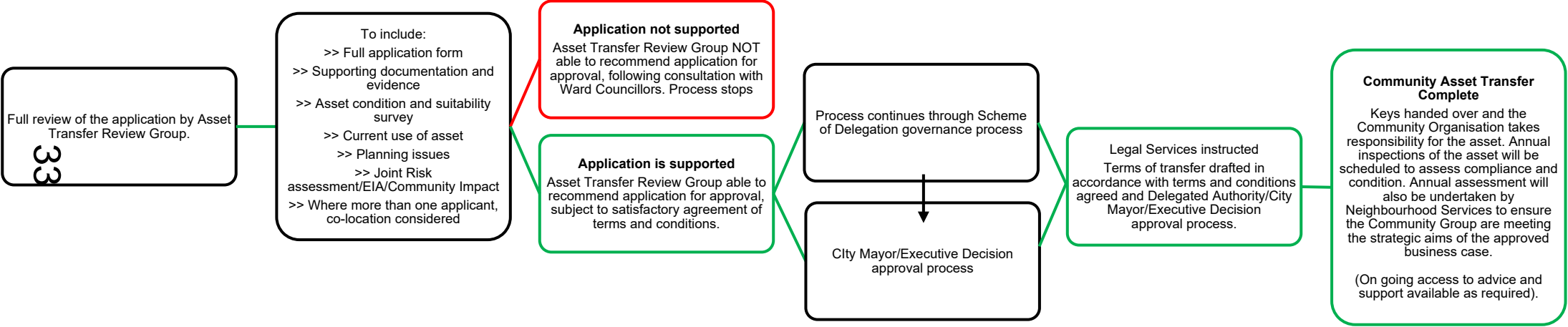
Once the above documentation has been submitted, the steps outlined below will then be followed:

- Every application will be dealt with fairly and equally and guidance will be provided as outlined above.
- Applicants are likely to benefit from carrying out research on asset transfers and demonstrating this. Some useful sources include:
www.communitymatters.org.uk

Process for determining if Community Organisations are suitable for the Community Asset Transfer Process:



Process for full application review by Asset Transfer Review Group:



PART 4H – LAND & PROPERTY TRANSACTION RULES

FINAL DRAFT 16.06.2025

This section was approved by Council XX July 2025

Section 4 Land Transactions

1 Application

- 1.1 This Procedure Rule applies where there is a land transaction.
- 1.2 The handling of Formal Tenders and Informal Tenders for Land Transactions is governed by the principles contained in the document entitled “Formal Tenders and Informal Tenders in Land Transactions”, attached as Schedule 1 to these Rules.
- 1.3 The disposal of land is governed by the principles contained in a document entitled “The Framework for the Disposal of Property” originally approved at Cabinet on 13 October 2003. It is not proposed to repeat the principles as individual Rules within these Land Transaction Rules and Officers should refer to the document attached as Schedule 2 directly for Guidance.
- 1.4 The handling of late and/or unsolicited offers in connection with Property disposals is governed by the principles contained in the document “A Protocol for responding to Late and/or unsolicited offers in connection with Property Disposals” attached at Schedule 3 to these Rules.
- 1.5 With the exception of Contracts Procedure Rule 1, none of the Council’s other Contracts Procedure Rules apply to Land Transactions, unless otherwise stated in this Procedure Rule.

2 Maintenance of Land and Property Records etc.

- 2.1 The Director of Housing is responsible for:
 - (a) Maintaining records of all dwellings and buildings erected or acquired under the Housing Acts;
 - (b) Maintaining records of tenancies in respect of premises managed by the Housing Service.
- 2.2 The Director of Estates and Building Services is responsible for maintaining records of all other land and properties owned by the Council (on whatever tenure), and all interests in land granted.
- 2.3 The City Barrister is responsible for the secure custody of all title deeds, land certificates, contracts and agreements associated with the ownership and letting of properties; except that the Director of Housing shall have custody of agreements relating to the tenancy of HRA dwellings.
- 2.4 Other than the sale of HRA dwellings, no land or property shall be disposed of except by the Director of Estates and Building Services. No land or property shall be disposed of without prior valuation by a suitably qualified person.

- 2.5 The City Barrister and Head of Standards shall be responsible for executing legal documents for the acquisition of land and property, and in liaison with instructing departments arrange for the completion of acquisitions on behalf of the Council in accordance with the requirements of the constitution.



Schedule 1: Dealing with Formal Tenders and Informal Offers in Land Transactions

Contents

<u>1</u>	<u>Dealing with Formal Tenders and Informal Offers in Land Transactions</u>
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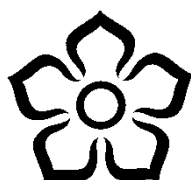
SCHEDULE 1

1. **Dealing with Formal Tenders and Informal Offers in Land Transactions**

- 1.1 When the deadline is set for receipt of Tenders (including a time limit for electronic submission as specified in the Tender), the Estates & Building Services Officer should arrange a date and time for the tenders to be opened in the presence of the appropriate Finance Officer and such other officer as may be required, either by accessing the virtual Tenders (if submitted via a digital vault) or by way of a meeting. The Council's Asset Strategy Manager must be given notice of the receipt of Tenders.
- 1.2 Interested parties must be informed of the address for delivery of Tenders, which should usually be the Council's principal place of business, for the attention of the Director of Estates and Building Services, stating the contact name of the officer issuing the Tender, or to be submitted via a specific email address or digital vault as stated in the Tender documents.
- 1.3 Documentation supplied to the Tenderer must state the following Tender requirements:
 - 1.3.1 The closing date and time for the receipt of Tenders.
 - 1.3.2 That the Tender envelope/package or virtual submission to be submitted is only to be labelled using the official address label supplied with the Tender documents, the relevant email address or digital vault access.
 - 1.3.3 That the Tender submission must bear no indication of the identification of the Tenderer. Consequently, the Tenderer must ensure that, for example, if the Tender submission is returned by recorded delivery or courier, that the name and address of the sender is not stated on the recorded delivery/courier's label, usually attached to the envelope/package or in respect of any electronic submission.
 - 1.3.4 If the Tender envelope/package is delivered by hand, the person delivering it must obtain an official receipt from the Council.
 - 1.3.5 Any late Tenders and Tenders delivered by post, courier or personally to the wrong location, even if it is another City Council office, may be deemed void and may be opened (to identify the sender) and returned to the sender with an explanation in writing of the reason for its rejection. Notwithstanding this Rule, when dealing with a Late and/or Unsolicited Offers in connection with Property Disposals Officers should have regard to the Protocol entitled "A Protocol for Responding to Late and/or Unsolicited Offers in Connection with Property Disposals", attached at Schedule 3 to these Rules.
 - 1.3.6 That it is the Tenderer's responsibility to deliver the Tender to the location on the official address label of electronically before the closing

date and time and the City Council does not accept any liability for non-delivery, late delivery or delivery to the wrong location or incorrect email address or other method of electronic submission, by any company or other organisation or person charged by the Tenderer for its delivery.

- 1.3.7 That the tendered bid must not be calculable by reference to another bid, document or formula and must be exclusive of VAT.
- 1.3.8 That the Council does not bind itself to accept the highest or any Tender.
- 1.3.9 That Tenderers must accept full responsibility for ensuring compliance with the above requirements and that failure to do so may render the Tender liable for disqualification.
- 1.4 All Tenders must be delivered in accordance with the foregoing paragraphs of this procedure. On receipt of each Tender, details are to be recorded and each submission referenced by EBS. No Tenders should be accepted other than via the specified procedure.
- 1.5 Before opening the Tenders, reference numbers for each Tender is cross-referenced accepted as correct on the date specified for opening and each Tender recorded and signed or recorded electronically by the officers attending the opening.
- 1.6 After opening, all documentation is to be retained by the officer in Estates and kept secure. in order to provide a complete audit trail.

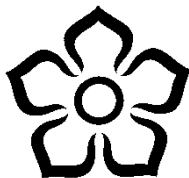


Leicester
City Council

Schedule 2: The Framework for the Disposal of Property (as approved by Cabinet)

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Leicester
City Council

SCHEDULE 2

THE FRAMEWORK FOR THE DISPOSAL OF PROPERTY

1 INTRODUCTION

- 1.1 The City Council is a major property owner in the City with land and buildings held for operational and non-operational purposes. The operational property includes administrative buildings, schools, libraries, museums, leisure centres, residential centres of various types, council housing stock, theatres and parks. The non-operational property is principally freehold and let by way of ground leases, leases, tenancies and licences. It includes a wide range of retail, commercial and industrial property held for economic development, regeneration and other strategic purposes.
- 1.2 With this large property holding, inevitably the City Council receives requests from a wide variety of individuals and organisations seeking to acquire particular properties. This disposals framework is intended to guide Members in relation to the legal position, the Council's current policy and to ensure that, as far as possible, consistent and equitable responses are given to these requests. Prospective purchasers reading this framework must not assume that they will secure a particular site or property if they consider they fall within one of the exceptions to open marketing of property.

2 METHODOLOGY TO DETERMINE WHETHER DISPOSAL IS APPROPRIATE

- 2.1 When considering the disposal of any property asset it is first necessary to determine:
- 2.1.1 Whether the Council still requires the property in order to deliver the function for which it is currently held and, if so, whether by:
- (a) Direct service provision by the Council.
- OR
- (b) Indirectly through third parties (by way of, for example, lease, partnership, management agreement).

2.1.2 Whether it is still required in order to fulfil another service/function of the authority.

2.1.3 Whether it should be disposed of to facilitate the exercise of any function of the authority (e.g. housing land for the provision of housing accommodation or the sale contributes to necessary council finances etc).

2.1.4 If it is identified as surplus, to dispose of the property to obtain a capital receipt or revenue equivalent in line with Council's own priorities or other directive i.e. a capital directive.

A 'gateway' assessment for each asset/property with potential for transfer should be conducted including consideration of the condition of the facility, alternative development/disposal scenarios, assessment of potentially competing provision from other centres and assessment of potential alternative transfer beneficiaries.

As part of its asset management planning the Council will review each asset it owns for alternative development and disposal. Where practical and feasible the Council will consider opportunities for the transfer of assets to appropriate community bodies under the CAT Policy, however, the Council will need to balance the competing interests of community groups with the Council's needs.

3 THE COUNCIL'S LEGAL REQUIREMENTS

1.1. The umbrella under which all local authorities operate in relation to the transfer/disposal of their assets is the Local Government Act 1972, in particular sections 120 -123. In addition, there is a general fiduciary duty placed on local authorities to act reasonably and in the interest of the taxpayers, and consistent with the effective, economic and efficient discharge of the authority's functions. In other words, the Council should not divest itself of a valuable asset at an undervalue unless it is satisfied that circumstances justify such action.

1.2. It is Section 123 of the Local Government Act 1972 that requires local authorities to dispose of land for the best price reasonably obtainable, unless either consent is obtained from the Secretary of State to the disposal or the disposal is a short-term one, (less than 7 years). Price can either be a sum of money or something that has a commercial or monetary value that is capable of being assessed. Further, local authorities must be able to evidence that best consideration has been obtained. In some cases, particularly development land, this requires a marketing exercise to be undertaken and can include business case evidence. Current good practice (for example the Local Authority Asset Management Programme issued by RICS), and guidance on disposal of Local Authority Assets issued by the Ministry of Housing, Communities and Local Government issued in March 2016, and earlier guidance indicates that third party valuations are not always sufficient evidence of best consideration. The Council therefore needs to ensure an open competitive marketing of property takes place in all but a few circumstances and thorough assessments are made.

- 1.3. Reference was made above to the consent of the Secretary of State. A specific application to the Secretary of State for consent may not be necessary in every case where the disposal is at less than best consideration, however there are stringent value parameters that have to be adhered to. The Local Government Act 1972: General Disposal Consent (England) 2003 gives local authorities consent to the disposal of land within specified circumstances i.e. where the Authority considers that the purpose for which the land is to be disposed of is likely to contribute to the achievement of any one or more of the following objectives in respect of the whole or in any part of its area, or of all or any persons resident or present in its area:

3.3.1 The promotion or improvement of economic well-being.

3.3.2 The promotion or improvement of social well-being.

3.3.3 The promotion or improvement of environmental well-being.

In each case it is a condition that the undervalue must not exceed £2 million. Further, the authority must remain aware of the need to fulfil its fiduciary duty in a way which is accountable to local people (this consent does not apply to land held under powers derived from certain Planning and Housing Acts nor does it enable the disposal of public open space without undertaking the advertising procedure set out in, for example, the Local Government Act 1972). An assessment will need to be made as to the option that will deliver most sustainable benefit to the local community. Where possible, potential beneficiaries can be brought together in a partnership, and this can result into a collective benefit to meet wider public purpose.

- 3.4 In addition, it should be noted that prior to the disposal of land constituting or forming public open space (whether or not it is designated as such), the land will need to be advertised in a local newspaper for two successive weeks in accordance with s.123(2)(A) of the Local Government Act 1972, and any objections to be considered by an appropriate decision maker.

4 EXISTING POLICY – THE GENERAL ASSUMPTION RE PROPERTY DISPOSALS

- 4.1 The general assumption is that the City Council's property is marketed on the open market in accordance with the established good practice procedures to obtain best consideration and therefore not requiring the Secretary of State's consent (or use of the General Consents).
- 4.2 In addition, however, a few specific exemptions have been agreed to address particular circumstances in order to seek to address the changing priorities and pressures, as explained in detail below.

5 THE FRAMEWORK

5.1 The General Assumption re Property Disposals

The general assumption is that the City Council's property is marketed on the open market in accordance with the established good practice procedures to obtain best consideration and therefore not requiring the Secretary of State's consent (or use of the General Consents).

5.2 Exceptions to Open Marketing

A number of exceptions have been identified where requests or proposals to purchase property from the City Council, negotiated on a 'one-to-one' basis and to the exclusion of other potential purchasers, would be appropriate. Disposals on this basis are likely to require the consent of the Secretary of State (unless either covered by the General Disposal Consent or where there is adequate comparable evidence to support the valuation of the property).

These exceptions are as follows:

5.2.1 Regeneration.

5.2.2 Service Delivery.

5.2.3 Major Projects of Regional or National Significance.

5.2.4 Special Purchasers.

5.2.5 De minimus.

5.2.6 Delivery of Council priorities.

Considering each in turn:

5.2.1 Regeneration

The disposal to any person or body where the terms of the disposal are to facilitate regeneration that, for reasons of either site assembly, preferred developer status, or preferred scheme, it is necessary to treat with that person or body to the exclusion of others, but nonetheless on reasonably commercial terms. Such a disposal may involve a disposal of property to enable the relocation of displaced occupiers from other strategic development sites.

An agreement for the disposal of land for the purposes of development or redevelopment where any consideration is, in whole or in part, deferred and is calculable in whole or in part by reference to the profit or value of the development or redevelopment to be undertaken subject to a full assessment of the anticipated outputs and policies for such

arrangements (including financial policies), which shall be on an open basis and to ensure an appropriate rate of return for the Council.

5.2.2 Service Delivery

A disposal to a person or body where the terms of the disposal are to facilitate the exercise of the Council's functions, subject to the Council's budget, policy framework, and objectives and where there are:

- (a) Significant returns or benefits to the Council commensurate with the level of service or function that would otherwise have been provided by the Council, or
- (b) Where the services are of a high priority, but the Council is not delivering the service direct.

However, in both cases, where there is a market for similar service provision this category shall not apply.

5.2.3 Major Projects of Regional or National Significance

Disposals where the terms of the disposal require the use of the land for a major project of regional or national importance or where major social, economic or environmental benefits are anticipated to the local community or Leicester as a whole. Also, disposals to other organisations that have broad based community support and which generate significant economic benefits to the City.

In such cases in order to maintain transparency, appropriate criteria are required to provide an "audit trail" of the decision as to why one interested party was selected without undertaking a marketing exercise. It is suggested that the following are considered:

- (a) Other Potential Purchasers
 - (i) Likelihood of alternative uses.
 - (ii) Likelihood of alternative bodies who may have the potential to deliver the project outputs.
- (b) Location
 - (i) The proposal complements existing regeneration priorities.
 - (ii) The site is situated within a ward ranking in the 10% of the most deprived wards nationally.
 - (iii) The geographic location of the property is effectively limited by the nature of the constitution of the purchasing organisation.

- (c) Strategy
 - (i) The proposed use and outputs relate to a key action(s) in accordance with the Council's wider strategic policies and objectives.
 - (ii) Is community-based and "not for profit".
 - (iii) The disposal is on a leasehold basis only.
- (d) Funding
 - (i) The prospective lessee has secured sufficient external funding (and has demonstrated the existence that such funding is available without any further conditions) to enable acquisition of the property at open the market value. A prospective lessee may be given a reasonable period of time to secure necessary funding (for example by way of an Agreement to Lease) and also to evidence to funders the availability of the property to the applicants.
 - (ii) An appropriately approved Business Plan and Project Appraisal are in place.

5.2.4 Special Purchaser

It is recognised that consent may not be required in the case of special purchasers where the valuation advice is that the method of disposal, even if that is to deal with a particular party without seeking to ascertain what others may be willing to pay (i.e. on a one to one basis), will secure, and does secure, the best consideration reasonably obtainable. These circumstances will be limited; examples are ransom strips and 'the tenant's bid'. Appropriate valuation advice should be obtained in all circumstances to ensure the Council is obtaining the best consideration and necessary value in these disposals.

5.2.5 De minimus

Disposals to a person or body for the purposes of, and on the terms that, they become responsible for keeping the land and buildings erected, or to be erected, e.g. garages or garden sheds, in good condition and repair where any marketing exercise would merely involve abortive expense and where the land has a capital value of less than £2,500, or where it would be to the mutual advantage of the Council and an adjoining owner to make minor adjustments in boundaries by undertaking an exchange of lands.

5.2.6 Delivery of Council Priorities

Disposal to a partner for a purpose which helps the Council deliver its priorities.

Disposal to support the Council's own financial priorities and needs, including any central government capital directive.

6 THE TERMS OF THESE "EXCEPTIONAL DISPOSALS"

Freehold or Leasehold

- 6.1 Whether the disposal is on a freehold or leasehold basis will depend on the particular circumstances in each case. Freehold disposals maximise the capital receipt but result in a loss of future control of the property though restrictive covenants could be imposed though it is noted that at times enforcement can be problematic, particularly when the use or changes in the locality may have rendered the covenant obsolete or of no further practical effect.
- 6.2 Leasehold disposals allow greater control and are appropriate where disposals are seeking particular outputs (e.g. service delivery) on an annual basis.

Best Consideration

- 6.3 The general assumption with regard to these 'Exceptional Disposals' is that the property will be disposed of at 'the best consideration reasonably obtainable'. The exceptions to this assumption will be either:
- 6.3.1 The Council has considered the benefits, advantages and disadvantages of a disposal at less than best consideration,
- OR
- 6.3.2 The consideration payable under the disposal cannot be evidenced as best consideration (see 3.2 above).
- 6.4 In both these exceptions the disposal will be subject to the consent of the Secretary of State (unless covered by the General Disposal Consent (England) 2003) and also having regard to the City Council's general fiduciary duty (see 3.1 above).
- 6.5 In those cases where 'best consideration' is not required then, before arriving at this decision, it is suggested that the following factors are considered:
- 6.5.1 The ability of the purchaser/lessee to pay the full value.

- 6.5.2 The value of non-monetary benefits.
- 6.5.3 The value of any other conditions imposed by the City Council.
- 6.5.4 The planning position.
- 6.5.5 The Council's general fiduciary duty.
- 6.5.6 The possibility of the disposal setting a precedent.
- 6.5.7 Additional wider community benefit that would not otherwise be realised.
- 6.5.8 Whether the disposal will lever in external funding.
- 6.5.9 Whether the disposal contributes to the achievement of the promotion or improvement of economic, social or environmental well-being.
- 6.5.10 To balance the requirements of the Council to maximise the monetary value of disposal of assets against the added value of asset transfer to a charity or community organisation.

- 6.6 In those cases where the consideration cannot be evidenced then, in order to seek the Secretary of States consent, it will be necessary to identify at least a modest undervalue in order to obtain the consent and protect the City Council from challenge. The circumstances must nonetheless justify such action and the factors mentioned in 6.7 are again relevant. An independent valuation will be obtained in these instances to support the application to the Secretary of State or the use of the General Disposal Consent.

7 REVOCATION OF PREVIOUS POLICIES

- 7.1 This 'Framework for Disposals' revokes all previous policies relating to disposal of property directly to individuals, companies, organisations and any other bodies without undertaking a full marketing exercise. Those decisions taken prior to the introduction of this policy will not be affected (unless the need to review any decision arises from a change in circumstances e.g. default by the previously identified prospective purchaser).

APPENDIX 1 – Financial Policy to be Adopted for joint development projects

- 1 The following principles shall always apply:
 - (a) Obtaining value for money in all transactions.
 - (b) That all functions are discharged economically, effectively and efficiently. All valuations shall be fair and current and to relevant and appropriate professional standards.
- 2 Processes shall be transparent and consistent, and all financial dealings and commitments shall be subject to proper bookkeeping and capable of disclosing an adequate audit trail.
- 3 Land disposals shall be compliant with Section 123 of the Local Government Act 1972 (or any equivalent provision) and also provide a reasonable return to the Council. There shall be sufficient evidence to ensure and demonstrate compliance with this principle.
- 4 Due consideration shall be given to the VAT position and the efficiency of opting to tax to ensure the best return from the project, subject always to the protection of the Council's VAT shelter.
- 5 Arrangements and transactions shall be above board and provision shall be set out in particular to deal with situations of actual or apparent conflict of interest and the prevention of the making of improper inducements.
- 6 Any special purpose vehicle shall avoid being subject to regulation, regulated, controlled or influenced under Part V of the Local Government & Housing Act 1989 (or any equivalent provisions succeeding this Act).
- 7 Proper provision shall be made to cover insurance and risk management.
- 8 Provision shall be made for the proper treatment of income and expenditure in relation to project property during the project.
- 9 Any financial plan shall be of a robust standard, in particular having regard to proper practices of audit and account and prudent forecasting.
- 10 There should be no commitment to the resources of the Council above that which has been specifically agreed by the Council.

APPENDIX 2 – Community Asset Transfer Policy

Community Asset Transfer Policy

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1. Introduction

- 1.1 This section outlines the history of Leicester City Council's Community Asset Transfer Policy.
- 1.2 The Local Government White paper "Strong & Prosperous Communities" set out a new relationship between local government and its communities based on a devolution of power by giving residents greater say over local services. The City Council therefore adopted its "Policy for transfer of assets for community governance" as an addition to the "Framework for Disposal of Property" in 2008.
- 1.3 In 2011 it was agreed to offer community groups who had been stable, long-term tenants in council properties the opportunity to buy their premises at market value less a 20% discount. This provision is now superseded by the below.
- 1.4 The Localism Act 2011 sought to further empower communities to self-manage and reducing funding required Councils to consider different ways of delivering community services. With these factors in mind, the policy was reviewed to reflect these changing circumstances.

The Community Asset Transfer (CAT) Policy is a voluntary process entered into proactively by public bodies.

The Community Asset Transfer Policy is only one way in which groups and organisations can acquire assets. Other ways include the Community Right to Bid, more information on which can be found at Understanding the Community Right to Bid - MyCommunity here: [LOCALITY BID_UNDERSTANDING](#)

- 1.5 As an outcome of the Council's service transformation plans and part of its commitment to localism and community initiatives the Council produced a Policy for Council Assets of Community Governance in 2014 (revised in 2022) which detailed how surplus assets can be made available for use by community/voluntary organisations, either through a grant of a lease or possibly a freehold transfer.

Changes in the Local Authority landscape have meant this policy needs updating and therefore this document sets out the current policy (as amended in 2025).

- 1.6 An asset is defined as buildings and/or land owned by the Council.
- 1.7 This policy is only applicable to assets that are not subject to an existing lease from the Council (other than existing Community Asset Transfer leases). All existing leasehold interests will remain in place until the contractual end date or are ended by other appropriate legal means.

At this time (if the lease does not allow for automatic renewal) then procedures under the Land Transaction Rules will be reviewed prior to the application of the Community Asset Transfer Policy which will be referred to and act as a guide when the future use of the asset is being considered, i.e. if the property is still surplus to the Council's requirements then a new business case shall be required to be submitted in accordance with the policy.

That any pre-CAT Policy equivalent transfers, whether that be a lease/license lease on renewal or earlier if a trigger event applies is brought forward under the latest CAT Policy or are simply transferred to regularised leases (if relevant).

- 1.8 This Community Asset Transfer (CAT) policy will enable use of assets by community/voluntary organisations that are not-for-profit and are registered e.g. a registered charity, community interest company, etc. The Council will advise if an organisation has any doubt in relation to eligibility. Please see 'A Guide to Community Asset Transfer' on our website: www.leicester.gov.uk.

2. Eligibility for a Community Asset Transfer

- 2.1 When considering the disposal of any property asset the Council must first determine whether it still requires the asset (land or property) in order to deliver the function for which it is currently held and, if so, whether by:
- (a) Direct service provision by the Council.
- OR
- (b) Indirectly through third parties (by way of, for example, lease, partnership, management agreement).
- 2.2 Whether it is still required in order to fulfil another service/function of the Authority.
- 2.3 Whether it should be disposed of to facilitate the exercise of any function of the Authority (e.g. housing land for the provision of housing accommodation or the sale contributes to necessary council finances etc.).
- 2.4 If the asset is identified as surplus, to dispose of the property to obtain a capital receipt or revenue equivalent in line with Council's own priorities or other directive i.e. a capital directive.

3. Exclusions to the Policy

- 3.1 Once the decision at 2.1 above has been made, and the property asset is suitable for disposal, the asset will be made available for Community Asset Transfer unless one of the following exclusions applies where:
- a) The asset is leased by the Council as a tenant but the property is now surplus to requirements and consideration has been given as to whether the Council should surrender or end the lease.
 - b) The property has already been identified for utilisation under One Public Estate.
 - c) Grant conditions for capital expenditure on the property prevent the property being transferred or prevent a change of use within a specified timescale.
 - d) The proposed use and terms of the transfer would result in a liability upon the Council to repay grant monies.

e) The condition of the asset is not deemed fit for purpose or does not meet the current Minimum Energy Efficiency Standards (MEES) legislation.

f) The proposed use is not compatible with the existing or intended use of the subject asset or adjacent LCC retained land/buildings.

g) A CAT and all its community functions must demonstrate inclusivity to a wide range of citizens and users. Therefore, an intended use that envisages a narrow activity (such as primarily/principally as a place of worship) is unlikely to be consistent with this aim.

4. The Policy

- 4.1 The Council's preference is to grant a short-term lease of an asset but will consider proposals for purchasing the freehold or grant a long lease of an asset if there is a strong and justified business case to do so with the assurance that the community use will be a long-term provision.

The Council will consider each proposal on a case-by-case basis and the terms and conditions agreed will reflect the individual proposal and include such covenants/restrictions upon use as may be appropriate to protect the Council's long-term interests. This will not set a precedent for other asset transfer arrangements.

- 4.2 If an asset receives interest from several parties, then the Council will encourage collaboration to put forward a joint bid, but if this isn't achievable then each proposal will be evaluated against the same set of criteria to determine the successful bid.

4.3 General Terms for an Asset Transfer Lease

- 4.3.1 The Council will charge a market rent/value for the property, which takes account of any restriction for community use and is comparable to rental/value for alternative premises. In some cases, transfer will be assessed at less than best consideration, provided that the asset to be transferred is likely to contribute to the promotion or improvement of the social, economic or environmental wellbeing of the area, that this has been established through the business case, and that the provisions of the Land Transaction rules are satisfied.

- 4.3.2 A length of term over 7 years is classified as a disposal in law, which requires compliance with the provisions of the Local Government Act (1972) General Disposal Consent 2003¹ and State Aid rules (Subsidy rules)².

- 4.3.3 Leases over 5 years will be subject to a rent review clause.

- 4.3.4 The Council will grant leases which are contracted out of the Landlord & Tenant Act 1954 Part II which will not provide the tenant with automatic rights to renew the lease at the end of the term. However, the Council may consider granting a new lease on expiry if the property is still surplus to the Council's requirements, but a new business case may be required to be submitted in accordance with the Council's Asset Transfer Policy applicable at that time.

- 4.3.5 The permitted use within any lease will be limited to a use which is for the benefit of the wider local community.
- 4.3.6 The Council will define the responsibility of the repairs and maintenance liability within the lease by evaluating each premises on an individual basis.
- 4.3.7 The Council will expect to retain its building insurance cover over the building to ensure it is adequately covered. The lease will contain a provision for the tenant to reimburse the Council for the cost of the building insurance cover. The tenant will be responsible for insuring the contents of the building.
- 4.3.8 The tenant will be responsible for all statutory compliance and good practice (e.g. in relation to health and safety).
- 4.3.9 The Asset is to be returned at lease expiry in good tenantable repair in accordance with the lease terms and all tenants alterations removed (unless the landlord states otherwise) and any damage made good.
- 4.3.10 Assignment (transfer of the lease to another legal entity via a Deed of Assignment) may be permitted subject to Landlord's consent and compliance with the Community Asset Transfer Policy.
- 4.3.11 Sub-letting is permitted subject to Landlord's prior written consent and the rent must not exceed the passing rent based on a proportionate £/sq m basis. However, where the proposal is to charge the sub tenant a rental which is higher than the passing rent under the Head Lease on part or all of the premises, LCC will consider Landlord's consent to this subject to reserving the right to review the rent and outgoings under the Head Lease or require a share of any profit rent received, dependent on circumstances.
- 4.3.12 The tenant will be permitted to hire out space on an ad hoc basis within the asset to other community groups as long as the use reflects the permitted user clause, and use is regulated under an ad hoc hiring agreement and does not result in the creation of a landlord and tenant relationship. The tenant will be required to provide a summary of income relating to hiring charges each year, if so requested.
- 4.3.13 The Council would expect the tenant to ensure that any hiring process and agreement has regard to general safeguarding responsibilities including ensuring that the asset is not being used to disseminate extremist views as per the Counter Terrorism and Security Act 2015. The tenant will be provided with the Council's standard hiring agreement as a basis for their own use if requested.
- 4.3.14 See Appendix 1 for an example of typical lease Heads of Terms.

4.4 General Terms for an Asset Transfer Purchase

- 4.4.1 In general the Council is required to achieve the 'best consideration reasonably obtainable' when it is disposing of land or buildings. If it seeks to dispose of land or buildings below the market value, it will need to comply with

the provisions of the Local Government Act (1972) General Disposal Consent 2003¹ and State Aid rules (Subsidy rules)².

- 4.4.2 The Council will determine the market value on the basis of the potential use of the asset. This will consider both the “existing use value”, and “alternative use value” if there is clearly potential for future uplift in value having regard to planning and development potential of the asset.
- 4.4.3 Where the transfer is on the basis of providing specific community services, this commitment may be secured by a restrictive covenant as to use (supplemented by a restriction on title).
- 4.4.4 Provision will be included within the transfer for the Council to recoup an appropriate proportion of any uplift in value secured through each subsequent change of use and/or enhancement in value arising from the grant of planning permission.

1 The Local Government Act 1972 imposes a legal obligation not to dispose of assets at less than best consideration (excludes tenancies of less than 7 years) unless approved by the Secretary of State. The General Disposal Consent 2003 allows Local Authorities to transfer at less than market value provided the undervalue is no more than £2million established according to the technical annex attached to the consent **and** the purpose for which the asset is to be transferred is likely to contribute to the 'promotion or improvement' of the economic, social or environmental well-being of the area. A disposal of a surplus asset at less than best consideration also requires an Executive Decision.

2 Subsidy rules refers to the forms of assistance from a public authority, which has the potential to distort competition and trade in the Subsidy rules and can apply to disposals to charities and other public bodies as it is the relevant activity undertaken by the recipient not the latter's identity.

5 Additional Conditions

- 5.1 Any transfer will **include** fixtures and fittings unless there is a Council requirement for the items at an alternative location.
- 5.2 Any transfer will **exclude** IT infrastructure.
- 5.3 Where there is a need for planning permission to be secured in order to enable a proposal to be taken forward this will be the responsibility of the prospective tenant. A decision on the part of the Council to transfer an asset does not guarantee that planning permission will be granted.
- 5.4 Each party to bear their own legal and agents fees.
- 5.5 Any exception to this Policy must be approved by the relevant Director of Estates and Building Services in conjunction with the Council's City Barrister and in consultation with the City Mayor.

6 The Process for Applications

- 6.1 Once it has been decided that a property asset can be made available, The Council will consider the transfer of the asset on terms to be agreed. This will be by leasehold, or, exceptionally, by freehold disposal.

Interested parties must firstly apply to the Council setting out their Expression of Interest (EoI). A decision will be made once all EoIs are received to accept or reject an EoI and not take it forward to the next full application stage.

All Eols received will need to demonstrate the following:

- a) The proposal makes good use of the property asset in terms of opening hours, accessibility to all residents, service delivery, wider community aims etc.
- b) The proposal represents good community value, taking into account the expected social, economic, and environmental wellbeing benefits.
- c) The proposal supports the Council's Strategic Objectives.
- d) There is evidenced need and demand for the proposal and it has local support.
- e) The proposal is financially viable and sustainable. Financial viability pressures will not be addressed through reducing property maintenance costs that are required to be borne by the transferee.

Transfer of property assets for community governance is the legal transfer of property (via a management agreement, a meanwhile use agreement, licensing, letting or sale) by the Council to community-led organisations for them to manage and operate to provide community benefits in accordance with the Council's priorities and strategies.

- 6.2 The Council will use this Eol information provided to initially assess the proposal against the Policy. If it meets the criteria, the Council will then require the full submission of a detailed Business Case (BC) to support the proposal. (See 7.1) A Business Case template form will be sent to all successful Eol applicants.
- 6.3 The Council will provide suitable third party support to help all those organisations who will be preparing a Business Case.

The Council will test the final Business Case submitted against the key principles of this policy but also expect the Business Case to provide in detail:

- a) A statement of clear purpose and outcomes that would be delivered by the community use of the asset, including consideration of the extent to which the proposal meets identified local needs as well as broader policy priorities.
- b) The proposed arrangements for the management body, including accountable governance arrangements.
- c) How the organisation will achieve full sustainability, e.g. income generation/ funding sources.
- d) Experience/capability to deliver the services in accordance with any associated legislation.
- e) The capabilities to manage the regular ongoing maintenance of the asset including compliance with all statutory requirements.
- f) Details of financial viability of the bidder and any proposed lump-sum capital investment and how this is envisaged to be expended.

The Business Case is used to demonstrate any Social, Economic or Environmental wellbeing and benefits.

7 The Decision Process

- 7.1 All proposals for Community Asset Transfer will be carefully considered and evaluated by a panel made up of members of the Council's Estates & Building Services – Strategic Property Team and Neighbourhoods and Environmental Services – Neighbourhood's Team. Additionally, all decision-making will be reported via the Council's Scheme of Delegation governance process and within the context as provided by this Policy.
- 7.2 The Council will advise the community organisation of its decision, outlining the reasons for any refusal. If the proposal has been successful, notification will follow, with instructions for the legal formalities to be completed.

8 School Sites

- 8.1 If the asset is not required for educational/curriculum purposes and it can be separated to enable a transfer (via leasehold or freehold) the asset will be subject to this Policy once the site has been deemed surplus to educational requirements and SOS consent has been obtained for an internal appropriation to an alternative portfolio. Where the site cannot be separated, there may be the need for additional safeguarding requirements. The costs of this would need to be reviewed on a case by case basis.
- 8.2 If the school is interested in taking over the running of the service then their bid will be assessed alongside any other community interest. In such circumstances where the school is funded by the Council, equivalent charges will be applied, generally through a Memorandum of Understanding as opposed to a formal lease.

9 Help and Advice

- 9.1 Community/voluntary organisations are encouraged to seek advice from the Council at the earliest possible opportunity before making a formal application. There is guidance and help available through a number of sources including:
- a. The Community Asset Transfer page on the Council's web site.
 - b. The Government portal website for community information and grant programmes mycommunityrights.org.uk
- 9.2 The Council will provide specific information to communities to develop their proposal, including:
- Site Plan.
 - Measured notional building floor plan where available.
 - Guidance on the rental value and/or on the valuation of the asset.

- Guidance on current running costs (estimated where actuals are not available).
- Other available relevant information.

10 Leased Property Inspection

- 10.1 Once a CAT has taken place, a property inspection will take place every 12 months in order to ensure that the organisation is continuing to meet its stated business case aims and objectives; and, to ensure the asset is being maintained to the agreed level of compliance and condition. An annual fee is chargeable for this inspection.

The inspection will be arranged at a mutually agreed date and time, conducted by a member of the Directorate responsible for the achievement of service objectives and the Senior Estates Valuation Surveyor responsible for asset compliance and landlord's inspection. Where necessary, the Senior Estates Valuation Surveyor will be supported by a qualified Building Surveyor.

- 10.2 A post-inspection report will be provided to the tenant with any necessary rectification notices and re-inspection dates.
- 10.3 Any breach of terms of the lease (incorporating the approved business case) will result in legal action.

11 Scope

- 11.1 The policy will cover all built property assets, land and buildings in the freehold ownership of the Council (subject to the exclusions referred above).
- 11.2 The Council will consider the disposal of groups of properties on the same basis as individual properties.

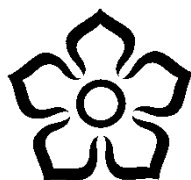
Appendix 1

Example of Standard Heads of Terms for Community Asset Transfer via a Lease of 5 Years Duration or Less

Landlord	Leicester City Council
Tenant	Likely to be a management committee/Board of Trustees/charity <i>(to be encouraged to be a Charitable Incorporated Organisation – see Charity commission website).</i>
Property	Asset name 'x'
Demise	Area to be leased.
Term – no	'X' years; contracted out of Landlord and Tenant Act 1954 Part II automatic right to renew.
Break	Mutual break option on 6 months prior written notice.
User	The premises shall not be used other than for the provision of 'xxxx' services and associated activities.
Forfeiture	Landlord can end the lease for material breach of lease covenant, including breach of the user clause.
Rent	£x per annum; (rent reviews every 5 years if negotiated term is longer than 5 years).
Premises Costs	Tenant to pay all rates, utility costs and other running costs.
Inspection Costs	Tenant to pay all annual inspection costs fixed at £X,XXX pa.
Building Insurance	Tenant to insure contents. Landlord to insure building (costs recharged).
Insurance	Tenant must hold third party liability to a total of £5M in any one claim.
Repair	Full Repairing and Insuring
Alterations	Tenant permitted to make non-structural alterations with Landlord's consent in writing, not to be unreasonably withheld.
Alienation	Tenant is not permitted to assign or sublet part of the premises without prior agreement from the Landlord. Tenant permitted to assign or sublet whole of the premises provided no premium is payable and otherwise with Landlord's consent, not to be unreasonably withheld. Any sub-lease must not be at a rate higher than the passing rent based on the £ per sq ft/sq m.
Ad Hoc Hiring	Sharing occupation with other parties under the existing permitted user without Landlord's consent is permitted if the

occupation is through reference to a hiring agreement and does not create a landlord and tenant relationship.

Yielding Up	At the end of the term the Tenant will yield up the premises in the repair and condition prescribed in the lease and in accordance with the photographic schedule of condition.
Compliance	Tenant must adhere to all current statutory obligations and Health and Safety requirements in relation to the premises and its use.
Costs	Each party to bear their own costs.



Leicester
City Council

Schedule 3: A Protocol for Responding to Late and/or Unsolicited Offers in Connection with Property Disposals

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SCHEDULE 3

A PROTOCOL FOR RESPONDING TO LATE AND/OR UNSOLICITED OFFERS IN CONNECTION WITH PROPERTY DISPOSALS

1 INTRODUCTION

The receipt of late and/or unsolicited offers cannot be avoided when property disposals are being undertaken. Further, local authorities' property dealings are conducted within a fairly inflexible legal framework and must have regard to the Council's general fiduciary duty to act reasonably and in the interests of the tax payers and consistent with the effective, economic and efficient discharge of the authorities' functions. It is therefore necessary to have in place a protocol to guide the response to the unsolicited offer together with precautionary measures to reduce the likelihood of late offers arising. This guidance covers the most likely scenarios but exceptional circumstances may arise which may require separate consideration. The Council's Constitution refers to tendering procedure, but this relates to Tenders for the supply of works, services and goods rather than land. Nevertheless, the relevant principles are followed within this Protocol.

2 APPLICATION OF THE PROTOCOL

This protocol applies to unsolicited offers received during a property disposal exercise and the response to the offer will be dependent upon:

1 At which stage in the disposal process the offer is received.

2 The basis upon which the property has been marketed.

3 THE PROTOCOL

3.1 In relation to disposals by way of formal or informal Tender i.e. when offers are required before a fixed date and time (the Closing Date).

3.2 Late Tenders i.e. received after the Closing Date, or Tenders delivered or submitted prior to the Closing Date but to the wrong location or electronically following the closing date for the receipt of Tenders and subsequently received late.

3.3 Offers received outside the Tender process (i.e. without the official Tender label) after the Closing Date but before consideration by The City Mayor, an Assistant City Mayor (as may be appropriate) or the Chief Operating Officer and Head of Paid Service exercising delegated authority).

3.3.1 All offers must be considered.

3.3.2 If the late offer is higher and obviously not spurious or otherwise considered unsustainable, the parties that have already submitted offers

be invited to make “full and final” offers by a specified date. In considering the sustainability of the late offer regard will be had as to whether the offer is compliant with the requirements of the Tender process (other than meeting the time limit).

- 3.3.3 In the event that the unsolicited/late offer remains the highest offer then this offer, together with the highest compliant offer from the second round of bids from the Tenderers (i.e. received from one of the parties who submitted Tenders before the Closing Date) effectively the second highest bid, should be reported to City Mayor or where appropriate an Assistant City Mayor (disposals at less than best consideration are reserved to the City Mayor). In the event that the City Mayor wishes to accept the second highest bid then the Secretary of State’s consent for a disposal at less than best consideration will be required (see below).

In deciding whether or not to accept the second highest bid, the Council must act reasonably and have due regard to:

- (a) Its general fiduciary duty (as referred to above).
- (b) Usual and prudent commercial practices.
- (c) Best practice.
- (d) Case law.

In the event that the second highest bid is accepted, reasons to support the decision must be recorded.

- 3.4 Offers received after the City Mayor’s or Assistant Mayor’s decision (or exercise of the Chief Operating Officer’s delegated authority) but before the exchange of contracts or before entering into conditional contract or lock out agreement

- (a) As 1.2 above.

- 3.5 Offers received after the exchange of contracts or entering into conditional contract or lock out agreement

- (a) Write to advise the party making the offer that the property has been sold or that conditional contract or lock out agreement entered into, thanking them for their interest (and offering similar property if currently available for disposal). Record this interest in the event that the contract is not completed and the property is remarketed.

- 4 Disposals by private treaty (i.e. following a marketing exercise without a Closing Date or a “one-to-one” disposal when no marketing has taken place).

- 4.1 Offers received during the period of the negotiation with the prospective purchaser/lessee.

- 4.1.1 If the negotiation arises from a marketing exercise without a Closing Date then each party should be invited to submit their full and final offers within a specified time period.
- 4.1.2 If the offer arises during an off-market “one-to-one” disposal (e.g. where the City Mayor’s agreement has been obtained to dispose of the property to secure a particular use or facility from one particular party) then the offer is rejected (but can be used as useful evidence in the negotiations). In these instances the City Barrister and Head of Standards must advise on the need to obtain the Secretary of State’s consent to a disposal at less than best consideration (see below).
- 4.2 Offers received before provisionally agreed terms are considered by the City Mayor/Assistant City Mayor (or the Chief Operating Officer exercising delegated authority).
 - (a) As 1.2 above.
- 4.3 Offers received after the City Mayor’s/Assistant City Mayor’s decision (or the Chief Operating Officer exercising delegated authority) but before the exchange of contracts or entering into conditional contract or lock out agreement.
 - (a) As 1.2 above.
- 4.4 Offers received after the exchange of contracts, entering into conditional contract or lock out agreement.
 - (a) As 1.4 above.
- 5 Disposals by Auction
 - 5.1 Offers received prior to the auction.
 - (a) Refer the offer to the appointed auctioneers and agree whether or not to accept the offer. If the offer is recommended for acceptance then the acceptance must be subject to the purchaser exchanging contracts quickly (in accordance with the auction conditions of sale) before the date of the auction, ideally giving sufficient time to notify other parties who may have expressed an interest in the property of its withdrawal from the auction.
 - (b) Offers received after the auction.

If the property was sold under the hammer:

 - (i) As 1.4 above.

If the property failed to sell:

- (ii) As 3.1(a) above but within an appropriate short time period (ensuring the appropriate authority is in place for the auctioneer to accept such offers on behalf of the City Council).

PRECAUTIONARY MEASURES TO BE ADOPTED TO SUPPORT THIS PROTOCOL

In order to minimise the likelihood of unsolicited offers being received then the following good practice should be adopted when undertaking the marketing exercise:

- 1 Late offers must never be encouraged or in any way solicited.
- 2 Where the offer arises from a bidder who has already submitted a compliant bid within a tendering exercise, then consideration of the revised higher bid would only be undertaken provided there was clear justification for the second offer being made.
- 3 The market must be fully explored at an early stage in the marketing process so that every effort is made to identify all potentially interested parties.
- 4 Ensure that time periods between receipt of offers and an executive decision to accept and between acceptance and exchange of contracts (or entering into conditional contracts or lock out agreements) are kept to a minimum. The use of conditional contracts should be considered, with a strict time period by which it must be entered into by successful party, and when each element of conditionality has to be met.
- 5 Offers reported to the relevant decision maker are considered on the private agenda.
- 6 The public Minute contains no reference to the disposal price or the purchaser.
- 7 In those cases where reports refer to values of property, for example anticipated capital receipts, only totals are referred to, unless the transaction has been completed.
- 8 Ensuring that prospective purchasers are aware that their costs incurred prior to the exchange of contracts are at their own risk. (However, in the event that the City Council decides not to proceed, there may be a case for reimbursing the purchasers abortive costs. Each case would be considered on its merits).

CONSENT OF THE SECRETARY OF STATE TO DISPOSE AT “LESS THAN BEST CONSIDERATION”

Where a disposal at less than best consideration is proposed then this will require the consent of the Secretary of State. A specific application to the Secretary of State for consent may not be necessary in every case. The Local Government Act 1972: General Disposal Consent (England) 2003 gives local authorities consent to the disposal of land within specified circumstances i.e. where the authority considers that

the purpose for which the land is to be disposed of is likely to contribute to the achievement of any one or more of the following objectives in respect of the whole or in any part of its area, or of all or any persons resident or present in its area:

- 1 The promotion or improvement of economic well-being.
- 2 The promotion or improvement of social well-being.
- 3 The promotion or improvement of environmental well-being.

In each case it is a condition that the undervalue must not exceed £2 million. Further, the authority must remain aware of the need to fulfil its fiduciary duty in a way that is accountable to local people (this consent does not apply to land held under powers derived from certain Planning and Housing Acts (which is subject to its own consent regime, most recently revised in 2013) nor does it enable the disposal of public open space without undertaking the advertising procedure set out in s.123 (2A) the Local Government Act 1972).

Scrutiny Annual Report 2024-25

Date of meeting:
Council – 18 September 2025

Lead Director:
Kamal Adatia
City Barrister and Head of Standards

Useful information

■ Ward(s) affected: All

■ Report authors: Ed Brown, Katie Jordan, Kirsty Wooton - Senior Governance Officers

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1. Summary

- 1.1. This report provides a summary of the Scrutiny Annual Report 2024-25.
- 1.2. The Chair of the Overview Select Committee has developed a report that details the activity performed by the City Council's scrutiny bodies during 2024/25. The report also references ongoing and proposed scrutiny activity.

2. Recommended actions/decision

- 2.1 Full Council is asked to note the report and endorse the work of scrutiny during 2024-25.

3. Scrutiny / stakeholder engagement

- 3.1 The report details a summary of work and outcomes from scrutiny across OSC and the six scrutiny commissions during 2024-25.
- 3.2 Although it is a decision of Full Council to approve the scrutiny annual report, given that it covers the work and operation of scrutiny, it is appropriate for it to be subject to consideration by the Overview Select Commission ahead of its submission to Full Council.

4. Background and options with supporting evidence

- 4.1 The main report begins with an introduction by Councillor Ted Cassidy, Chair of the Overview and Select Committee for 2024/25.
- 4.2 It then provides general detail of the scrutiny structure, format and operation during the previous year.
- 4.3 The report includes a separate section for each of the seven scrutiny bodies during 2024-25, setting out the key achievements and highlights for each committee/commission and also refers to some of the ongoing and proposed work.
- 4.4 The report is designed to serve as a summary of activity. Full detail of the activity of each scrutiny body can be found via <https://bit.ly/3P7AOEh>

5. Detailed report

The full 'Scrutiny Annual Report 2024-2025' is included on the subsequent pages.

6. Financial, legal, equalities, climate emergency and other implications

6.1 Financial implications

There are no direct financial implications arising from this report.

Mohammed Irfan, Head of Finance
4 August 2025

6.2 Legal implications

There are no direct legal implications arising.

Kevin Carter, Head of Law
30 June 2025

6.3 Equalities implications

The report provides a summary on the Scrutiny Annual Report 2024-25, this includes an overview of work and outcomes from scrutiny across OSC and the six scrutiny commissions, as well as referencing ongoing and proposed scrutiny activity.

Under the Equality Act 2010, public authorities have a Public Sector Equality Duty (PSED) which means that, in carrying out their functions, they have a statutory duty to pay due regard to the need to eliminate unlawful discrimination, harassment and victimisation, to advance equality of opportunity between people who share a protected characteristic and those who don't and to foster good relations between people who share a protected characteristic and those who don't.

Protected Characteristics under the Equality Act 2010 are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex, sexual orientation.

We need to ensure that we are meeting our statutory responsibilities under the Equality Act and paying due regard to the PSED when carrying out our functions, this includes ensuring we are embedding equality considerations in our work, and where appropriate carrying out Equality Impact Assessments (EIAS) and where negative impacts are identified, putting in place mitigating actions to address these as appropriate. EIAS have been undertaken across a range of areas cited in the SAR report to ensure equality impacts are being identified and addressed appropriately.

Sukhi Biring, Equalities Officer
1 July 2025

6.4 Climate Emergency implications

There are no climate emergency implications arising directly from this report.

Phil Ball, Sustainability Officer
30 June 2024

6.5 Other implications (You will need to have considered other implications in preparing this report. Please indicate which ones apply?)

N/A

7. Background information and other papers:

None

8. Summary of appendices:

Scrutiny Annual Report 2024/25

9. Is this a private report (If so, please indicate the reasons and state why it is not in the public interest to be dealt with publicly)?

No

10. Is this a “key decision”? If so, why?

No



Leicester City Council

Scrutiny Annual Report

2024-2025

Foreword

It has been my privilege to serve as Chair of the Overview Select Committee for the municipal year 2024/25. This report gives an overview of the wide-reaching and in-depth work carried out by the Overview Select Committee and the Scrutiny Commissions.



The examination of proposed decisions, policy development and performance monitoring has taken place across all commission areas in an informed and considered way. Additionally, the establishment of task groups and the undertaking of informal scrutiny has allowed this to be carried out in greater detail.

The OSC and the Commission have undertaken a large volume of work and have scrutinised this in depth, that has resulted in a number of well-considered recommendations to the Council's executive. I am grateful once again to the city mayor and other members of the Executive team for their involvement in scrutiny which have helped Scrutiny to work with the executive to drive improvement in public services. I am also grateful to officers from across the organisation whose hard work has allowed Scrutiny to understand issues clearly and to make informed recommendations. I am also particularly thankful for the level of engagement from our health sector partners as engaging with decision-makers beyond the local authority helps to Scrutiny to be informed by a range of insights. In the same vein, the continued involvement of young people representatives who have regularly participated in several of our scrutiny bodies has helped Scrutiny to consider the insights of young people in the city.

Leicester City Council encourages scrutiny as it looks at the issues faced by people in the city in great depth and provides that 'critical friend' challenge to the executive that ultimately helps the Council to deliver its services in the most effective and beneficial ways possible. We have continued to scrutinise key strategic priorities of the City Council in greater detail, by setting up informal scrutiny work to allow a broader range of evidence to be gained by commissions. Examples of this include focussed work on Electric Vehicle Charging, Bus Lanes, the High needs Block and Homelessness.

I am hopeful that the 2025/26 municipal year will allow the Scrutiny function to develop further as this will be increasingly important as local authorities are facing new changes as well as growing challenges and pressures. Therefore, it is vital that Scrutiny analyses the implications of these changes, challenges and pressures, in an informed and in-depth manner. I wish the best for the incoming Chair of OSC, Cllr Joel, and I have every confidence that she will uphold the principles of scrutiny to allow continued improvement of public services.

Councillor Ted Cassidy MBE – Chair of the Overview Select Committee

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Glossary

The following abbreviations are used to describe each scrutiny body:

ASC: Adult Social Care Scrutiny Commission

CYPE: Children, Young People and Education Scrutiny Commission

CNS: Culture and Neighbourhood Services

EDTCE: Economic Development, Transport and Climate Emergency Scrutiny Commission

HSC: Housing Scrutiny Commission

HWB: Health and Wellbeing Scrutiny Commission

JHSC: Joint Health Scrutiny Committee

PHHI: Public Health and Health Integration Scrutiny Commission

OSC: Overview Select Committee

Introduction

What is Scrutiny?

The Centre for Public Scrutiny defines scrutiny as “the activity by one elected or appointed organisation or office examining and monitoring all or part of the activity of a public sector body with the aim of improving the quality of public services. A public sector body is one that carries out public functions or spends public money. Scrutiny ensures that executives are held accountable for their decisions, that their decision-making process is clear and accessible to the public and that there are opportunities for the public and their representatives to influence and improve public policy.” As such, it is important that scrutiny is an essential part of ensuring that the Council and its partners remain effective and accountable.

Leicester City Council’s Scrutiny Structure

For the 2024/25 municipal year, there was a change in the scrutiny structure. The Council continued with the model of an Overview Select Committee but was supported by six scrutiny commissions covering all facets of the council’s business rather than the previous seven. Culture and Neighbourhoods Services scrutiny commission combined the former Heritage, Culture, Leisure & Tourism and Neighbourhood Services commissions.

Overview Select Committee

Adult Social Care	Culture & Neighbourhoods	Children, Young People & Education
Economic Development, Transport & Climate Emergency	Housing	Public Health & Health Integration

Report Structure

This annual report covers the period between May 2024 to May 2025 and summarises some of the key activity and areas of influence by scrutiny throughout the year.

The report provides detail of the work of the Overview Select Commission, and each of the six City Council scrutiny commissions. The annual report does not intend to draw out a large quantity of detail or highlight each recommendation, and instead sets out some of the key achievements by the scrutiny bodies, examining areas of influence and work undertaken as part of focussed reviews or task and finish work. Full detail of each scrutiny meeting can be found by accessing relevant agendas, and minutes via leicester.gov.uk.

The report also does not intend to provide full detail of what is covered by each of the scrutiny bodies. Detail of the configuration of scrutiny at Leicester City Council can be accessed via our [scrutiny webpages](#).

By its very nature, scrutiny examines some work over a more considerable period of time, and this report also points to those strands of work that will continue or may emerge throughout 2025/26. This is reflected as part of the commission summary pages throughout the report.

Overview of Scrutiny 2024/25

In total, there were 45 public meetings across the eight scrutiny bodies (including JHSC). This was supplemented by further work performed by members in the form of separate scrutiny task group meetings or additional briefing sessions on topics of significance.

All meetings, with the exception of JHSC, took place in person at the City Council's committee rooms at City Hall, though a hybrid set-up was initiated to allow some non-voting participants to join remotely. Meetings were comprised of eight elected members that were politically balanced, with some commissions being supplemented by co-opted members or standing invitees. The Chairs of the scrutiny bodies throughout 2023/24 were as follows:

Overview Select Committee – Cllr Ted Cassidy

Adult Social Care – Cllr Melissa March

Children, Young People and Education – Cllr Misbah Batool

Culture and Neighbourhood Services – Cllr Mohammed Dawood (May 2024 – January 2025)

Economic Development, Transport & Climate Emergency – Cllr Sue Waddington

Housing – Cllr Molly O'Neill

Public Health and Health Integration – Cllr Karen Pickering



The commissions and committees continued to examine key strategic priorities and emerging issues. As in previous years, a significant proportion of scrutiny related to the consideration of executive decisions prior to them being taken, including scrutiny of the annual budget setting process. This equips scrutiny to challenge, support and influence the City Council's decision-making processes and remains a prime role of the scrutiny function. Scrutiny also strives to examine issues that emerge throughout the year that have significant implications for the people of Leicester.

Many of the scrutiny bodies also performed an extensive level of work in addition to that taking place as part of formal scrutiny meetings. Several focussed task group reviews were initiated throughout 2024/25. It is commonplace for the suggestion behind this work to originate at a formal meeting, often when it is apparent that the level of scrutiny required is extensive and requires a more detailed process of evidence-gathering. Examples of this work include the Overview Select Committee examining the Council Tax Support and Equalities and Workforce Representation; the Economic Development, Transport, & Climate Emergency Scrutiny Commission's work on 24hr Bus Lanes, 20mph Streets, Worker Exploitation and Electric Vehicle Charging, Culture and Neighbourhood Services Scrutiny Commission's investigation into ward community funding, Children's, Young People and Education Scrutiny Commissions work on the High Needs Block and the Housing Scrutiny Commissions inquiry day on Homelessness and Health Issues. Upon the completion of all task group work, the relevant decision-maker submits a report back to a commission meeting that details a response to the scrutiny recommendations.

Scrutiny continues to gather the majority of its evidence from City Council service departments, though it has always been necessary for this to be supplemented with input from other organisations and stakeholders. During 2024/25, scrutiny sought evidence from a range of partners, particularly across the health sector and via housing tenant representatives. Moreover, the process of empowering the voice of young people across scrutiny was further developed during 2024/25, with representatives regularly participating in OSC, CYPE and PHHI.

During the next municipal year, there are ambitions to expand public and stakeholder engagement as part of the scrutiny process, particularly when performing more in-depth investigations and inquiries. Scrutiny Chairs will also be considering a broader range of methodologies when carrying out such informal scrutiny.

The following pages document some of the key achievements and highlights of each of Leicester's seven scrutiny bodies, drawing on areas of significance during the past year and referring to some of the priorities for taking scrutiny forward during 2024/25.

Overview Select Committee

The Overview Select Committee is the City Council's overarching scrutiny body. The committee primarily scrutinises the work overseen by the City Mayor, the council's strategic priorities and cross-cutting issues including equalities, property and the Council's finances. The Committee also engages with leaders and decision makers from key partner organisations across the city.



The key Overview Select Committee scrutiny developments during 2024/25 included:

Budget Monitoring Scrutiny – OSC examined the revenue and capital finances on a quarterly basis, seeking clarity on numerous issues and requesting further information on a series of matters of significance and recommending further scrutiny of those services areas that had particular impact upon the Council's overall finances.

Budget Setting process – The Committee again examined the full set of budget proposals relating to the Draft Revenue Budget and Capital Programme for 2025/26. This followed tailored scrutiny at a commission level, and the comments raised previously were also examined and endorsed by OSC.

Corporate Equality Strategy and Workforce Representation - The Committee considered the Corporate Equality Strategy and action plan to support its delivery over the next four years. In particular it was considered as to which groups could be engaged with in order to open wider communication. In addition to this, informal work on workforce representation continued, looking at how the Council adhered to the Public Sector Equality Duty before beginning to examine a significant amount of data to identify trends and areas of concern.

Homelessness Services and Temporary Accommodation – The Committee considered homelessness in the city and progress in relation to the delivery of the Full Council Decision on the 21st March 2024 to invest £45m into additional Homelessness accommodation and services. Further requests for information were made to allow Councillors to better understand and consider the issue. Further to this, the Committee considered a call-in regarding the purchase of the YoHo building for temporary accommodation, which was subsequently withdrawn.

Directly Questioning the City Mayor – Members of the committee and youth representatives continued to raise questions directly to the City Mayor via a dedicated agenda item. Examples of questions raised included questions over the future of the marketplace, cost cutting associated with libraries and adventure playgrounds, issues surrounding flooding and whether Council customer service could be improved. Under this item, the City Mayor also gave a presentation and answered questions on proposals for changes to the Council boundaries.

Council Tax Support Scheme – The Committee considered the proposed simplified “banded” council tax support scheme and the consultation results. The Committee requested further briefings to better understand the issue, which were subsequently offered. The Committee further implemented a task group on the issue in order to monitor the progress of the implementation and understand what the implications of the changes are.

Treasury Management/Investment Activity – The Committee were rigorous in their examination of relevant strategy regarding Treasury Management and investment.

Possible Overview Select Committee plans for 2025/26 include:

Budget and in year budget savings– The Committee is likely to regularly examine the City Council’s overall programme of in-year budget saving proposals on an ongoing basis and will ensure that key proposals are also considered by the relevant commissions.

Domestic and Sexual Violence Needs Assessment – Following on from the Domestic Violence Consultation, Members will be updated on what services LCC provide for individuals who have experienced domestic abuse and sexual violence, what the purpose of the consultation was and how the Council are planning to use the findings.

Customer Services Update – The Committee has requested that a report be brought on customer services in the Council, particularly with regard to the telephone service, to assess the performance of the service and to ascertain if and how it can be improved.

Revenues and Benefits – An overview of work undertaken with revenues and benefits including welfare advice.

Council Tax Support Scheme – Meetings of the task group are scheduled to take place in June, July and August 2025, with an aim to bring a report to the Committee in September 2025.

Strategic Priorities– OSC will closely examine progress made in response to the strategic priorities set out by the City Mayor and Executive.

Workforce Representation– OSC will conclude its findings in relation to the informal scrutiny work around workforce representation.



Adult Social Care Scrutiny Commission

This Commission focuses on matters relating to the delivery of statutory adult social care functions, such as care services to allow independence in own homes, care services for those that require care away from home and policies that underpin a broad range of social care issues.

The key Adult Social Care scrutiny developments during 2024/25 included:

Care Quality Commission (CQC) Assessment – The Commission maintained oversight of the Council's preparations for the new Care Quality Commission (CQC) assessment throughout the year, recognising it as a significant and evolving process. The Commission received regular updates on Leicester's self-assessment, which highlighted key strengths including strong co-production, timely access to care, effective safeguarding, and a committed workforce. Areas for improvement, such as overdue reviews, limited audit volume and support for carers were openly acknowledged with action plans in place. The Commission welcomed the transparent and proactive approach taken and looked forward to reviewing the outcome once published.

Adult Social Care Reviews – The Commission welcomed the report on Adult Social Care Reviews, which outlined the statutory duty to review care plans under the Care Act 2014 and the Council's strengths based and people centred approach. It was noted that overdue reviews had increased due to capacity pressures, the pandemic and prioritisation of safeguarding and new assessments. In response a dedicated team had been established and supported by additional funding for a steering group to oversee improvements. The Commission welcomed the honest approach and supported ongoing efforts to improve timeliness, transparency, and communication.

Annual Complaints Report - The Commission received the Annual Complaints and Commendations Report for 2023/24. The Commission welcomed the report as a useful tool for identifying areas for improvement, with learning actions including training, practice reviews and cross-departmental work. Complaint volumes remained relatively low, indicating effective early resolution.

Leading Better Lives Project – The Commission welcomed the report on the Leading Better Lives initiative, a collaborative project developed in response to financial pressures and a need to strengthen preventative support in Leicester. Working with Social Care Future and Ernst & Young Consultants and grounded in co-production, the project brought together people with lived experience, council officers, and partner organisations to understand what matters most to residents. The Commission praised the inclusive, strengths-based approach and requested ongoing updates on the development of the early action plan, including further detail on the preventative budget and outcomes from consultancy input.

Autism and Neurodiversity Delivery Plan– The Commission received and endorsed the Leicester City Adult Social Care Autism and Neurodiversity Delivery Plan for 2024–2026. The Commission welcomed the separation of autism, learning disabilities and neurodiversity as distinct areas of focus, and discussed local gaps in ADHD support following the closure of

ADHD Solutions. The Plan reflects a strong commitment to co-production, partnership working and creating a more inclusive and neurodivergent-friendly city.

External Workforce Strategy – The Commission considered the development of Leicester’s Adult Social Care Workforce Strategy 2025–2030, recognising its importance in building a sustainable, skilled, and valued workforce. While Leicester’s vacancy and turnover rates had remained below national averages, Members noted persistent challenges in attracting younger workers, supporting career progression, and addressing skills gaps across the sector. The Commission welcomed initiatives such as Inspired to Care, the Employment Hub, and the Social Care Academy, along with support for ethical international recruitment. Members emphasised the importance of reflecting the city’s diversity within the workforce, strengthening engagement with frontline staff, and ensuring Personal Assistants were fully included in workforce planning. The strategy’s focus on long-term improvement, inclusion, and promoting care as a rewarding career was strongly supported.

Race Equity - The Commission received a report analysing Adult Social Care data through the lens of ethnicity to better understand access and outcomes across communities. Using updated Census data, the deep dive highlighted variations, including higher contact rates for White, Black and Dual Heritage adults and lower rates for Asian adults, prompting reflection on access, referral patterns, and professional bias. The report also identified areas for further exploration, including assessment outcomes, support types, and safeguarding trends. The Commission welcomed the focus on equity and supported continued work with communities and staff to better understand disparities and improve access to services.

Support for Carers –

The Commission recognised the invaluable contribution of unpaid carers and acknowledged the emotional and practical challenges they often faced. Members received a comprehensive update on the support that had been made available, including the recommissioned Carer Support Service and projects funded through the Accelerating Reform Fund. It was noted that while services had supported over 3,000 carers, many more remained unidentified or unsupported, with particular barriers for younger carers and those balancing work and caring responsibilities. The Commission welcomed the co-productive approach taken to develop a new Carers Strategy and practice guidance, and highlighted the need to ensure carers were not only supported practically, but also felt seen, valued, and heard. Findings from engagement work, including the Leading Better Lives project, reflected carers’ feelings of isolation and exhaustion, reinforcing the need for continued focus on access to breaks, contingency planning, and emotional support.

Possible Adult Social Care Scrutiny plans for 2025/26 include:

Adult Social Care Budget – The Commission agreed to monitor the budget and requested an informal scrutiny briefing session to discuss details in further detail in the new financial year.

ASC CQC Assessment – An update on the new assessment framework concerning adult social care services and details of the visit.

Dementia – Information on the work done around supporting those with Dementia and its impact.

Loneliness – Information on the work being done to combat loneliness.

Self-neglect– An update on the challenges and impact that self-neglect can have on people.

Supported Housing – A deeper dive into supported housing.

Young Carers – A deeper dive into young carers.

Culture and Neighbourhood Services Scrutiny Commission



The Culture and Neighbourhood Services Scrutiny Commission is responsible for examining many of the everyday services that people access within their own communities, including the provision of libraries, community centres, environmental and enforcement services. This Commission also holds responsibility for looking at museums, festivals & events, sports services as well as the voluntary and community sector support and issues relating to community safety and community cohesion.

The key scrutiny developments during 2024/25 included:

Leicester Arts and Museums – The commission considered a number of aspects of the Leicester Arts and Museum Service, in particular, the funding for engagement from Arts Council England, the Heritage Lottery Fund, and also looked in depth at the Museum Strategy, which considered the new Museums Service Vision and Strategic Priorities for 2025- 29, including the plans for changes to the way that the service is delivered. The Commission requested further information on investment in Newarke Houses Museum, and on visitor figures during School Holidays for both Newarke Houses and Abbey Pumping Station Museum.

Community Safety, 'Project Harmony' and Public Space Protection Orders – The Commission looked at what was being done to tackle Anti-Social Behaviour (ASB) in the city centre. Project Harmony was developed as Community Safety's response to street lifestyle issues in the city. Public Space Protection Orders (PSPOs) are a power the Council has under the Anti-Social Behaviour, Crime and Policing Act 2014, aimed at protecting people from ASB in public spaces. It aimed to restrict activities associated with ASB by issuing Fixed Penalty Notices (FPN. If these were then breached and a prosecution was made, a fine can be issued. Members asked questions and made comments, and the Commission requested that the Commission be provided with analysis of the results.

Study Zones and Library IT Provision and Library Community Needs Assessment – The Commission looked into the public engagement work in 2023 and the secondary research undertaken in 2024 as part of the Community Service Services and Library Needs Assessment, and the Study Zones initiative in libraries, in the context of the digital support provided by libraries for people living, working and studying in Leicester. The Commission requested further information on the age profile of users of the Study Zones initiative.

Fly Tipping – The Commission examined fly-tipping issues across the City. The commission requested further information on the number of fixed penalty notices (FPNs) to businesses in comparison to households, and information on which wards

made the most use of the Love Leicester app. Further to this, it was requested that consideration be given as to whether recycling sites needed to be there or if they invited fly tipping.

Culture and Creative Industry Strategy – The Commission were updated on current position on the draft strategy and noted how it links to other major initiatives and emerging government policy. A one-off informal scrutiny session was set up so that members could inform the final report.

Voluntary, Community and Social Enterprise (VCSE) – The advancements and future direction of the Voluntary, Community and Social Enterprise (VCSE) Engagement Strategy were looked at by the Commission. Members were encouraged to let officers know of any small organisations in their ward that could benefit from the VCSE strategy.

Possible Culture & Neighbourhood Services Scrutiny plans for 2025/26 include:

Business case for the KRIII café – As requested at OSC, this report will consider the business case for the new planned café at the King Richard III visitor centre. This new café would be placed in front of the pay-points, so that people can frequent the café without necessarily purchasing a ticket for the exhibit. It is hoped that this will generate income.

Public Space Protection Orders – Following the report that went to the Commission in February 2025, a further report will come to the Commission to enable them to analyse how well the Public Space Protection Orders have worked.

Burial Strategy – To include information on the search for places, the work plan for Gilroes Cemetery and the findings of the Law Commission.

Proposals for Leicester and Community Centres – The Commission will scrutinise the plans for the future of Libraries and Community Centres in Leicester and will be invited to ask questions and make comments.

National Lottery Heritage Fund – The Commission will consider how National Lottery funding will be used in the Arts and Museum Service and will be updated on future bids.

Children, Young People and Education Scrutiny Commission

The Children, Young People and Education Scrutiny Commission is responsible for examining children's social care, education & attainment and support provision for children and young people and families. Diocesan, trade union and school governor representatives work with elected Members on this Commission.



Key scrutiny developments during 2024/25 included:

Post 16 SEND Home-to-School Transport – Following on from proposals made in the previous municipal year, the Commission further scrutinised the approach that the Council aimed to take in the 2025-26 academic year. A number of public questions and statements were considered on the issue. The Commission requested that the impact be tracked and reported on so that it could be assessed as to how the proposals were working and that forecasts and assumptions on costs be looked at again. It was also requested that officers re-examine the suggestion that parents and Young People should choose educational institutions closer to home. It was further requested that reassurance be given that places are available for young people to continue education for as long as possible in the appropriate educational institution and that consideration be given to the need to avoid young people becoming NEET.

Adventure Playgrounds – The Commission considered the plans for the phased withdrawal of Council funding for adventure playgrounds and the subsequent decision to make this the final year of funding. Public questioning was also considered on the issue. The Commission requested more information on parachute payments and licences, and subsequently scrutinised this information. The Commission made suggestions around other potential sources of funding. OSC also raised this issue, and informal scrutiny has been arranged to consider options.

High Needs Block – The High Needs Block was scrutinised in detail, including the management Recovery Plan and the Transformation project and the impact on workstreams. The Commission requested further information, including information on sufficiency in mainstream and special schools and a case study for the commission to consider and information on whether guidance had improved on EHCPs. A task group was subsequently convened which evaluated the efficiency and effectiveness of the High Needs Block (HNB) funding, ensuring it is appropriately allocated to support children and young people with special educational needs and disabilities (SEND).

Safeguarding Children Annual Report – In reviewing the annual report, which had a focus on multi-agency priorities, learning, impact, evidence, and improvement, the Commission engaged with the independent chair of the partnership and probed into potential further areas for improvement and considered the rising demand for

emergency support leaving less to spend on preventative services.

Youth Summit – The Commission received an update from Youth Council Representatives on the Youth Summit. A number of points and suggestions were made by the Commission, including looking at the cultural dimension and how young people from overseas interact and how they settle in the UK/Leicester, considering the inclusion of Looked After Children and Children Seeking Safety, and to think about how young people want to be spoken to and receive information.

Children from Abroad Seeking Safety – Following on from scrutiny work in the previous municipal year, the Commission looked again at Children from Abroad Seeking safety and requested further information on the proportion of 18+ and U18s and further information on the support the Education Psychology service provides in relation to trauma experienced by CSS, other than the 'Journeys' project.

Ofsted ILACS Report (Inspecting Local Authority Children's Services) and Improvement plan – The Commission considered the most recent Leicester City Council Ofsted inspection. This took place under the "inspecting local authority children's services" (ILACS) framework in September 2024. Having considered the findings, the Commission requested that the staff recruitment rate and targets to be monitored and that regular updates to be brought to scrutiny, to include target monitoring and performance as well as training (especially of middle-management).

Family Therapies Service – The Commission considered the progress of delivering Family Therapies; Multisystemic Therapy (MST), MST: Building Stronger Families (MST BSF), Functional Family Therapy for Child Welfare (FFT-CW), and Family Group Decision Making, for the period of Quarter 3. The Commission requested that the Edge of Care report to come to scrutiny with a report to establish metrics and delivery outcomes.

Possible Children, Young People & Education Scrutiny plans for 2024/25 include:

Edge of Care – An update on the Edge of Care report to come to scrutiny to establish metrics and delivery outcomes.

Sufficiency for Children Looked After and Care Leavers – To include impact monitoring on the Fostering Service microsite launched on the Council website which includes the fostering offer.

Improvement Plan Updates - Regular updates to be brought to scrutiny, to include target monitoring and performance as well as training (especially of middle-management).

Fostering Annual Report - Including an update on costs relating to Customer Relationship management tool, the Ofsted thematic report, information on family finding events and more detail on advertising techniques for recruitment.

Complaints and Performance Report – An update to include children's social care and any relevant information from corporate complaints relating to education.

Economic Development, Transport and Climate Emergency Scrutiny Commission



This commission reviews a range of matters which include regeneration, public transport and cycling provision, adult learning and job provision and climate emergency policy.

The key scrutiny developments during 2024/25 included:

Market Place – The Commission considered the proposed option for the redevelopment of Leicester Market and the rationale behind the proposal and put questions to the City Mayor. The Commission also hear public questions and statements on the issue. The commission requested further information on the revenue costs to operate the market under the proposed plan as well as making some key suggestions regarding the design.

Worker Exploitation – Following on from work done previously on exploitation in the garment industry, a task group was set up with guidance provided by the University of Leicester (funded by the Shared Prosperity Fund) to look at worker exploitation in other sectors in the city. A number of witnesses were engaged with, including: Margaret Beels - Director of Labour Market Enforcement, Leicester City Council (Adult Social Care), Leicester City Council (Procurement), Leicester City Council (Economic Development), HMRC, Police, Highfields Centre, GMB, Unseen, Leicester & Districts Trades Union Council, Health and Safety Executive, Gangmasters and Labour Abuse Authority, Crimestoppers UK, and Wesley Hall Community Centre. A number of comprehensive recommendations were made on how the Council can better address the issue of worker exploitation in Leicester, including recommendations on how local authorities could work in partnership with other local organisations more effectively to help develop and share intelligence on the issues so that the national organisations who can act more directly, can do so more effectively.

24 Hour Bus Lanes – Following guidance issued by the Department for Transport, the Commission convened a task group to review the deployment of bus lanes, specifically 24/7 bus lanes, across the city. The Task Group heard from bus companies who provide services to Leicester (First, Arriva and Kinchbus) as well as Climate Action Leicester and Leicestershire. Recommendations were made on optimal ways to implement and enforce bus lane use and to review and monitor the operation of bus lanes in certain locations.

Leicester and Leicestershire Business Skills Partnership – Following on from the transition from the LLEP into the Leicester and Leicestershire Business Skills Partnership, the Commission heard about the work of the Business and Skills Partnership for Leicester and Leicestershire. The Commission requested further clarity on timelines from the government, that consideration to be given to the rural and urban makeup of the board and that more information be provided on Skills Devolution once more was known on local government re-organisation and timeline for devolution.

ESOL and Skills Bootcamps – Adult learning opportunities in the city were looked at in the form of ESOL offers and Skills Bootcamps. In particular, regarding Skills Bootcamps, the Commission considered the impact of the pilot year (2023-24) and the 2024-25 programme. The Commission also looked at the development of the UKSPF funded ESOL projects in 2024-25.

Heart of Leicester Plan – The Commission considered issues and opportunities facing the city centre area, both now and over the coming years and contribute their thoughts and ideas to inform the development of a 'Heart of Leicester' Plan. The Commission encouraged officers to consider the night-time economy, and the need for bike-stands in the city.

Air Quality Action Plan Consultation – The Commission scrutinised details on the proposed new Air Quality Action Plan for Leicester and associated consultation and provided comments and suggestions surrounding issues such as the management of traffic flow. Additionally, members were encouraged to engage with schools and families on the issue.

Possible Economic Development, Transport & Climate Emergency plans for 2025/26 include:

Market Place Update – Further updates on the market development, including information on the revenue costs to operate the market.

Update on Leicester and Leicestershire Business Skills Partnership – An update on the Leicester and Leicestershire Business Skills Partnership, focussing on timelines from the government, information on the rural and urban makeup of the board, and money in reserves at the end of the financial year.

Local Walking and Cycling infrastructure plan – Informal work looking at community engagement and consultation on potential routes.

Car Park Usage – Information on Council car park usage to ascertain if car park usage has increased or decreased since charges were increased.



Housing Scrutiny Commission

The Housing Scrutiny Commission examines a wide range of issues relating to Housing and Homelessness. This covers council services as well as issues affecting private sector housing and housing associations.

Key housing scrutiny developments during 2024/25 included:

Adaptations & Disabled Facilities Grant - The Commission noted the continued work of the service to meet adaptation needs of tenants and the robust procedures around this. The Commission requested that an update be brought back on the impact of adaptations, as well as the strategy when developed.

Budget – The Commission considered the housing revenue account budget and the capital programme 2025/26. More information was provided by the service on the impacts of the change to Right to Buy and how Government housing targets would be met.

District Services – The Commission commended the service for positive work despite increasing and changing pressures. The goal of the service was to support tenants to hold successful tenancies, but many were faced with multiple additional needs that required support. The Commission requested that an update be brought back on the 'pop- up' housing offices pilot and various other next steps the service outlined

Homelessness Services Update – The Commission praised the service for their ongoing work under increasing pressures. There was a continued emphasis on collaboration and partnership working with other organisations in the city. The Commission requested that further communication be made to ministers around Asylum cases.

Homelessness and Complex needs Inquiry Day – Working with the Public Health and Health Integration Scrutiny Commission, the commissions considered homelessness and substance misuse through evidence gathering in numerous meetings in one day. Some miscommunications on pathways were identified but the service was pushing towards greater collaborative working. The commitment and passion of those working in this area was applauded. A further work stream was identified around families and homelessness and prison leavers.

House Builds & Acquisitions – The Commission noted the Council is on track to deliver 1500 affordable homes. The Commission visited the Saffron Lane development and requested that an update on alternative construction methods come at an appropriate time.

Housing Crisis Delivery Update – The Commission noted that the service had made good progress on delivering the housing crisis actions for both the Leicester plan and the Government's. There had been positive updates on strengthening the private rental sector quality which the Commission requested to be updated on, along with Selective Licensing and the Renter's Reform Bill.

Housing Regulator – The Commission was updated on the new housing regulator standards and the inspection which has recently taken place. It was noted that service improvement plans are in place as specified by the standards. The Commission recommended that all enquiries from the tenants, the public and members be responded to within 10 working days.

Repairs and Maintenance Performance Work in recent years has successfully focused on improving voids performance. The service had been affected by national struggles in trade services and the backlog since the pandemic which had impacted the ability to meet some Repairs targets. The Commission requested further updates moving forward.

Selective Licensing – The self-funding scheme ensured safer housing for private sector tenants. Joint work with the police and voluntary applications from landlords had identified hazards in properties or their unsuitability for rental. Hazards were usually rectified by landlords with no further action taken but improvement notices and prohibition notices had been served where necessary.

Supported Housing Proposals – The Commission had visited the ZIP building and commended the work the service was doing. The need for supported housing is high due to levels of complex needs and deprivation in the city but acquisitions for this type of accommodation is separate to general acquisitions. Feedback on the experiences from the tenants in the ZIP building, management plans and plans for the YOHO building was requested.

Tenancy Involvement Proposals – The Commission noted the service was working to meet the needs of the communities using the service. An engagement strategy had now been launched and a Tenant's Scrutiny Panel was in place which the Commission hoped to engage with. An update was requested on the 'pop-up' housing offices and the improved use of communications. The Commission expressed concern at the lack of communications for those on the waiting list and requested a report on the engagement strategy for this cohort.

Who Gets Social Housing - The Commission received updates regarding the housing register and requested consideration be given to improving communication to applicants on the waiting list.

Possible Housing plans for 2025/26 include:

Engagement Strategy – An update on the engagement strategy for those who are on the waiting list for social housing due to length of waits.

Housing Regulator Update – An update on the outcome of the inspection.

Maintenance Charges – An understanding of the Maintenance Charges

Temporary Accommodation update – An update on the progress of increasing availability of temporary accommodation. The business case and management plans for the Yo-Ho build and tenants feedback from the ZIP building.

Pop-up Housing Offices Pilot – An update following the completion of the pilot to see whether engagement had been successful.

Repairs and Maintenance Report – A bi-annual update report and proactive property MOT's.

Public Health and Health Integration Scrutiny Commission



This commission is responsible for examining the health services received by all Leicester residents, which includes the services provided by the local authority's public health team along with those delivered by the NHS and health sector partners. Co-Producers are standing invitees and have contributed to discussions throughout the year.

The key Public Health and Health Integration scrutiny developments during 2024/25 included:

Access to GP Practices – The Commission discussed barriers to accessing GP Practices and raised concerns around inconsistencies but were assured by plans in place and agreed to receive further updates.

Critical Incident – The Commission received a verbal update from University Hospitals Leicester (UHL) on the critical incident declared on 9 October 2024 due to extreme pressure on emergency care services. The Commission noted the early timing of the incident in the year, concerns around patient flow, and the wider pressures on emergency pathways. Initiatives trialled during the incident have informed revisions to the winter plan, though financial constraints remain a challenge.

CYP Mental Health Referrals – The Commission was given an update. The triage system which was introduced was welcomed by Members as it helped ensure children and young people were being seen by appropriate services. However, concerns were raised by the number of referrals being returned and the waiting times. Further updates have been requested.

Health Protection – The Commission monitored rates of illnesses and vaccinations in the city. This included measles, whooping cough, covid and TB. Updates will continue to come to each meeting to monitor rates and any emerging concerns within the city.

Joint ASC & Health Scrutiny – The two commissions joined to address Winter Planning provision. The Commission analysed the plans and considered performance, fuel poverty and the link between hospital admissions, discharges and care in the community. Concerns were raised about the lack of information which was made available and the variation of information issued by Health Providers. Concerns were raised on uptake of vaccinations but the development of clearer communications on pathway processes was applauded.

Joint LLR Health Scrutiny Committee – Members discussed items including UHL Future Hospitals, the LLR Health and Care Plan, LLR Women's Health Programme, East Midlands Fertility Policy, Water Fluoridation in LLR, GP Service Improvements, Dental Services and Learning Disability and Autism Collaborative.

LLR Suicide Prevention Strategy – The Commission received a draft of the Leicester, Leicestershire and Rutland Suicide Prevention Strategy 2024–2029. The Commission welcomed the collaborative approach taken with partners including the Police, NHS, VCSE sector and people with lived experience and commended the work. Key priorities included support for at-risk groups such as middle-aged men, those with autism, and people

experiencing isolation. The strategy emphasised the importance of community-based support, early intervention, and reducing stigma around suicide. Members supported the focus on local data, called for training opportunities, and endorsed the commitment to a more compassionate and preventative approach to mental health and suicide.

Mental Health Cafes – The Commission received a report on the Neighbourhood Mental Health Cafés that launched in 2021/22. The cafés offer weekly, open-access support across the city for people in mental health distress, providing one-to-one help, safety planning and coping strategies. Over 3,600 individuals accessed the cafés in 2024/25, with anxiety, depression and isolation being the most common concerns. While attendance broadly reflected city demographics, work was ongoing to improve access for younger adults, men, Black communities and those with disabilities. Members praised the positive impact of the scheme, its value for money, and the strong role of VCSE organisations in supporting recovery and social connection.

Possible PHHI plans for 2024/25 include:

Annual Review of Prevention and Health Inequalities Programme – An update on the progress made in the programme.

Community Wellbeing Champions Programme -

ICB Funding Changes – Updates were requested on the funding changes occurring in the ICB and any restructuring which could impact on the city.

Healthy Weight – A report was requested on the whole systems approach addressing healthy weight.

NHS App – An update on developments for the NHS App.

Mental Health – Further updates on improving the process for mental health referrals by GPs for Children and Young People and progression of the Suicide Strategy.

Oral Health – An update was requested on progression to improve oral health, particularly in children.

Contacting Scrutiny

For more information, please contact the Governance Services Team via **governance@leicester.gov.uk**.

Leicester City Council
City Hall

Second report of the LGSCO - Maladministration causing injustice (Housing) – Ms X

Full Council 18th September 2025

Report of the Monitoring Officer: Kamal Adatia

Useful information

- Ward(s) affected: N/A
- Report author: Kamal Adatia
- Author contact details: Kamal.Adatia@leicester.gov.uk
- Report version number: 1

1. Summary:

- 1.1 To bring to the attention of Full Council the second report of the Local Government and Social Care Ombudsman in respect of the case of Ms X.

2. Recommendations:

- 2.1 That the Council notes the report and makes any recommendations it wishes to the Lead Member for Housing.

3. Background:

- 3.1 Ms X complained to the Local Government and Social Care Ombudsman (LGSCO) that the Council failed to provide sufficient support with her homelessness and failed to provide suitable accommodation for her and her children.
- 3.2 By report dated 7th October 2024 and formally published on 14th November 2024 the LGSCO, pursuant to her powers under Part III Local Government Act 1974, found that Leicester City Council (LCC) had been guilty of maladministration causing injustice to Ms X. The full report can be found online here - [23 015 268 - Local Government and Social Care Ombudsman](#). The Council had, prior to this date, confirmed that we were unwilling to comply with two of the LGSCO's recommendations, all of which are set out at paragraph 49 of the report.
- 3.3 That matter was made subject to a formal Decision Report by the Lead Member for Housing on 22nd May 2025, the details of which can be found here – [Decision - LGSCO Report of Maladministration causing injustice \(Housing\) - Ms X](#)
- 3.4 That Decision was called-in by five Members and was taken to a Special Meeting of the Housing Scrutiny Commission on 12th June 2025 where it was subsequently withdrawn - [Agenda for Housing Scrutiny Commission on Thursday, 12 June 2025, 5:30 pm](#)

3.5 The LGSCO has a duty to issue a second report in cases where, after making a finding of maladministration, she is not satisfied with the action which the Authority concerned have taken or propose to take in respect of her recommendations. The Council has a duty to bring that report to a meeting of the Authority (Full Council).

3.6 The Council issued two public notices in local newspapers and/or newspaper websites on 11th September 2025. The Council has also made the report available free of charge at one or more of its offices.

4. Financial Implications:

For the individual case which was the focus of the LGSCO report, the financial implications are clear in that accepting the remaining two recommendations would cost the Council £1,750 as follows:

- £1,300 for Mrs X having lived in unsuitable B&B accommodation for longer than a 6-week period, and;
- £150 for each month she remained in unsuitable temporary accommodation (a total of £450).

More widely, if the recommendations of the LGSCO which were not accepted by LCC were to be applied to all other cases in which families have, out of necessity, been living in B&B accommodation for more than 6 weeks, then it is estimated that this could cost the Council in the region of £500k for 2024/25. The number of families exceeding 6-weeks in 2025/26 has reduced significantly, and the financial cost would therefore be lower.

Stuart McAvoy – Head of Finance
10th September 2025

6. Legal implications

The powers of the LGSCO derive from the Local Government Act 1974 and break down as follows:

- Section 31(2A), (2D) set out the power of the LGSCO to issue a further report if dissatisfied with either the procedural or substantive response from the Council under section 31(2) above and sets out further requirements as to publicity thereof
- Section 31A makes provision for any further adverse report to be considered by Full Council.

- The Council has three months to consider the second report and notify the LGSO of the action it intends to take.

Kamal Adatia – Monitoring Officer
8th September 2025

7. Climate emergency implications

There are no climate emergency implications arising from the recommendations in this report.

Phil Ball, Sustainability Officer, Ext 372246
9 September 2025

8. Equality Implications

Local authorities have a duty to comply with both homelessness legislation and the Equality Act when delivering services. This means they must not discriminate in housing provision and must consider the specific needs of individuals, including their protected characteristics, when their situation, determining eligibility for homelessness support, and deciding on the type and suitability of accommodation offered.

Under the Equality Act 2010, public authorities have statutory duties, including the Public Sector Equality Duty (PSED) which means that, in carrying out their functions, decision makers must pay due regard to the need to eliminate unlawful discrimination, harassment and victimisation and any other conduct prohibited by the Act, to advance equality of opportunity between people who share a protected characteristic and those who don't and to foster good relations between people who share a protected characteristic and those who don't.

Protected Characteristics under the Equality Act 2010 are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex, sexual orientation.

The council must ensure our policies and practices are not discriminatory and that they are actively advancing equality of opportunity for those facing homelessness, that they are explicitly inclusive and consider the diverse needs of individuals with all protected characteristics. It is important to actively monitor the impact of homelessness services on different groups and make any adjustments as needed. If the LGSCO recommendations are not implemented this may lead to continuing hardship or inconvenience that led to the complaint in the first instance.

Sukhi Biring, Equalities Officer

9 September 2025

**Further report by the Local Government and Social
Care Ombudsman**

**Investigation into a complaint about
Leicester City Council
(reference number: 23 015 268)**

28 August 2025

The Ombudsman's role

We independently and impartially investigate complaints about councils and other organisations in our jurisdiction. If we decide to investigate, we look at whether organisations have made decisions the right way. Where we find fault has caused injustice, we can recommend actions to put things right, which are proportionate, appropriate and reasonable based on all the facts of the complaint. We can also identify service improvements so similar problems don't happen again. Our service is free.

We cannot force organisations to follow our recommendations, but they almost always do. Some of the things we might ask an organisation to do are:

- > apologise
- > pay a financial remedy
- > improve its procedures so similar problems don't happen again.

We publish public reports to raise awareness of significant issues, encourage scrutiny of local services and hold organisations to account.

Section 30 of the 1974 Local Government Act says that a report should not normally name or identify any person. The people involved in this complaint are referred to by a letter or job role.

Key to names used

Ms X The complainant

Report summary

Housing – homelessness, domestic abuse

We have written this further report because the Council has refused to comply with some recommendations made in [our report](#) issued on 15 October 2024. Although the Council has complied with our service improvement recommendations and agreed to make a payment for distress, it has refused to remedy all the personal injustice caused to Ms X, by the Council's fault. We are not satisfied with the Council's explanation for refusing to fully remedy the personal injustice to Ms X. We have therefore issued this further report to highlight our continuing concerns.

Finding

Fault found causing injustice and recommendations made.

Recommendations

To remedy the injustice caused to Ms X and her family, the Council should ensure full compliance with the recommendations set out in the original report and this further report. It should provide evidence of this without delay. The recommendations which remain outstanding are that the Council should:

- make a symbolic payment of £1,300 for the distress caused to Ms X and her children by living in unsuitable Bed and Breakfast (B&B) accommodation for 13 weeks longer than they should have done; and
- make a symbolic payment of £150 a month to Ms X for every month she remained in unsuitable temporary accommodation until she moved into a property in October 2024. This is a total of £450.

The Council must consider this report and confirm within three months the action it has taken or proposes to take. If the Council's officers or cabinet are minded to recommend refusal of our recommendations, this further report must be considered at Full Council. (Local Government Act 1974, section 31A(1A))

Our investigation

1. Ms X complained to us that the Council failed to provide sufficient support with her homelessness and failed to provide suitable accommodation for her and her children. As a result, Ms X and her family were living in unsuitable accommodation for longer than necessary which caused significant distress. Ms X also considers the stress of living in unsuitable accommodation has significantly affected her mental and physical health.
2. We investigated the complaint and decided to issue a report because:
 - there was evidence of systemic failings in the case;
 - it was a topical issue;
 - the injustice to Ms X was significant;
 - we identified others who had been similarly affected; and
 - there was wider learning which may help other councils avoid similar failings.
3. We issued [our report](#) on 15 October 2024 and published it on our website on 15 November 2024. Details can be found via the link. The report found fault which had caused injustice to Ms X and made a number of recommendations. The Council has complied with all the recommendations except two.
 - Make a symbolic payment of £1,300 for the distress caused to Ms X and her children by living in unsuitable B&B accommodation for 13 weeks longer than they should have done.
 - Make a symbolic payment of £150 a month to Ms X for every month she remains in unsuitable temporary accommodation.

Legal and administrative background

The Ombudsman's role and powers

4. We investigate complaints about 'maladministration' and 'service failure'. In our report of 15 October 2024, we use the word 'fault' to refer to these. We must also consider whether any fault has had an adverse impact on the person making the complaint. We refer to this as 'injustice'. If there has been fault which has caused an injustice, we may suggest a remedy. (Local Government Act 1974, sections 26(1) and 26A(1), as amended).
5. If, having issued a report, we are not satisfied with the action the Council has taken or proposes to take, we must then issue a further report. (Local Government Act 1974, section 31(2A))
6. If the Council's officers or cabinet are minded to recommend refusal of our recommendations, the further report must be considered at Full Council. (Local Government Act 1974, section 31A(1A))

How we considered this complaint

7. We produced this further report after giving the Council several opportunities to accept the recommendations and comply with them in full.

Council comments

8. The Council has provided the following reasons and justification for refusing to accept our recommendations in full.
 - “The issue that is the subject of two recommendations we will not agree to are not of the Council’s making. They are a product of international forces well beyond one Council’s control, together with policy made by multiple Government agencies including the Home Office. To seek to penalise a Council for a national and international crisis is grossly unfair to the Council and the taxpayers of Leicester. The Regulations regarding “unsuitability” were made by Parliament in 2003, over 20 years ago. The geopolitical context has changed unrecognisably since then.”
 - “It is impossible to see that the LGSCO have not set a clear precedent here that they will be bound to follow in other complaints. We calculate this exposure to be £500k for Leicester City Council, and tens of millions of pounds nationally. This could bring Councils closer to the prospect of an unbalanced General Fund leading to significant and detrimental loss of local services for local people.”
 - “The principle of awarding a remedy is predicated upon the public body who is at fault being able to put-right that error. This is not the case here. There will be no salutary effect from this compensatory exposure, because we (like just about every other Council in the country) have no power to immediately create extra housing that would avert the need to keep families in B&B for more than six weeks.”
 - “We are spending tens of millions of pounds to respond to the situation and exposing us to paying hundreds of thousands of pounds of compensation will only serve to significantly set-back our plans to strategically address it. The Council has continued its strategy of acquiring accommodation to meet homelessness need. We have invested over £350m in new Affordable Housing over the last 6 years. We are planning the delivery of 1,650 new affordable homes for the city by 2027 plus an additional £1m to increase our Private Rented Sector accommodation opportunities to double the number of outcomes for homeless households from 240 to 500. We have delivered an extra 125 leases offering our homeless households Assured Shorthold Tenancies. We have fully committed the £45m to provide better quality self-contained temporary accommodation. Overall, there are 275 new Council owned self-contained Temporary Accommodation units (134 single/141 family) going to be brought online by Summer 25, which should help us to significantly reduce the use of B&B accommodation.”
9. The Council has confirmed Ms X moved from the unsuitable temporary accommodation into a Housing Association property in mid-October 2024.

Our comments

10. We acknowledge the Council has invested significantly in its attempts to address the housing shortages in its area. This is welcomed and was reflected in the final report.
11. We clearly differentiated between the failings detailed within the report that amounted to service failure (when an organisation fails to provide a service as it should have done because of circumstances outside its control) and those where fault by the Council had occurred (maladministration).

-
12. We note the Council's views and comments on the 2003 Regulations, but the Regulations remain in force and continue to apply. We had not taken a literal interpretation as suggested. We had considered if the Council had acted within the requirements set out in those Regulations. We could not hold the Council to account to a lower or different threshold than that set out in the Regulations. We apply the same principles in all the cases and subject areas we investigate.
 13. We recognise the Council is concerned that agreeing all the recommendations in the report could have significant financial implications. Any cases brought to us, would be considered based on their individual circumstances.
 14. We have not taken a punitive approach as suggested. Our recommended remedy for Ms X is a symbolic one to recognise the injustice she has suffered, not to punish the Council. We have made numerous similar recommendations to councils throughout the country, informed by our [Guidance on remedies](#). The Council's continued refusal to make the symbolic payments recommended has meant the significant injustice experienced by Ms X and her family remains unremedied. This has further added to her distress.

Recommendations

15. To remedy the injustice caused to Ms X and her family, the Council should ensure full compliance with the recommendations set out in the original report and provide evidence of this without delay. The recommendations which remain outstanding are that the Council should:
 - make a symbolic payment of £1,300 for the distress caused to Ms X and her children by living in unsuitable B&B accommodation for 13 weeks longer than they should have done; and
 - make a symbolic payment of £150 a month to Ms X for every month she remained in unsuitable temporary accommodation until she moved into a property in October 2024. This is a total of £450.
16. The Council must consider this report and confirm within three months the action it has taken or proposes to take. If the Council's officers or cabinet are minded to recommend refusal of our recommendations, this further report must be considered at Full Council. (Local Government Act 1974, section 31A(1A))

Decision

17. The original investigation into this complaint was completed and a report issued, which explained the faults that had occurred and resulting injustice. We made recommendations to remedy that injustice. The Council has provided evidence of compliance with some recommendations but has refused to fully remedy the injustice caused to Ms X. As we are dissatisfied with the Council's response, we have issued a further report.

Petitions Scheme - Amendment

Decision of: Full Council 18th September 2025

Report of the Monitoring Officer: Kamal Adatia

Useful information

- Ward(s) affected: N/A
- Report author: Kamal Adatia
- Author contact details: Kamal.Adatia@leicester.gov.uk
- Report version number: 1

1. Summary:

- 1.1 Prior to the meeting of Council which took place on 3rd July 2025 the Council's Monitoring Officer decided that a Petition debate would not be appropriate for a Petition of over 1500 signatures received during a formal consultation on the same matter.
- 1.2 This report invites Elected Members to consider an amendment to the Petitions Scheme found at Appendix 7 of Part 5 of the Constitution to reflect the advice of the Monitoring Officer.

2. Recommendations:

- 2.1 That the Council's Petitions Scheme be amended to include reference in Appendix A(h) that Petitions received during, or in response to, a consultation exercise on the same topic be treated as consultation responses outside of the rights that otherwise accrue under the Petitions Scheme (see Appendix A)

3. Details:

3.1 The Council undertook a formal consultation on proposals for Leicester City Libraries and Community Centres between 2nd April and 29th June 2025.

3.2 During that consultation window, aside from the (i) online and paper consultation responses; (ii) face-to-face engagement events; the Council received seven Petitions as follows:

No.	Petition Name	Lead Petitioner	No. of Signatories
1.	Save Belgrave Neighbourhood Centre	Councillor Shital Adatia	20
2.	Keep open the Fosse Neighbourhood Centre, Library and Annexe	Ms Lynn Wyeth	128
3.	Keep the West End Centre open for Community Use	Mr Kirankumar Mistry	69 (e-petition) + 515 (paper petition)
4.	Petition against the closure of Belgrave Neighbourhood Centre	Ms Alison Gage	1,931
5.	Save Knighton Library	Ms Noa Cappai	244
6.	Save Leicester's Libraries and Community Centres	Councillor Chauhan / Councillor Karavadra	6000+
7.	Save Rushey Mead Library and Recreation Centre	Mr Kanti Majithia	864

3.3 The Council's Petitions Scheme refines petition responses into one of three categories (dependent upon scale) as follows:

Category	Signatory threshold	Description
Petition which triggers a debate	1,500	Any petition above this threshold will trigger a debate at Full Council*
Petition which calls an officer to account	750 – 1499	Any petition above this threshold will summon a senior Council officer to give evidence at a public meeting
Standard petition	2- 749	A petition requesting action or response by the Council

*To clarify – section 4 of the Scheme states that the Lead Petitioner “may ask” for either of the first two actions to be triggered.

3.4 It was therefore the case that two of the seven Petitions fell into the category of potentially triggering a Council debate. Petition 4 in the list was received the day after the close of the consultation (30th June) and was acknowledged on 1st July confirming that it would be forwarded to the Neighbourhood Services Leads for this consultation exercise. No request was received for a Council debate to be convened.

3.5 Petition 6 was received in June, before the close of the consultation and before the deadline for triggering a debate at Council on 3rd July 2025. There is no dispute that the Councillors leading Petition 6 wanted, and expected, this Petition to be debated at the Council meeting on 3rd July 2025.

3.6 The Monitoring Officer provided his view to officer colleagues on 23rd June 2025, on the same day he returned from a two-week holiday. The Lead Petitioners were notified on 30th June by letter from Governance Services that the Monitoring Officer had determined that the Petition “Save Leicester's Libraries and Community Centres” would be treated as a consultation response, and reasons were provided as to why this was so. The Council Agenda and Summons had been issued on 25th June 2025, as per statutory timescales. There was no Petition debate listed. Correspondence took place between

the Monitoring Officer and Conservative Group Councillors right up until the meeting of Council on 3rd July 2025. The strong views of Councillors who felt aggrieved at the decision of the Monitoring Officer were aired at the meeting on 3rd July, and the Monitoring Officer offered to bring a report to the next meeting of Council to permit all Members to express a view on the matter and consider an amendment to the Petitions Scheme.

3.7 The Petitions Scheme comprises a list, at Appendix A, of Petitions that will either (i) not be accepted or (ii) channelled elsewhere. It is right to say that Appendix A does not make specific mention of Petitions received during formal consultations.

3.8 The Monitoring Officer's role is to apply the provisions of the Constitution, but to align these with robust governance practices because no set of written provisions can anticipate every scenario. In his view it is inappropriate to treat petitions received during formal consultation responses like other Petitions for the following reasons:

- a) Risk of predetermination – Considering petitions outside the overall consultation risks giving the impression that options are being determined in advance. Formal “decisions” following consultation must be based on a fair and balanced assessment of all evidence and, crucially, after some time has been allowed for responses to be analysed and firm proposals to be formulated. To force an early Council debate before proposals have been formulated pushes decision-makers to argue for or against positions/beliefs/opinions which risk their being accused of predetermination, contrary to public law principles and thereby presenting a Judicial Review risk.
- b) Consistency and Transparency - The integrity of the consultation process depends on consistent treatment of all evidence received. Recording petitions alongside other responses ensures transparency. Debating them separately could create confusion about the weight attached to different forms of response. On a similar point, all consultation responses should be treated equally, whether submitted individually, collectively, or in petition form. To debate petitions separately risks elevating the voices of petitioners above those who have expressed their views in other ways and potentially undermines the credibility and neutrality of the consultation thereby presenting a Judicial Review risk.

- c) Avoidance of Duplication - The consultation process already provides a structured mechanism for gathering all representations. Petitions are one form of representation and are therefore incorporated within the overall analysis. Debating them separately would duplicate the process unnecessarily and significantly increase the time and resources required to complete the consultation process. This would undermine efficiency and could delay decision-making.

3.9 In the Monitoring Officer's professional opinion none of the above risks apply to the type of freestanding Petitions envisaged under the Council's Petitions Scheme. There, the vehicle of a Petition provides for large-scale easy-to-access civic participation over (usually) a powerfully expressed single issue. Conversely, in the case of petitions received during consultations the Council is far more likely to be considering a range of complex options that require granular input before they are, in turn, analysed and converted into credible proposals for the decision-maker. The consultation is the structured vehicle for garnering views in a credible manner in such circumstances. Petitions are an important part of the consultation evidence base and will be recorded and analysed alongside all other responses. However, to ensure fairness, efficiency, and legal defensibility, they should not be debated separately.

3.10A brief trawl of the Constitutional arrangements just of our nearest neighbouring Authorities reveals that the amendment proposed by the Monitoring Officer would be consistent with best practice:

Local Authority	Details
Leicestershire County Council	"If the petition is received in response to, or during a relevant and ongoing Council consultation it will be considered as part of the consultation process and referenced in the relevant Cabinet report. The lead petitioner will be informed of this by the Service Director." (Point 14 of Petitions Scheme)

	Source: Part 10 Petitions Scheme.pdf
Birmingham City Council	Not mentioned in Constitution or Petition Guide.
Coventry City Council	Not mentioned in Petitions Scheme.
Derby City Council	<p>“Where the petition relates to an issue which is due to be considered by a committee of the council, including the Council Cabinet, then it can be considered as part of the consultation in making that decision” (Point 2 in the section <i>Who will consider the petition?</i>, Petitions Scheme)</p> <p>Source: Petitions Scheme</p>
Nottingham City Council	Not mentioned in Petitions Scheme.
Stoke-on-Trent City Council	<p>“If the petition applies to a planning or licensing application, a live consultation, is a statutory petition (for example requesting a referendum on having an elected mayor), or is on a matter where there is already an existing right of appeal, such as council tax banding and non-domestic rates, other procedures apply.” (<i>What will the council do when it receives my petition?</i> on Petitions Scheme)</p> <p>Source: Stoke-on-Trent City Council Petitions Scheme</p>
City Of Wolverhampton Council	Not mentioned in Petitions Scheme.
Lincolnshire County Council	<p>“The following will not be accepted as petitions within the scope of the scheme: ... Submissions in response to a public consultation being run by or due to be run by the council” (<i>Exceptions to the Petitions Scheme</i>, Petitions Scheme)</p> <p>Source: Part 5</p>

- Where a Council does not specify how Petitions received during Consultations will be treated, it may still open to their Monitoring Officer, as in Leicester, to take a view on how they should best be processed

3.11 Council is therefore invited to either amend the Petitions Scheme to incorporate exclusion (h), or to keep the Scheme as it is.

4. Financial implications

There are no direct financial implications arising from the recommendations within this report.

Stuart McAvoy – Head of Finance

8th September 2025

5. Legal implications

This report is concerned throughout with legal implications.

The Petitions Scheme is embedded within the Council's Constitution and any change requires the consent of Council.

Kamal Adatia, Monitoring Officer

8th September 2025

6. Climate emergency implications

There are no climate emergency implications arising from the recommendations in this report.

Phil Ball, Sustainability Officer, Ext 372246

8 September 2025

7. Equality Implications

When making decisions, the Council must comply with the public sector equality duty (PSED) (Equality Act 2010) by paying due regard, when carrying out their functions, to the need to eliminate unlawful discrimination, advance equality of opportunity and foster good relations between people who share a 'protected characteristic' and those who do not.

Protected characteristics under the public sector equality duty are age, disability, gender re-assignment, pregnancy and maternity, marriage and civil partnership, race, religion or belief, sex and sexual orientation.

The report is seeking approval to amend the Council's Petitions Scheme to include petitions received during a consultation on the same topic to be treated as consultation responses. As highlighted in the report if agreed, this should lead to consistency and transparency in the decision-making process. The council's Equality Impact Assessment process also ensures that any consultation/engagement exercises and outcomes are considered, and decision makers made aware of the outcomes. The EIA is an iterative process and ensures that equalities impacts have been considered in the development of proposals and as an integral part of the decision-making process.

Sukhi Biring, Equalities Officer
4 September 2025

Terms and Conditions

Petitioners may freely disagree with the Council or call for changes of policy. We will not attempt to exclude critical views and decisions to accept or reject will not be made on a party-political basis. However, to protect this service from abuse, petitions should meet some basic criteria:

The Council shall only receive petitions which comply with this Rule.

No petition from a Councillor or member of the public shall be accepted:

(a) from a staff group, which instead should use the proper procedures, such as through management and trades union representatives;

(b) which relates to a to a specific and identifiable person or which relates to an individual's particular circumstances;

(c) about any matter where there is a right of appeal to the courts, a tribunal or to a government minister or on any matter which in the opinion of the Monitoring Officer is of a quasi-judicial nature;

(d) if the petition applies to a planning or licensing application, is a statutory petition (i.e. petition relating to a change in Council governance), or on a matter where there is already an existing right of appeal, such as council tax banding and non-domestic rates, as other procedures apply and the petition will not be dealt with under this Scheme. The petition organiser will be informed where this is the case and what steps they should take.

(e) about any matter which has been the subject of a petition or question or of a decision of Council, the Executive or any Committee or Sub-Committee within the previous six months;

(f) at the Annual Meeting of the Council, or at any meeting of the Council summoned for the purposes of considering the budget;

(g) which contains abusive, defamatory or offensive language

(h) if the petition is received during, or in response to, a consultation exercise on the same topic it will be considered as part of that process and along with other consultation responses. The council will not respond to the petition separately via the petitions process in this circumstance

City of Leicester Award

Decision to be taken by: Council

Date of meeting: 18 September 2025

Lead director/officer: Kamal Adatia, City Barrister &
Head of Standards

Useful information

- Ward(s) affected: All
- Report author: Kalvaran Sandhu
- Author contact details: Kalvaran.Sandhu@leicester.gov.uk
- Report version number: 0.1

1. Summary

To consider the conferment of the City of Leicester award to the following:

- Elvy Morton
- Professor Sir Nilesh Samani

2. Recommended decision

That the City Council:

- Confirm the conferment of the City of Leicester Award to the Elvy Morton and Professor Sir Nilesh Samani in recognition of both excellence in serving the city of Leicester and for the wider recognition brought to the city through their work and endeavours.

3. Report

3.1 City of Leicester award purpose and criteria

The City of Leicester award aims to provide an opportunity for individuals to be honoured for outstanding achievements which have a positive and wide-reaching impact on the City of Leicester. Recipients of the City of Leicester award should have demonstrated outstanding performance in their given field which has been a source of inspiration to the residents of the city.

This award is designed to complement the other civic awards which include the Honoured Citizen Award Scheme which has been in existence for around 20 years, and which is aimed at recognising acts of bravery, helping others and improving the community at a more local level, and Honorary Freedom of the City which is the highest honour that the City Council can bestow. This latter award is only given rarely and is governed by the provisions of Section 249 (5) of the Local Government Act 1972, and the local award has certain conditions including a requirement that the nominee where this is an individual, has been on the electoral role for 5 years out of the last 20 years.

The City of Leicester award recognises and acknowledges an individual's outstanding performance in their given field which has both inspired the city's residents and has positively impacted on the City of Leicester by delivering clear and demonstrable benefits to the educational, cultural, civic or economic life of the city as a whole and / or who has gained the city wider recognition. Recipients will be considered on the following basis:

- their achievements have resulted in a positive impact on the local community and its residents and / or has delivered a lasting benefit to Leicester;
- their achievements will result in educational, cultural, civic or economic improvement and may be recognised at a wider level throughout the city, county or nationally;
- the nominee does not need to be a resident of the City, but should have a close association to Leicester through their work or significant voluntary contribution;
- the nominee would not be eligible for, or have previously been awarded, Freedom of the City;
- the nominee should not be a serving politician or currently hold a political role within the City; and
- awards can be awarded posthumously, where a recipient's achievements are acknowledged subsequent to their death (up to a period of 5 years).

3.2 Proposed recipients for City of Leicester Awards 2025

The recipients being proposed to Council for the City of Leicester Awards are as follows:

- Elvy Morton
- Professor Sir Nilesh Samani

3.3 Elvy Morton

Elvy Morton's journey began when she arrived in England at just 23 years old, part of the Windrush generation that helped rebuild post-war Britain. But her contributions didn't stop at survival or assimilation, she thrived, uplifted others, and made an indelible mark on British society.

One of her most trailblazing achievements was her role in diversifying the representation of children in mainstream retail. It was her advocacy and persistence that led Lewis' to introduce Black dolls to their stores. At a time when representation was almost non-existent, she fought to ensure that young Black girls could see themselves reflected in the toys they played with. Her campaign wasn't just about dolls, it was about dignity, identity, and belonging. Through this simple but powerful change, she helped reshape how Black children were seen in British culture.

Recognising the importance of cultural pride and community cohesion, she went on to found the Leicester Caribbean Carnival, one of the city's most vibrant and inclusive events. Inspired by Caribbean traditions but deeply rooted in Leicester's multicultural spirit, the carnival gave a voice and a stage to those who had been historically silenced. It became more than just a celebration; it was a declaration that Black culture is an essential and cherished part of the British story.

Throughout her life, Mrs Morton has been a tireless champion for the Black community in Leicester. Whether mentoring young people, organising cultural events, or quietly helping families in need, her commitment has never wavered. She has bridged generations—preserving the heritage of those who came before her while empowering those who come after. She has been a source of wisdom, resilience, and inspiration to all who have crossed her path.

3.4 Professor Sir Nilesh Samani

Professor Samani was born in Kenya and moved to the UK with family in 1971 and settled in Leicester. He was part of the first intake of medical students in the new Leicester Medical School in 1975 and graduated in 1981 with distinction.

He was appointed as consultant cardiologist to the Cardiac Centre at Glenfield Hospital, Leicester in 1993 and helped to establish its reputation as a major cardiac centre providing high quality cardiac care to the people of Leicestershire and beyond. He was then appointed as Professor of Cardiology at the University of Leicester in 1997 and awarded a prestigious personal British Heart Foundation Chair in Cardiology in 2003. He has personally provided care to a large number of patients over the last 32 years and trained countless number of doctors.

Professor Samani served as Head of Department of Cardiovascular Sciences at the University of Leicester between 2003-2016 and Director of the Leicester NIHR Biomedical Research Unit in Cardiovascular Disease 2009-2016. In these roles, established Leicester as a major internationally recognised centre for research into cardiovascular diseases.

He has since served as Medical Director of the British Heart Foundation (BHF) from 2016-2023. The BHF is the main funder of research in heart and circulatory diseases in the UK (and one of the largest in the world). funding over £100 million of new research each year. It also acts as the champion and advocate for patients suffering with cardiovascular diseases. The Medical Director of the BHF oversees all its research funding and medical activities and plays a key national role in the fight against heart disease.

He was awarded an Honorary Doctorate of Science by the University of Leicester in 2014 and an Honorary Doctorate of Medicine by the University of Edinburgh in 2025 and awarded the highest honours from the NHS Platinum Clinical Excellence Award, 2010, the British Cardiovascular Society (Mackenzie Medal, 2020), the European Society of Cardiology (Gold Medal, 2021), the Japan Vascular Disease Research Foundation (Okamoto Award).

Professor Samani was awarded a Knighthood for Services to Medicine and Medical Research in New Year's Honours List 2015, thus becoming the first Asian to be knighted in the city.

He was also appointed as Deputy Lieutenant of Leicestershire in 2008.

Conferment of City of Leicester Award

The significant contributions Elvy Morton and Professor Sir Nilesh Samani have made to the city through their achievements have brought benefits to the city and its communities as well as wider national and international recognition. They each rightly deserve to be recognised for this through the conferment of the City of Leicester Award.

4. Financial, legal, equalities, climate emergency and other implications

4.1 Financial implications

There are no financial implications arising from the recommendations in this report.

Stuart McAvoy – Head of Finance
8th September 2025

4.2 Legal implications

There are no direct legal implications arising from this proposal. This is a non-statutory gesture of recognition that confers no specific rights or obligations and the Council has the general competence to make it.

Kamal Adatia, City Barrister, Ext 37 1401
9th September 2025

4.3 Equalities implications

Under the Equality Act 2010, public authorities (including the local authority and schools), have a Public Sector Equality Duty (PSED) which means that, in carrying out their functions, they have a statutory duty to pay due regard to the need to eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act, to advance equality of opportunity between people who share a protected characteristic and those who don't and to foster good relations between people who share a protected characteristic and those who don't. Protected Characteristics under the Equality Act 2010 are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex, sexual orientation.

While this report doesn't directly address specific equality issues, the award recipients have all contributed positively to fostering good relations and advancing equality of opportunity among people who share a protected characteristic and those who don't.

Equalities Officer, Surinder Singh, Ext 37 4148
9 September 2025

4.4 Climate Emergency implications

There are no significant climate emergency implications directly associated with this report.

Phil Ball, Sustainability Officer, Ext 372246
8 September 2025

5. Background information and other papers:

None

