Local Trust – written evidence (CCE0139)

Summary
1. In response to the Committee’s call for evidence, we present research and learning from the Big Local programme. Big Local is a 15 year Big Lottery endowment to support community development and civic engagement. It is administered by Local Trust. The programme is offered as an example of an alternative to many other programmes that look to encourage active citizenship and civic engagement. We feel it is especially pertinent to the Committee’s questions 6, 7 and 9.

2. In response to Q6: Big Local’s key features are that it is: place-based, resident-led, non-prescriptive, and over a significant period of time. Evidence of the impact of Big Local on active citizenship is starting to emerge: 150 partnerships have been formed, each with a minimum of eight members (although most have more); residents feel more in control, there are some health benefits, and the longer timescale is helpful. That is not to say that Big Local has been easy or straightforward. Challenges include: it can take time to establish new structures from scratch; the £1 million awarded can bring conflict as well as releasing potential; and it can be difficult to sustain engagement over time.

3. In response to Q7: Communities can be strengthened if the individuals within them are upskilled. This is particularly pertinent because Big Local areas have lower than the national average educational attainment. Third sector organisations have also been engaged. For example, Big Local areas often have a close relationship with at least one local third sector organisation who acts as a ‘Locally Trusted Organisation’. Finally, there are many positive examples of councillors and local authority offices working closely with Big Local areas to help with projects.

4. In response to Q9: The 150 Big Local areas were selected – in part – because they were communities ‘left behind’ in the sense of not having benefited as much as other areas from Lottery and other grant funding. In some areas, a focus of Big Local partnerships has been around establishing or re-establishing links with the wider communities they live in, through bringing in services or addressing issues around transport and access to employment.

5. Conclusion – An alternative model of engagement: Big Local represents a distinctive and radical approach to tackling many of the issues being focused on by the committee. It shifts the centre of gravity away from grant makers and funders towards communities – they are best placed to identify local need. They will make mistakes as well as having successes, the point is there is a sense of ownership over the process, and time to build on learning. Big Local is still at an early stage in its development, with nearly a decade left to run. But Big Local is likely to represent an important source of evidence and learning over the next five to ten years.

Introduction
6. In response to the Committee’s call for evidence, we present research and learning from the Big Local programme. Big Local is a 15-year Big Lottery endowment to support community development and civic engagement across 150 neighbourhoods in England. It is administered by Local Trust. Although Big Local is only a third of the way through its planned delivery programme, there are already important lessons about how to engage
citizens and communities. The programme is offered as an example of an alternative to many other programmes that look to encourage active citizenship and civic engagement. We feel it is especially pertinent to the Committee’s questions 6, 7 and 9. We have therefore structured the response around those questions, with examples (case studies of Big Local areas) in the appendix, which also relate to the Select Committee’s question 12, as examples of citizenship.

7. In Big Local, 150 communities were each awarded £1 million to spend over a 10-15 year period. Big Local areas, typically neighbourhoods of 1500-4500 homes, were selected by the Big Lottery Fund in 2010-12 on the basis that they had historically ‘missed out’ on their fair share of Lottery and other funding. Often (but not always) this was because they were communities with relatively low levels of civic engagement and, as a consequence, may have lacked a critical mass of active and engaged citizens and community-based organisations competing for grant funding from Lottery and other sources.

8. Communities are expected to set their own priorities and output targets, and to organise themselves in ways that are appropriate to their area. The desired outcomes of the overall programme are therefore broad – that:

- Communities will be better able to identify local needs and take action in response to them.
- People will have increased skills and confidence, so that they continue to identify and respond to needs in the future.
- The community will make a difference to the needs it prioritises.
- People will feel that their area is an even better place to live.

Response to committee question 6
The Big Local model of citizen engagement and how it differs

9. Big Local builds on learning from previous regeneration and community development programmes, providing an alternative model for creating active citizens. In contrast to short-term, prescriptive programmes, where relatively small numbers of citizens would have to complete a set range of activities in a short space of time, there is much greater scope for a wider range of citizens and communities to get involved over a longer period of time. Its key features are that it is:

- **Placed based:** Big Local invests in communities as opposed to projects or organisations. This provides a basis for community engagement across a range of activities and over a significant period of time – citizens have multiple opportunities to get involved and can engage on issues in their areas that are important to them;

- **Resident-led and non-prescriptive:** Residents make decisions about how the money is spent. There are very few restrictions on what this might be and there is genuine choice, as opposed to choosing from a set of pre-devised options or themes set in advance by funders.

- **Over a significant period of time:** With each area having at least ten years to spend the money, there is time for networks to develop, involved residents to grow in confidence and skills, mistakes to be made and learnt from, and as well as the opportunity to create lasting change. As the Third Sector Research Centre note: ‘...Big Local is in stark contrast with previous neighbourhood change and regeneration programmes in that areas are not driven by top down targets, annual spend and externally imposed goals and outcomes (see for example New Deal for Communities... and the Single Regeneration Budget)’1;
How citizens get involved in Big Local

10. Although £1 million spread over 10-15 years does not amount to a huge amount of additional resource when compared to statutory and other funding going into many communities, it is a large enough sum to provide a strong focus for engagement, decision making and participation. So far, there have been different levels of involvement of citizens in Big Local both between and within Big Local areas. These range from more intensive participation to more light touch involvement, including:

- **Partnership members:** The most involved and active citizens who come together to plan Big Local activities, oversee expenditure, provide oversight of Big Local in the area and vote on major decisions. With support, and over time, we have seen Big Local grow and develop significant numbers of new, community based change makers, capable of making things happen in their area.

- **Additional volunteers:** These are volunteers who are not members of the partnership, but nevertheless invest a lot of time in Big Local, for example organising groups or events. The non-prescriptive nature of Big Local has often enabled local people to identify and self-fund activities that might never otherwise have gained visibility, releasing ‘below the radar’ talents and skills amongst local residents and encouraging local initiative.

- **Direct beneficiaries/participants:** There are a broad range of people more lightly engaged with the programme, such as those who have engaged in a consultation about Big Local priorities. The non-prescriptive nature of the programme has meant that Big Local areas have been able to develop approaches to engagement and participation that are relevant to their local communities. Some have adapted large scale participatory activities, such as participatory budgeting. Other involvement can be engaging in the community either:
  - Directly through a Big Local activity.
  - Through a group or activity supported by Big Local.
  - In an activity that had no direct link to Big Local, but they are helped by Big Local to do so.

One early focus of many Big Local has been on the importance of available space to facilitate community activity and engagement – which appears to be a key factor in enabling activity to take place within communities. This can be particularly important in communities where traditional places to meet and interact – whether the local pub, church or major local place of employment – no longer exist. Where areas have existing spaces, Big Local areas have typically been keen to work with rather than sideline them. A significant number of Big Local areas have invested in either establishing or improving local community hubs: ‘They tended to be seen by residents as more accessible and as a way of getting more people involved from the local community.’

What’s different about Big Local? – Evidence so far


11. We are still at an early stage in both the delivery and evaluation of what was designed as a 10-15 year programme. There is therefore a need for some caution in drawing significant conclusions – either positive or negative – from what has happened to date. However, a great deal of evidence is collected on the programme, both internally and from other agencies and this feeds into a comprehensive evaluation programme.³

12. Evidence of the impact of Big Local on active citizenship is starting to emerge:

- **150 partnerships have been formed** each with a minimum of eight members (although most have more), and all with a majority of local residents, developed a plan outlining what they propose to deliver over the next few years and leading the delivery of that vision. This is one of the few requirements of the programme, and represents some achievement in itself in some areas, especially where there may not have been a significant history of successful community engagement or involvement.

- **Residents feel more in control:** Initial evaluation from the Third Sector Research Centre (TSRC) states: ‘In Big Local, residents decide upon any changes that they feel need to happen, design how change will take place, and determine appropriate timeframes for affecting change.’⁴ In a survey of those involved in Big Local Partnerships; 80% of members strongly agreed or agreed that residents are leading Big Local in their area and 78% strongly agreed or agreed that Big Local is giving residents more control over what happens in their areas.⁵

- **Health benefits:** The programme is the subject of a major independent public health study funded and conducted by the NIHR School for Public Health Research (SPHR), which suggests some evidence of measurable positive impacts of civic engagement and participation on health and well-being: ‘residents felt involvement was improving their own mental and, to some extent, physical, health by expanding their social support systems and increasing their sense of identity and self-worth, their personal power to manage their own wellbeing and their feelings of having something to look forward to.’⁶ However, the ongoing study also found that involvement can be challenging and stressful for those more intensely involved, such as partnership members. We look at some of the challenges facing partnership members shortly.

- **The longer timescale is helpful:** In surveys of partnership members 84% agreed that the Big Local programme has given them the freedom to do things to a timescale that works for them. 70% agreed that they are satisfied with the pace of their progress with Big Local. As one partnership member stated: ‘the 10-year funding gives time to achieve something lasting.’⁷ Our experience of the programme so far is that in areas with little previous history of community involvement or activity, or where there is not a clear pre-existing sense of collective and shared identity, it can take several years of patient support and engagement to establish the trust, skills, confidence and vision needed for local people to start to take on the responsibility for making decisions about their own neighbourhoods. The Institute for Voluntary Action Research (IVAR) outlines the importance of the timeframe in avoiding short-termism: ‘Most programmes emphasise

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³ Various evaluations and research on the programme can be found here: [http://localtrust.org.uk/library/research-and-evaluation/](http://localtrust.org.uk/library/research-and-evaluation/)

⁴ McCabe *et al.*, *Big Local: Beyond the Early Years*, p. 47.

⁵ Results from the partnership survey were published in a series of blogs: [http://localtrust.org.uk/library/blogs/are-residents-leading-big-local](http://localtrust.org.uk/library/blogs/are-residents-leading-big-local)

⁶ School for Public Health Research. (2017) *Does community empowerment have the potential to improve health in disadvantaged areas?*. To be presented at Public health England conference (Warwick University) on 12th September 2017. For information about the study: [http://sphr.nihr.ac.uk/health-inequalities/home/](http://sphr.nihr.ac.uk/health-inequalities/home/)

⁷ Partnership survey results: [http://localtrust.org.uk/library/blogs/are-residents-leading-big-local](http://localtrust.org.uk/library/blogs/are-residents-leading-big-local)
the way in which capacity and community confidence in taking control builds over time. It also takes time to build trust – across communities and between communities and their partners. Conversely, short-term programmes, despite significant achievements, have been hampered by the need to demonstrate success over a limited period.⁸

Challenges

13. That is not to say that Big Local has been easy or straightforward. Whilst some local communities have achieved amazing things in a very short time with the resources made available to them, as noted above, others have had to work hard to get themselves to the point where they are able to take on the challenge of delivering change in their areas.

- **It can take time to establish new structures from scratch** particularly in communities that have not historically had significant local infrastructure to support engagement and local participation and decision making.

- **£1 million can bring conflict as well as releasing potential.** Some areas initially struggled to reach agreement on priorities, or to get their plans off the ground. In other areas, those ‘sticking their head above the parapet’ to try to organise and change their communities have found themselves the subject of challenging treatment. Where a Big Local area boundary failed to reflect ‘natural’ communities, or brought together multiple areas with distinct identities and interests, considerable time was sometimes needed to overcome initial suspicion and create a shared vision. Local Trust has invested heavily in providing support for areas to overcome their difficulties and resolve local conflicts.

- **Sustaining engagement is important** as some of our areas reach the mid-point of their programme, some are having to work hard to maintain impetus and involvement, and consider issues around how they renew core partnership members and avoid individuals being burnt out by the expectations and commitment that can come with leading and driving forward work at a community level. In some areas, those with the time to become involved have tended to be older than the general population, as younger people with jobs and families struggle to find time to sustain involvement. However, this in itself presents challenges to sustainability as local partnership members age.

Response to committee question 7

**Big Local’s focus on civic engagement**

14. A big focus of early work by many Big Local areas has been around civic engagement – perhaps reflecting the extent to which Big Local areas have a history of lack of engagement and participation before the programme. As of July 2017, 134 out of 150 Big Local areas were currently spending money on explicit community engagement projects.⁹ For example, see appendix 31.c for a case study on St Oswald and Netherton.

15. More widely, Big Local encourages civic engagement and facilitates co-operation in three main ways:

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⁹ Unpublished analysis of Big Local plans.
• The core emphasis on working with and engaging the community and placing them in the lead in defining priorities in their area and then ensuring delivery.
• The focus of many areas on using their £1 million as leverage to generate engagement with much broader networks of organisations and institutions, including local government and third sector organisations.
• The ability to bring local authority and civil society organisations onto Big Local partnerships (whilst retaining a resident majority on decision making bodies).

16. Communities can be strengthened if the individuals within them are upskilled – as noted in the introduction one of the outcomes of Big Local is increase the skills and confidence of residents. This is particularly pertinent because Big Local areas have lower than the national average for educational attainment. Involvement provides opportunities for boosting cultural and social capital. For an individual’s journey in Big Local, see ‘Kathryn’s Story’ in the appendix, paragraph 32.

Providing citizens with the influence and leverage
17. In some Big Local areas, the £1 million has helped change the way in which local communities and those working with them relate to shared challenges. Whilst it is a relatively small sum of money when compared to other sources of investment and expenditure in many communities, it has nevertheless changed local dynamics, enabling communities to work on solving issues together on an equal footing, as opposed to focusing on problems – helping change local citizens from the position of passive applicants for or recipients of assistance to active negotiators of change. See 31.a in the appendix for a case study of Big Local improving green and open spaces in Grassland Hassmoor. In another Big Local area, the partnership has worked with multiple local agencies and established a key role for itself in the local planning and development process, enabling the development of 40 new community-owned homes, the development of major new local sporting facilities and the launch of a community energy company, releasing over £4 million of additional resources into the local community. See 31.b in the appendix for a case study of housing developments in Lawrence Weston.

18. Where it works best, Big Local money provides local people with a long term, resourced and relevant voice capable not just of representing views but also directly delivering change that they themselves control, providing a focus and a legitimacy to the civic engagement that underpins it. Research on how Big Local areas are attracting additional resources shows that no respondents felt that the area would have received all the additional resources had there not been a Big Local partnership bringing the community together to lead change in their area. Three quarters of people felt that they would have attracted little or no resources without Big Local.

Better engagement with local third sector organisations
19. Big Local areas often have a close relationship with at least one local third sector organisation who acts as a ‘Locally Trusted Organisation’, which takes responsibility for:
• Reducing the amount of bookkeeping and paperwork for residents
• Helping partnerships stay outward and outcome-focused, rather than focused on bureaucracy

Employing community development and partnership support workers

20. However, more generally, Big Local has enabled local people to find ways to more effectively bring third sector organisations into their areas on their own terms – enabling them to commission the services and ideas they prioritise, rather than being delivered to in ways that limit their ability to engage with, influence and control outcomes. See appendix 31.e for a case study from Growing Together in Northampton.

The role of local councillors as support

21. Whilst early in the development of Big Local, some areas found relationships with local authorities problematic, particularly in relation to discussions around the prioritisation of funding allocation at a time when a lot of local funding was being cut, there are now many positive examples of councillors and local authority offices working closely with Big Local areas to help with projects. As one partnership member stated: ‘Having Big Local money and a structure has provided a chance to meet local councillors and bridged the gap between the council and residents.’

22. An example is in Chatham, where the Arches Big Local has worked closely to with local councillors and officials to change perceptions within the local council about the extent to which the local community can take responsibility for tackling local problems and they have now come around to the idea that residents should be leading the way. Councillors now are aware that they have a group of residents that are willing to try new ideas.

Response to question 9

‘Left behind’ communities

23. The 150 Big Local areas were selected – in part – because they were communities ‘left behind’ in the sense of not having benefited as much as some other areas from lottery and other grant funding. Some of the areas would also fit the description of ‘left behind’ used to describe certain communities since the European Referendum – post-industrial, high unemployment, low political engagement etc. However, Big Local areas are very diverse communities, who face challenges across multiple deprivation issues. These include lacking significant civic infrastructure and social capital, which may have contributed to them failing to access funding in the past.

24. In some areas, a focus of Big Local partnerships has been around establishing or re-establishing links with the wider communities they live in, through bringing in services or addressing issues around transport and access to employment. An example is the Wargrave Big Local in Newton-Le-Willows who have invested significantly in bringing a range of new services, and agencies into a community that has suffered from the loss of their major local employer and has traditionally lacked embedded local activity and capacity.

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11 McCabe et al., *Big Local: Beyond the Early Years – Our Bigger Story*, p. 75.
Barriers to active citizenship

25. As noted, Big Local operates in areas that often have historically low levels of civic engagement, which may in itself have led to a lack of access to grant funding in the past – there was no-one locally making the case for investment in their area. As a consequence, there have been stark differences in the speed that partnerships have come together. The Big Local programme was designed from the outset to allow areas work at their own pace: where Big Local was able to build on and strengthen existing emergent civic activity and networks, areas were able to move more quickly forward; in other areas time was needed to get started. Moreover, within some Big Local areas, partnerships initially found it challenging to engage all parts of the area and all demographic groups. These are the communities that, in terms of engagement, may require the most investment in building sustainable local relationships and shared ambition, and slow progress should not be judged negatively. But with a 10-15 year time horizon, rather than the much shorter duration of many other community engagement and regeneration programmes, it has been possible to allow areas to overcome those issues and move forward at their own pace.

26. We are aware that participation in the UK is skewed overall. Data from the Community Life Survey suggests participation rates are higher amongst certain demographic groups (White British, young people 16 to 25, and those over 65s). Different roles also attract certain groups. Partnership roles in Big Local have some resemblance to Trustee roles and there is a similarity to the demographics of trustees, with very few young people on Big Local partnerships, which reflects other surveys about the demographics of the trustees. However, there are multiple other routes for young people to get involved in Big Local. For an example of this see the case study on Kirk Hallam in the appendix, 31.d.

27. As noted earlier in this submission, in the longer term this may in itself present issues around sustainability and the extent to which changes in community capacity and confidence are embedded in the longer term. Individuals tend to dip in and out of volunteering. The Pathways through Participation project suggested that people’s participation fluctuates throughout their lifetimes. Key events can result in participation, such as having a child or retirement. As many Big Local areas enter the mid-point of their existence, Local Trust has been helping them start to address issues of sustainability and legacy.

Overcoming barriers to help facilitate engagement

28. A key part of the Big Local ethos is to not focus on the deficits of communities, rather their strengths – an ‘asset based approach’. As IVAR state: ‘Local Trust's approach is perceived as an empowerment rather than deficit model – focused on recognising and building on

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16 See: [http://localtrust.org.uk/library/blogs/are-residents-leading-big-local-part-2](http://localtrust.org.uk/library/blogs/are-residents-leading-big-local-part-2)
strengths and assets in an area, rather than the needs and negatives.'

Helping the residents overcome barriers has included:

a. **Learning and networking:** A key component of the programme is to share learning about how barriers have been overcome and how they have succeeded in engaging their local communities. These include learning events, alongside major regional and national networking events that have been run every spring since 2012. These have promoted networking, learning and peer support between areas, and workshops are often led or co-delivered with people from Big Local areas. There has also been networking facilitated at a local level, often by the Big Local ‘Rep’ – workers employed by Local Trust at a community level to provide light touch mentoring and support to local areas. Reps also have regular network meetings to share their experiences. In addition, evidence and learning has been presented online and shared through social media.

b. **Support:** There are various support mechanisms in addition to the peer support through networking. Having a Rep on the ground (even if only for a few days every month) and broader support from Local Trust has been vital in helping Big Local areas facilitate community engagement. There is also other support projects, such as grants for innovative projects in Big Local areas. Many areas employ a support worker to help them. The roles range from administrative support to community development work.

**Conclusion – An alternative model of engagement**

29. Big Local represents a distinctive and radical approach to tackling many of the issues being focused on by the committee. It shifts the centre of gravity away from grant makers and funders towards communities – they are best placed to identify local need. They will make mistakes as well as having successes, the point is there is a sense of ownership over the process, and time to build on learning.

30. Big Local is still at an early stage in its development, with nearly a decade left to run. Therefore the information and evidence in this submission should be viewed as emergent and partial. But Big Local is likely to represent an important source of evidence and learning over the next five to ten years. Local Trust will continue to invest in sharing learning – both positive and negative – as an ongoing contribution to policy making and developing practice around civic engagement, community empowerment and neighbourhood renewal and regeneration.

**APPENDIX – Case studies in response to question 12**

Examples of initiatives in Big Local areas that promote citizenship

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22 See various case studies and resources: [http://localtrust.org.uk/library/](http://localtrust.org.uk/library/)
31. Taking an active role in decision making is an act of citizenship itself. There are numerous specific examples within Big Local areas around promoting citizenship. We have outlined these below:

a) **Developing green and open spaces in Grassland Hasmoor**: In Grassland Hasmoor the presence of Big Local stimulated the Green and Open Spaces working group who were working closely with the relevant local authorities to improve pathways and make them more accessible, something which local rangers see as a great opportunity for facilitating change. They have also harnessed volunteers to deliver their summer holiday and food projects, leading to a reputation with councils and others that residents can make things happen.

b) **Facilitating new housing in Lawrence Weston**: Lawrence Weston Big Local has worked closely with its Locally Trusted Organisation (Ambition Lawrence Weston) on various projects. This includes developing the large area of derelict land in the middle of the estate. There are plans for a new supermarket, new housing (including shared ownership and intermediate market rent) and local services, including a GP surgery, in a community hub. They have worked with a number of local authorities, including in Bristol, South Gloucestershire and North Somerset, which has attracted Coastal Communities Fund monies and brought other investment in the area including a supermarket. They have also helped develop wind turbine and a solar farm which result in greener energy and a financial return on investment.

c) **Tackling anti-social behaviour in St Oswald and Netherton**: The area made Citizenship one of the priorities in their Big Local plan. They defined it specifically in terms of tackling anti-social behaviour. In order to achieve this, they worked with services offering provision to NEET’s (Not in Education, Employment or Training) to encourage community awareness and respect. In order to reduce anti-social behaviour they wanted local people to be able to access positive, affordable, local activities and to become engaged, involved and take ownership of their projects. This included providing volunteering opportunities for young people and the long term unemployed.

d) **Engaging young people in Kirk Hallam**: It has introduced a ‘passport project’ in partnership with a local school where children do activities around the area and work through the passport, like a local Duke of Edinburgh award. It is based on the ‘National Trust things to do before you are 11 3/4’ and includes: skimming stones, climbing a tree, flying a kite etc. The idea would be to introduce something specific for local children that enabled them to capture moments and thoughts as they grow and do some of the activities. An example is the Big Camp Out was put on by the two primary schools, organised by a specialist company which erects the tents and organises activities at an event which included a bonfire and lessons for children on how to make safe drinking water.

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23 For more detail see: McCabe et al., *Big Local: Beyond the Early Years*, p. 76.
25 For more detail see L30 million’s Big Local plan: [http://localtrust.org.uk/assets/downloads/plans/L30%20%20Plan%20Year%201%20%20(1).pdf](http://localtrust.org.uk/assets/downloads/plans/L30%20%20Plan%20Year%201%20%20(1).pdf)
Working with third sector organisations in Growing Together: Growing Together in Northampton East have been working closely with their Locally Trusted Organisation, Blackthorn Good Neighbours. This small third sector organisation moved from being a community-based organisation to taking over a nursery after it was about to be shut down. Working with Growing Together, Blackthorn Good Neighbours has been able to re-introduce this community-based aspect back into what they do. After Growing Together finish spending their £1 million, it is planned that they will merge with Blackthorn Good Neighbours to create a new organisation that will continue to work within the area.

32. Here is a case study of someone who has been involved in the programme:

Kathryn’s story

‘I started by making teas and coffee for drop ins, and from this people around me were able to identify my transferable skills such as my IT skills. So from making refreshments, I then started to work on the newsletter, which then led to me taking minutes, controlling social media and arranging meetings. Local Trust realise that in deprived communities people may not have all the tools that are needed to run projects like this so provide a lot of free training for residents in the 150 areas. It’s this training that has helped me understand the third sector, governance and best practice, how to make meetings successful and present with confidence and clarity.’

8 September 2017
