



KNOWSLEY

Adding Social Value to Development:
Employment and Skills
Supplementary Planning Document



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1. Introduction

What is this document and why is it needed?

- 1.1 This document has been prepared by Knowsley Metropolitan Borough Council (the Council) as a Supplementary Planning Document (SPD).
- 1.2 The SPD is driven by the Council's aspiration to see additional benefits (known as social value) incorporated into its housing and other development opportunities. Social value is the additional economic, social and environmental benefits that can be created as part of a development. By seeking to capture social value from major developments, whilst such schemes are at the planning stage, the Council can achieve significant added value benefits for the people of Knowsley, particularly in the area of employment and skills, to which this SPD relates.
- 1.3 The Knowsley Council Corporate Plan (2017-2020) refers to the need to improve economic conditions in the Borough, and to address skills and educational barriers to employment. Policy CS4 of the Knowsley Local Plan: Core Strategy (2016) plays an important role in removing such barriers by facilitating employment development of the right type and in the right location.
- 1.4 This adopted SPD provides guidance on how the Council will implement the requirements of the Knowsley Local Plan, and Policy CS4 in particular, by requesting that developers in the Borough prepare and implement a Social Value Strategy in a case where their scheme meets or exceeds a certain threshold. It outlines the process for creating Social Value Strategies and identifies the kind of social value outcomes which could be expected from new major development; such strategies will commit to maximising the employment and training of local people during the construction phase and in the completed development, helping to develop the resident workforce skills, and there will be a route to employment for local people. In doing so, the proposal will also help to address a national shortage in construction skills so will directly support the needs of developers and their construction partners.
- 1.5 The SPD therefore adds clarity to the broad policy requirements of the Core Strategy and it provides detailed guidance in respect of:
 - The circumstances in which Social Value Strategies will be requested;
 - The potential content required in Social Value Strategies;
 - The development thresholds that would trigger a requirement for a Social Value Strategy to be submitted with a planning application; and
 - The process involved in requesting, preparing and implementing Social Value Strategies.
- 1.6 The successful implementation of the SPD will:
 - Result in increased local employment opportunities by helping businesses to improve, grow and take on more staff;

- Address a national shortage in construction skills;
- Help businesses to find suitable (and especially local) staff and suppliers; and
- Improve the skills of local people to enable them to take advantage of the resulting employment opportunities.

Procedural matters

- 1.7 This adopted SPD is a material planning consideration, which means it will assist Council officers and Elected Members in reaching a decision during the determination of applications concerning major development. It will also guide applicants and their agents in drawing up appropriate Social Value Strategies.
- 1.8 The SPD is accompanied by a number of supporting documents:
- Report of Consultation
 - SEA/HRA Screening Reports
- 1.9 Public consultation on a draft version of this SPD took place between May and July 2018. The results of this process are recorded and analysed within the accompanying Report of Consultation.
- 1.10 The Town and Country Planning (Local Planning) (England) Regulations 2012 do not require a Sustainability Appraisal to be carried out on SPDs. However, the potential requirement for a Habitats Regulation Assessment (HRA) or Strategic Environmental Assessment (SEA) based upon any environmental concerns introduced or influenced by the SPD must be considered. In response, an SEA/HRA screening document has been prepared, which concluded that a full HRA or SEA assessment is not required for this SPD.
- 1.11 The full range of documents comprising the Local Plan and supporting documents are available online at www.knowsley.gov.uk/localplan

2. Justification and context

The need for Social Value Strategies

- 2.1 The Borough of Knowsley is braced for significant change, and accelerated growth, with plans afoot for one of the most ambitious house building and commercial development programmes within the Liverpool City Region.
- 2.2 Knowsley is facing a period of unprecedented opportunity and it is important that local residents are able to access the jobs created by growth. Doing so will help to address existing barriers to employment, as reflected by the proportion of Knowsley residents claiming out of work benefits; which is notably higher than the regional and national averages.
- 2.3 In November 2017, there were 3,155 out of work claimants in the Borough. This equates to 3.4% of the resident population of a working age, which is above both the North West (2.4%) and national (1.9%) percentages.
- 2.4 The comparatively high level of worklessness is compounded by low levels of educational attainment in Knowsley. A breakdown of the number and proportion of residents with various levels of qualifications is shown in Table 1 below. This compares educational attainment levels in Knowsley with that of the North West and, in doing so, it reveals that the Borough has a greater proportion of its workforce with no qualifications.

Level of Attainment	Knowsley (nos.)	Knowsley (%)	North West (%)
NVQ4 and above	20,800	22.7	34.0
NVQ3 and above	40,300	44.0	53.7
NVQ2 and above	61,400	67.1	73.0
NVQ1 and above	74,100	81.0	84.8
Other qualifications (NVQ)	4,500	5.0	5.7
No qualifications (NVQ)	12,900	14.1	9.5

Table 1: Qualifications in the Metropolitan Borough of Knowsley

(Source: ONS Jan 2016 to Dec 2016)

(Notes: Numbers and % are for those aged 16-64; % is a proportion of resident population of area aged 16-64).

- 2.5 Failure to address the low skills base would inevitably slow the growth of the local economy and, as such, there is an increasing urgency to maximise the development of skills and to thereby improve the employment prospects of local people.
- 2.6 Significant jobs growth is predicted in Knowsley and this can provide an opportunity to raise local levels of educational attainment, subject to developer

contributions; the intent is that the process for all planning applications involving major development would require applicants to agree a Social Value Strategy with the Council secured via a Planning Obligation (under s106 of the Town and Country Planning Act 1990) and then deliver on its requirements.

- 2.7 The requirement for applicants for major developments to agree to a Social Value Strategy will ensure that the major development contributes towards addressing Knowsley's current skills shortages and it will ensure that there is a better, appropriately skilled local workforce, which can provide a pool of talent for both developers and end occupiers.

3. Background

- 3.1 There are a variety of definitions of social value already in existence, many of which stem from the Social Value Act (2012), which highlights the additional benefits available from thoughtful commissioning of public services. Because of this, existing definitions largely consider social value in relation to services, rather than goods or works. This overlooks the possibility that social value is the broader social, environmental and economic benefits which enrich society, rather than just the social capital of a locality.
- 3.2 Although the 2012 Act applies to contracts beyond a certain minimum value only, there is evidence that it has been applied by Councils to the procurement of goods and works, as well as services. This is perhaps a reflection of the growing recognition that the Act can be used to capitalise on the broader social value agenda.
- 3.3 The scope of potential outcomes that deliver social value is therefore widening and a growing number of Councils are looking to capitalise on this by integrating social value into their planning process, albeit with different approaches. The most practical opportunities, however, include the requirement to produce a Social Values Strategy.

National policy: NPPF and PPG

- 3.4 In general, it can be argued that the commitment to delivering social value is already at the heart of the planning. The planning system is largely a story of placing checks and balances on what can be built and where, thereby regulating land use to secure the homes and workplaces that society requires. Accordingly, it is answerable to the wider public good rather than that of a private individual or organisation.
- 3.5 This is reflected in the National Planning Policy Framework (NPPF), which includes national planning policies on a range of themes and it sets out an overarching objective for achieving sustainable development and emphasises the importance of meeting local needs.
- 3.6 The ambition to deliver social value is virtually synonymous with the three objectives (economic, social and environmental) that are laid out in the recently revised NPPF at paragraph 8.
- 3.7 The NPPF is supplemented by the Planning Practice Guidance (PPG), which is regularly updated, and the presumption in favour of sustainable development carried within national policy is of particular importance in the context of taking decisions. Development that accords with the statutory development plan, which for Knowsley is the constituent documents of the Knowsley Local Plan, should be approved without undue delay.
- 3.8 As regards business needs, paragraph 80 of the NPPF states that “Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. The approach taken should allow each area to build on its strengths, counter any weaknesses and address challenges of the

future”. A national shortage in appropriately skilled construction workforce is one such challenge.

Devolution: Liverpool City Region

Skills for Growth

- 3.9 Giving local people the opportunity and responsibility to develop new and existing skills, in order to ensure that they are equipped to take advantage of growth, is a key output of the work currently being undertaken in the Liverpool City Region.
- 3.10 The Liverpool City Region Growth Deal has brought together local, national and private funding to focus on four key priorities set out within the Local Economic Partnership's (LEP) Strategic Economic Plan.
- 3.11 One of these priorities is “skills and business support to enable growth” and the City Region has secured £232 million from the Government's Local Growth Fund to support economic growth in this area. The vast majority of this fund (£153 million) will be available up to 2021 and among the outputs envisaged is the creation of 10,000 new jobs, some of which are to be created in Knowsley, particularly on sites in and around the Industrial Park.
- 3.12 Work has commenced on reshaping the Liverpool Skills for Growth Bank, which currently supports employers who are willing to invest in training as part of efforts to source high quality training provision and to grow the skills base in the City Region. It does this by:
- Simplifying the skills system to provide a single gateway for businesses investing with Government in skills training;
 - Co-investment in apprenticeships, work-based learning and blended learning activity with employers and individuals;
 - Testing the implementation of the new employer-routed funding model Capacity Support for small and medium enterprises to engage with new apprenticeships funding systems; and
 - Considering how the Skills Bank investment model can be used to increase business influence over skills provision in line with LEP priorities.

Local policy

Knowsley Local Plan: Core Strategy

- 3.13 The Knowsley Local Plan: Core Strategy was adopted by Knowsley Council in January 2016. The Plan sets out the Borough's spatial policy framework for delivering development and change over the plan period (2010-2028) and provides a range of thematic policies.

- 3.14 The Council's recognition of the need to improve opportunities to access new jobs and skills, as set out within the Corporate Plan, is reflected in the Core Strategy, notwithstanding that the theme of social value is not specifically mentioned in the document, although it is still important to note that delivering social value is completely in line with the current commitments of national planning policy.
- 3.15 Policies CS2 (Development Principles) and CS4 (Economy and Employment) are clear that planning interventions will be used to ensure that local residents can acquire the knowledge and skills they will need to take advantage of the new jobs which stem from growth.

Policy CS4

Economy and Employment

Overall Employment Development Strategy

1) Planning, site assembly and other available interventions will be used to:

[...]

d. Improve accessibility to an appropriate range of jobs, for example, by encouraging mixed use employment/residential schemes where appropriate and improving transport linkages between housing and employment areas.

e. Address skills and educational barriers to employment.

[...]

- 3.16 Social value ambitions are therefore very well integrated with local planning policy and, as such, the requirement for a Social Value Strategy would be appropriate in most circumstances.
- 3.17 **Policy SD1: Sustainable Development** is an important consideration in the preparation and determination of all planning applications, as the policy provides the overall context for sustainable development within Knowsley, throughout the planning process, in line with national guidance.
- 3.18 **Policy CS2: Development Principles** sets out the local principles which will underpin any new development within Knowsley. For social value or employment and skills, this policy should be read in conjunction with other relevant policies which are set out below.
- 3.19 **Policy CS27: Planning and Paying for New Infrastructure** sets out when new development will be expected (where necessary given the scale and nature of the proposal) to provide additional on-site or ancillary infrastructure and when development will be expected to provide financial contributions towards the provision of strategic infrastructure.

3.20 There are several policies within the Core Strategy which specifically require developer contributions in line with the provisions of Policy CS27. These are:

- Policy CS7: Transport Networks.
- Policy CS15: Delivering Affordable Housing.
- Policy CS17: Housing Sizes and Design Standards.
- Policy CS19: Design Quality and Accessibility in New Development.
- Policy CS21: Greenspaces and Trees.
- Policy CS22: Sustainable and Low Carbon Development.

There is sufficient flexibility provided by Policy CS27 so that any additional infrastructure requirements not covered by the above policies, but integral to ensuring that development remains acceptable in planning terms relative to the site-specific circumstances, can be delivered through developer contributions. This can include such community benefits as employment and skills training.

3.21 Financial contributions may be required as a single payment upon commencement of development, but there may be some circumstances where phased payments will be more appropriate, and the Council will set out the stages or trigger points when payment or contributions will be required, for example after a certain number of residential units have been completed. This will be agreed with the developer at the outset.

Other Supplementary Planning Documents (SPDs) and Guidance

3.22 Among the suite of adopted planning guidance is the Developer Contributions SPD, adopted in January 2016, and it is this document which bears the most relevance to the theme of social value.

3.23 The local standards which the Council uses to guide negotiations and decisions being made in respect of developer contributions are set down in Section 4 of the Developer Contributions SPD. These requirements stem from the Economic Viability Appraisal work undertaken to support the Core Strategy, and Policy CS27 in particular.

Other strategies and key documents

3.24 The Council has sought to capitalise on the opportunities brought about by the 2013 Act by producing a Social Value Statement, in which there is the following definition of social value:

“Outcomes, measures and activity that will create strong and well-connected public, private and social sectors that enable communities to be more resilient.”

- 3.25 The Council therefore perceives that social value is about maximising the impact of public resources to get the best possible outcomes, and recognising that local residents are central to determining how these can be achieved.
- 3.26 Work on the Social Value Statement has been carried forward through the establishment of the Knowsley Better Together Initiative, a new approach which aims to see the Council working in partnership with residents, businesses, partners and the voluntary sector.
- 3.27 Also of relevance are the following documents, all of which can be found on the Council's website:
- Knowsley Council Corporate Plan 2017-2020.
 - Knowsley Economic Growth Plan 2016-2021.
 - Knowsley Housing Strategy 2016-2021.
 - Knowsley Extra Care Sustainability Strategy.
 - Knowsley Council Social Value Framework.
- 3.28 One of the key outcomes from the Social Value Framework in particular is to "develop skills and in work competitiveness" and the document has been written to support the vision, priorities and actions of the Corporate Plan to make Knowsley the "Borough of Choice" by 2020. The Knowsley Corporate Plan is clear that, in exercising its functions, the Council will aim to "prioritise spending, investment or recruitment locally to build social value".

4. Detailed guidance

Circumstances in which a Social Value Strategy will be requested

- 4.1 New development in Knowsley can contribute towards the provision of training and opportunities for local residents. However, to reduce the risk of burdens being placed on the smaller developers, Social Value Strategies will only be requested from major developments. This will cover residential and commercial developments, including offices, retail premises, leisure uses, hotels, and industrial premises, warehousing and sui generis uses.
- 4.2 The statutory definition of major development is laid down in the Town and Country Planning (Development Management Procedure) (England) Order 2015. Major developments are defined as schemes of ten or more residential units or more than 1,000m² of commercial floorspace.
- 4.3 The national threshold concerning major residential development is considered to be relatively small and requiring Social Value Strategies from these could prove a barrier to development. A more appropriate threshold would be 30 or more residential units, as this represents a more substantial development.

SV1 – Thresholds for Social Value Strategy Requirement

Development proposals that meet, or exceed, the thresholds set out in the following table will be expected to submit a site-specific Social Value Strategy.

Use Class	Development	Threshold for Social Value Strategy	Scope of Social Value Strategy
C3	Residential (Dwellinghouses)	30+ dwellings	Construction phase
A1-A5 B1, B2, B8	Commercial	Building(s) of 1,000m ² or more	Construction phase and end use occupation
C1 D1, D2 Sui Generis		Site area of 1 hectare or more	Construction phase and end use occupation

The Council will expect the above requirements to be fully met unless it is demonstrated by a developer they have a social value strategy in place as part of their scheme. The content and outcomes of an alternative strategy should meet (or exceed) those which would be achieved under this SPD, and this should be agreed with the Council on a site-by-site basis.

- 4.4 For the avoidance of doubt, Social Value Strategies should cover both the construction phase of all major residential and commercial development in the Borough, together with the end use occupation of all major commercial development.
- 4.5 The Council will take a flexible approach when negotiating the preparation of Social Value Strategies with developers – for example, it may be that a developer already has an appropriate training or local labour scheme in place meaning that a development-specific Social Value Strategy is not justified. The Council will assess all development proposals exceeding the thresholds set out in SV1, and will work positively with developers to either endorse their

existing Social Value schemes or to prepare a new site-specific strategy which meets the requirements of this SPD.

- 4.6 In line with the requirements of both the NPPF (paragraph 54) and Knowsley's Local Plan Core Strategy (Policy CS27), the Council does not seek to overburden development. The Council may agree a lower level of social value provision than that sought by this SPD from specific developments where it is clearly demonstrated that although social value from the development is being maximised, meeting the aspirations of the SPD in full would render the development not economically viable.
- 4.7 The Council will not accept efforts to artificially split or sub-divide developments so that individual parts do not meet or exceed the thresholds set out within SV1 and thus avoid the requirement to produce a Social Value Strategy.

Content of a Social Value Strategy

- 4.8 The Council appreciates that many companies already have well established training programmes and that some developers are leading the agenda by creating a strategy for delivering social value through their developments regardless of any existing planning requirements; these will be taken fully into account when drawing up Social Value Strategies at both the construction and occupancy stages, in order to avoid duplication of effort. However, the purpose of this proposal is to derive additional benefit specifically for Knowsley residents.
- 4.9 Where such training programmes or strategies do not exist, the precise details of the measures to be included in a Social Value Strategy will be negotiated flexibly and on a site by site basis with the developer. These measures will be individually tailored to ensure that the right skills and employment opportunities are provided at the right time to benefit both the developer and the local community.
- 4.10 The Social Value Strategy will, as a minimum, contain realistic estimates of the social value training and employment weeks that the developer, through its appointed contractor and supply chain, would envisage being created by the construction and end use phases. The Council will work with approved partners with local expertise in social value to advise on and monitor the content and implementation of developers' Social Value Strategies.
- 4.11 The Council would especially like to see a Social Value Strategy commit to as many of the following measures as is practicably achievable:
- Provision of apprenticeships for Knowsley residents aged under 25, which can be from the construction or end use phases, or a combination of the two;
 - Provision of employment opportunities in the end use phase and which have appropriate support to make them suitable for long-term unemployed Knowsley residents (i.e. those who have been out of work for at least two years);

- Provision to notify the Council or any other agency nominated by the Council, of job vacancies arising from both the construction and end use occupation; and
- Provision for delivery of bespoke pre-employment and skills training for Knowsley residents that will provide them with the skills to access the jobs that are being created.

4.12 Typical examples of the activities that developers may be expected to undertake in support of these measures (to be covered in a Social Value Strategy) include the following:

- Targeted recruitment and training requirements, ensuring that apprenticeship and other work opportunities for Knowsley residents help to alleviate unemployment;
- Work placements opportunities for Knowsley residents designed to support education and learning;
- Targeted vacancy filling by Knowsley residents or maximising the use of employment support partners;
- Supporting the integration of the local supply chain, helping to develop a wider business base;
- Provision of opportunities for social enterprises, which have explicit social, economic or environmental aims;
- Participation in the promotion of education initiatives, supporting the transition between school and work;
- Participation in fora created to promote sector development, sharing good practice to stimulate improvement; and
- Participation in fora created to promote community development, maximising the benefits of a strong voluntary and community sector.

4.13 The above list is not exhaustive and so pre-application discussions with Knowsley Council and its approved partner(s) are recommended for all proposals for major development, in order that the individual requirements for a Social Value Strategy can be agreed prior to the submission of a planning application.

4.14 A wide range of other local employment and training measures could also be secured through the Social Value Strategy, and further examples are provided in Appendix 1.

5. Implementation and monitoring

- 5.1 Whilst Figure 1 overleaf provides a brief snapshot, it is the diagram shown in Appendix 2 which sets out, in some detail, the typical procedures involved in the implementation and monitoring of Social Value Strategies.

How will Social Value Strategies be implemented?

- 5.2 The Council's requirement for a Social Value Strategy will be highlighted to applicants during their pre-application discussions with the planning case officer; who will then work with the applicant, the Council's approved delivery partner and colleagues from Council teams to agree the content of a draft Social Value Strategy document. It is envisaged that these discussions will be led by the planning case officer as an integral part of wider pre-application discussions about a proposed planning application. Delivery of the outcomes agreed to in the draft Social Value Strategy and issues arising will also be discussed.
- 5.3 The finalised and agreed Social Value Strategy will thereafter be submitted with the planning application. Its content will then be considered as part of the application's assessment and an obligation (under s106 of the Town and Country Planning Act 1990) will be sought to deliver its objectives and in order to help deliver the aims of relevant parts of the Knowsley Local Plan.
- 5.4 A section 106 agreement or unilateral undertaking will be used to secure provision of social value projects either directly by a developer or by way of a commuted sum contribution towards specified social value projects provided by the Council's approved partner(s). In either case, a commuted sum may also be sought towards the costs of preparing and monitoring the Social Value Strategies required by this SPD.

How will Social Value Strategies be monitored?

- 5.5 It will be important for the Council and the development industry, as well as its delivery partners, to evaluate the outcomes of Social Value Strategies once they have been put into place and completed. Successful examples in Knowsley and elsewhere will be shared with applicants for planning permission, in order to ensure that they can be used again for the benefit of local residents. The Council will receive a final report outlining all social value obtained upon the completion of every major development.
- 5.6 The number of Social Value Strategies in operation and their contribution towards the delivery of the Council's Social Value Framework will be reported in the Annual Monitoring Report (AMR) published by the Council.
- 5.7 Finally, the Council will monitor the effectiveness of this guidance and review as appropriate in the light of its performance against the indicators set out within the AMR and any future changes in planning law, national policy and guidance.

<p>Pre-application stage</p>	<ul style="list-style-type: none"> • Case officer raises the request for a Social Value Strategy (SVS) with the potential applicant for planning permission (in cases where the proposed development meets or exceeds the SVS threshold requirement). • Negotiations and discussion undertaken in relation to content of SVS and its implementation. • Draft SVS finalised and agreed.
<p>Planning application stage</p>	<ul style="list-style-type: none"> • Applications requiring a SVS vetted for requirement at application validation stage. • In cases where no pre-application discussions undertaken, SVS negotiation and discussion undertaken as set-out in the pre-application stage. • Content of SVS considered as part of case officers consideration of application and formulation of an overall recommendation on the application. • Case officer instructs Legal Services to prepare and negotiate the s106 Agreement.
<p>Planning decision stage</p>	<ul style="list-style-type: none"> • Grant of planning permission, subject to s106 agreement requiring implementation of agreed SVS. • Ongoing collaboration between KMBC delivery partner and developer to prepare a SVS.
<p>Post decision stage</p>	<ul style="list-style-type: none"> • Developer informs planning department when development will start. • Council's approved partner on behalf of the planning service within KMBC monitors progress of the SVS to ensure it is being implemented.

Figure 1: Summary of the process involved in agreeing and securing a Social Value Strategy

Appendix 1: Delivery Options

The range of local employment and training measures that can be secured through Social Value Strategies include, but are not limited to, the following:

- Recruitment through Jobcentre Plus and other employment agents;
- Work trials and interview guarantees;
- Vocational training (NVQ);
- Work experience (14-16 years, 16-19 years and 19+ years);
- Construction Skills Certification Scheme (CSCS) Cards;
- Supervisor training;
- Leadership and management training;
- Support with transport, childcare and work equipment;
- In-house training schemes; and
- Community based projects.

Through their Social Value Strategies, developers are also encouraged to set out how they would engage with local schools and support them to promote amongst young people aged 11 to 16 the achievement of the skills and qualifications needed for employment.

The Social Value Strategy should contain a detailed programme for the initiatives to be delivered, but examples of the activities that applicants for planning permission (or their agents) may be expected to undertake are:

- Career inspiration: speakers provided to schools, role models to inspire and encourage career progression, work 'taster' events.
- Employability: mentoring and support for specific cohorts of young people (e.g. under-achievers, high achievers, or young people from particular areas or estates), sessions on employer expectations, mock interviews and interview preparation.
- Curriculum support: advice on curriculum design to bring employer relevance into lessons.
- Work-based learning: workplace visits to complement curriculum, work experience placements.