

# ‘Win-win solutions’

## A Guide to Multi-Agency Community Engagement





# Welcome...

The Surrey Improvement Partnership brings together all of the local authorities in Surrey in order to deliver, via partnership working, significant improvements and efficiencies in local government services throughout the County.

We recognise the crucial role that local people themselves can play – working alongside Councillors and partner agencies – in building thriving, confident communities. That is why we committed ourselves to enhance our performance in this area as part of our own improvement programme. This short ‘how-to guide’ is one of the outcomes of this work. It outlines the stages and key actions involved in developing ‘win-win’ solutions that harnessing this collective energy and commitment can produce.

This guide is based on a systematic approach to the development of Local Community Action Plans adopted successfully by Reigate and Banstead Borough Council and subsequently piloted in Spelthorne and Woking Borough Councils. We know that ‘one size fits all’ doesn’t work in making a success of community engagement and the guide deliberately steers away from matters of detail. Our aim instead has been to illustrate some of the key principles and processes that underpin such work, irrespective of the setting.

On behalf of the Surrey Improvement Partnership, I therefore have great pleasure in commending this guide to you.

**Tim Hall**

**Chairman of the Surrey Improvement Partnership**

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# KEY FEATURES

- A systematic process of community engagement and action planning that can be rolled out across a local authority area rather than a fixed model for community development.
- Starting from an acceptance of the community's view on issues, priorities and appropriate solutions rather than professionals perception of local priorities.
- Led by local Councillors with dedicated officer support. Councillors have a direct responsibility in supporting engagement activities, building consensus, negotiating agreed outcomes and driving implementation.
- A process that seeks to share information, opinion and options between all community stakeholders and partner service providers in order to ensure that 'the right things' are done 'in the right way'.
- A partnership process appropriate to unitary and two tier Authorities. The degree of partner involvement in each LCAP can be determined by the local issues and their relevance to specific service areas.
- A cumulative process that allows for engagement findings to inform longer-term service planning and budget setting.

# STAGE 1

## Securing Partnership Commitment

### Key participants

Councillors from the Borough or District Council and the County Council, LSP partners and officers in their respective public agencies.

### Time involved

As long as it takes to secure collective commitment to making the process a success!



Community engagement is a means to an end rather than an end in itself. Put simply, it is about harnessing the experiences and skills of local people - alongside those of their elected representatives and other public bodies - in order to improve the quality of life of a community. Every Council, and Local Strategic Partnership, would wish to ensure that it had the active support and confidence of its respective communities in pursuing this aim. The Government too - via the Local Government and Public Involvement in Health Act - has also provided statutory guidance relating to this same theme.

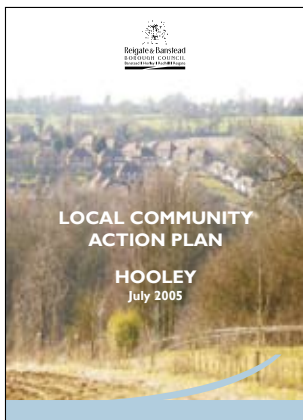
Community engagement works best when it is done purposefully and transparently and is driven by those whose role it is to represent local people's views, rather than by the Council 'machine' or at the behest of central government. This is why the Local Community Action Plan (LCAP) process has proved to be successful in engaging local residents in making positive improvements to their communities.

Given the central role that Councillors play in this process, it follows that their commitment and leadership must be evident at all stages of the process. All too often, attempts to engage communities fall down because of an unwillingness to negotiate or implement change. This engagement process involves Councillors at every stage and delivers an action plan that reflects local consensus with a commitment to deliver positive outcomes.

# KEY STEPS

- Establish clear political support within the Council leadership for the engagement process as a whole. This will also involve consideration of how it is to be resourced, and some reassurance that committing such resources is justifiable.
- Ensure that other partners are committed to supporting enhanced community engagement as a means of improving outcomes for local people and encouraging a sense of personal responsibility via the LSP in partnership and as individual agencies. This should involve some form of audit – however informal – of the skills, experiences and resources that partners can mobilise to ensure a successful outcome.
- Recruit officers with the skills and qualities necessary to undertake this work. It is essential to get these key appointments right. Simply redeploying an existing officer with little experience in this work, or ‘bolting on’ this role to someone else’s ‘day job’ will quickly lead to failure. It is important that these officers are not linked to any specific services delivery area as this allows them to remain impartial.
- Apart from making actual improvements ‘on the ground’, there are a number of other positive outcomes that the process can produce:
  - it assists in the forward planning of the Council (and other agencies), by ensuring that issues are addressed systematically, and not in a piecemeal fashion as they arise. This allows lessons learnt to be mainstreamed into services, thus improving both service delivery and value for money

- it enables local Councillors to contribute to corporate policy and strategy around key issues, rather than restricting this to Cabinet portfolio holders only
  - it develops relationships between agencies and builds a sustainable platform for ongoing work
  - it builds confidence amongst local communities who can see tangible outcomes from the process, thereby 'rewarding' their involvement
- Define a manageable, rolling programme for the production of local plans. A big bang approach won't work and runs the risk of stretching resources too thinly! Similarly, define the appropriate life cycle for each plan – a minimum of 3 years seems to be the most sensible starting point.



## Case study

*Local Borough Councillors were keen to lead a neighbourhood-based approach to community engagement as a whole, and this was subsequently endorsed by the LSP. This meant that when the Borough's community liaison team kick-started the LCAP process, a degree of key partner involvement was assured. The level of commitment from partners increased as the emerging evidence demonstrated issues that needed to be tackled together.*

*The Cromwell Estate in Redhill is a relatively small, compact social housing development close to the Town Centre. It has been recognised as an area with a number of complex needs and had a widely held reputation for being unpopular with residents. At the outset of the LCAP partner agencies were keen to get involved, reflecting their commitment to the LSP's stated intentions. These included the Police, Primary Care Trust (PCT), the County Council's Youth Development Service and Raven Housing Trust (RHT).*

*This commitment prompted an initial re-think about what some of the underlying issues actually were. For example, one early finding that challenged accepted wisdom was that there was a significant degree of affiliation for the area shown by respondents. Residents expressed dissatisfaction with certain aspects of the area rather than of the estate as a whole. But many felt that the area did not receive the appropriate level of support from service providers.*

*As partnership commitment had already been secured it was possible to develop a number of 'quick wins' by sharing resources, information and experience in new ways. Most significant amongst these was some landscaping work undertaken by RHT with support from the Youth*

*Offending Team. This transformed a number of concrete areas to grass surfaces and extended a number of residents' gardens. Although some of the 'quick wins' were relatively small scale and low cost, they stimulated further interest from residents and partner service providers, which in turn further encouraged a new sense of purpose.*

*From this base a number of longer term initiatives have been put in place e.g. the establishment of a Young Parents' Group through a partnership of the PCT, RHT and Youth Development Service, and the creation of a Multi-Use Games Area through funding from the Borough and County Councils, RHT and business sponsorship. Residents now report much higher levels of satisfaction with where they live.*

*Through this Councillor-led partnership approach to community engagement, it was possible to gain a clear understanding of residents' needs and priorities, promoting change in service provision, improvement to the physical environment and achieve a step change in the quality of life.*



# STAGE 2

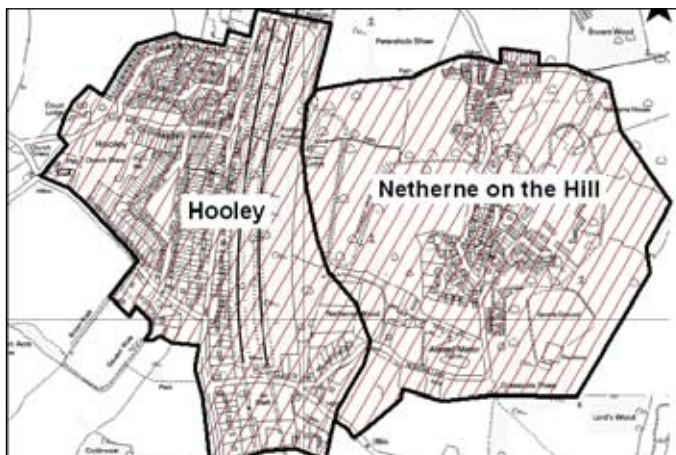
## Defining the LCAP boundaries

### Key participants

Local Ward and County Councillors; Portfolio holder with responsibility for community engagement; relevant Council officers, particularly those responsible for the LCAP process.

### Time involved

A one-off meeting of about 2 hours



It is important from the outset to establish the features and boundaries of the community for which an action plan is to be produced. This is not as simple as it may at first seem.

Whilst Ward boundaries may appear an obvious starting point, these are not necessarily going to match the 'natural' boundaries that local people use to define their community. Neither are electoral wards likely to fit neatly with the operational boundaries of other agencies such as the PCT, Police or County Council services.

Then there are the difficulties associated with the use of the word 'community' itself, since this can convey lots of different meanings. Some people may define their community by identifying with a specific place e.g. town, village or estate. Others may see themselves primarily as belonging to a community of interest which has no particular link with any geographical area e.g. the sporting community. The key feature of the LCAP is that it is firmly rooted in the notion of community as an identifiable local place. This is often also described as a 'neighbourhood', 'locality' or 'area'. Having said all this, the process of reaching consensus about the proposed boundaries of the LCAP is relatively straightforward.

# KEY STEPS

- An initial meeting is convened for all elected Councillors from the area in question: this can be from one to a number of adjoining Wards. It is crucial to note here that Councillors are actively involved from the outset in defining the nature of the exercise to be undertaken. This means that they are able not only to demonstrate their commitment to the process, but also to ensure that it is managed in a way that meets their expectations.
- Wards and Divisional boundaries are shown on large maps, prompting discussion about where, for example, 'natural' communities, or communities of interest may be located. This allows for flexibility in determining the LCAP's focus, rather than being confined to rigid local government boundaries alone.
- Councillors will then share their views about the particular issues, problems and aspirations that they believe to exist within these given areas.
- This leads to further discussion of the best fit with the boundaries of other key partners such as the Police and PCT, and the extent to which the LCAP's proposed boundaries may need to be changed to accommodate these. The issue of scale is also taken into account at this stage. If the area is too small, the emerging plan may lack significance particularly for partner organisations. If it is too large, it may lack focus.
- The outcome of the process - which usually takes place in a single meeting - is an agreed outline of the boundaries of the proposed LCAP. This could be coterminous with Ward boundaries, cover a single housing estate, or relate to a whole town. This outline acts as a starting point for the subsequent engagement with local people and these boundaries remain flexible at this stage in order to take account of local opinion.

## Case study

*An LCAP study area was established for a small geographical area within a single ward that included a well established neighbourhood on the A23 and a new, developing, community accessed from the opposite side of this major through route.*

*Initial engagement work took the form of door-knocking, attending community events and interviews with key local stakeholders. This revealed that residents in the two areas confronted significantly different issues and related priorities for action. The established community's concerns were more typical of those that might be expected from other areas in the borough e.g. the use of community resources, traffic volumes and opportunities for young people. The new community was more interested in sharing information, securing new resources and improving relationships with the developers and the local authority e.g. road adoption and signage; the handover of community resources from the developers and community transport.*

*The 'self determining' aspect of neighbourhood identification recognises that residents have their own sense of place, and are most likely to become engaged in things that matter to them. This approach also acknowledges the differing networks, affiliations and interests – and their relative strengths – in such communities.*

*As a result of this analysis, the study area was divided so that two distinct action plans could be produced. This allowed each plan to focus only on what mattered to the respective local community. It meant that potential solutions were not only fit for purpose but were also those considered to be the best for the local situation.*

# STAGE 3

## Engagement and issue identification

### Key participants

Local Ward and County Council Councillors; Council and Community Liaison officers; key partner agencies and services; local community and voluntary sector groups and networks.

### Time involved

Usually between 2 to 3 months



Having identified the preliminary boundaries of the proposed LCAP the next step, prior to hands on engagement, is to conduct a detailed desk-top exercise that identifies community characteristics, local demography and all the various physical and social resources and assets within the given area. This will include local agencies and key service points as well as community and voluntary organisations and other informal networks. This mapping exercise also allows for consideration of any gaps in the proposed consultation to be identified, and steps taken to ensure that specific groups are actively involved, where necessary. The Community Liaison Officer (CLO) assigned to manage the production of the specific LCAP in question undertakes this research.

At this stage grass roots consultation activities can start. The focus is on fact-finding, and it is therefore entirely neutral as to the likely outcomes. It is useful for the CLO to 'walk the patch' to get a feel for the area before engaging with local residents, ideally in the company of local Councillors.

# KEY STEPS

- Having completed the initial desk-top exercise, the nominated CLO will meet the relevant Councillors to agree the broad shape of the consultation that follows, as well as decide which Member will act as the main link with the CLO.
- If not carefully managed, consultation can sometimes become highly bureaucratic and generate unrealistic expectations that subsequently breed disillusionment. People are encouraged to focus on what is important, rather than what they would like to see done. Seeking broader understanding via this process of negotiation clearly demonstrates that a range of views must be taken into account throughout.
- Councillor leadership of the process helps to ensure that issues can be addressed as they arise when it is appropriate.
- The groundwork then follows where the CLO uses the quantitative data from the desk-top exercise as a base to develop a broader understanding of the potential issues and concerns felt by local residents. This involves a wide range of engagement techniques from questionnaires, to door knocking, and informal discussion with particular local groups. Such discussions are often based around 'what's best, worst, and most important about this community and its needs' rather than any assumption about the issues that should be addressed.
- Every effort is taken to be innovative in seeking the opinions of local people. Such an approach not only demonstrates a willingness to engage with people on their terms, but also avoids the a common pitfall of consultation exercises receiving responses from only the usual suspects.

- Councillors play an important part both in setting up some of these meetings and contributing to their successful operation. This allows them to fulfil their key leadership role as the local elected representative for their particular community, by promoting local participation and acting as an advocate for proposed activities.
- This stage usually lasts between 2 to 3 months, depending on the complexity of the area and the issues identified. Regular contact is maintained by the CLO throughout this period with the nominated local lead Member and the local community. At this point we are seeking clarity about 'what we think you have told us' rather than posing solutions. It may be necessary to prompt responses, either about specific issues or from a particular group, in order to test the validity of the general comments being made.
- This ensures that there is a clear community focus to the process and that all reasonable steps have been taken to adopt an inclusive approach to the consultation exercise. The whole exercise can sometimes be discredited if key groups or individuals have been ignored or omitted, hence the importance of continuously reviewing what is taking place.
- The initial findings are presented back to the community to check that local concerns are being accurately presented.

## Case study

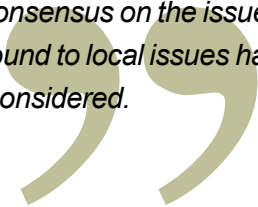
*In all LCAP activity there has been a concerted effort to engage with the widest possible range of local people. As a basic principle, engagement activity should be designed to suit the intended audience. Although this can present challenges, in many cases at least part of the 'solution' can be created from within the community in question.*

*In the case of Walton on the Hill, the first main point of contact was the Village Forum. This was a very well established group with excellent community links. Having explained the purpose of the engagement process to the Forum, they were then asked to recommend people and groups for inclusion. They provided a good deal of useful information and contacts and through this process developed a 'stake' in the LCAP as a whole. The Forum also highlighted the areas where they considered groups of people were not involved, in particular links with businesses and young people.*

*Adopting this approach quickly helped to build an extensive local network of potential contacts. Matching this against the known demographics of the local population highlighted where additional engagement should take place to make the process more inclusive. In some cases this meant working with community representatives to establish regular contact and to build trust. This was important with those sections of the community who may have felt vulnerable or excluded.*

*Using this newly created contact and target list, alongside desk-top analysis of the local population, it was possible to establish how this process would be undertaken. In the first instance this work focussed on attending community-based events such as meetings for older people, youth and resident groups and attendance at the locally organised May Pageant. At every opportunity those involved were asked to suggest who else should be included. This led to the development of a number of new methods designed to meet the needs of the target audience. Amongst these were two breakfast meetings for local businesses (one at a corporate headquarters, and the other at a public house); a street tea party held by residents of a specific area; a photo diary project so that younger people could record the best and worst things about their neighbourhood; and one to one interviews with local stakeholders.*

*Local people subsequently became more actively involved in shaping the engagement process, creating a high profile for this project and a topic of local conversation. This made it far easier to reach consensus on the issues raised and potential solutions to them as the background to local issues had been thoroughly explained and the range of views considered.*



# STAGE 4

## Action Planning

### Key participants

Local Councillors; CLO and other other key partners e.g. Police; housing providers; voluntary sector.

### Time involved

Usually between 2 to 3 months



At the conclusion of the engagement phase an initial list of local issues on which there is a high degree of consensus will have been identified. However there will inevitably be conflicting opinions and priorities for action arising from this exercise.

These points of agreement, as well as conflicting views, will need to be identified in the plan. When considered ‘in the round’, it may become apparent that potential solutions to such needs and aspirations have their own unexpected and even undesirable consequences. The role that local Councillors play in weighing up these differing priorities and searching for consensus about possible solutions is crucial. They should be able to call upon appropriate officer support to gain a clear understanding of current and future commitments and of the feasibility / desirability of proposed actions.



# KEY STEPS

- In the first instance Councillors take the responsibility for agreeing a number of key statements that seek to reflect the outcome of the consultation exercise as a whole. The language used in these statements is important. They are not expressed as definitive recommendations for immediate action. Instead they attempt to capture the issues that have arisen in broader terms.
- These are then shared with key partners and others who were involved during the consultation process in order to explore in more detail how these issues could be resolved and by when. This is best described as ‘putting the flesh on the bone’ of the outline statements agreed by Councillors. In this way the context within which each agency must operate, and the different constraints and opportunities they confront, are able to be fully understood. Knowing these ‘ground rules’ makes it far easier for local people to consider possible solutions to given problems, thus building confidence and developing a ‘can do’ culture amongst all those involved.
- A constant concern is the need to avoid creating a ‘wish list’ of ideas and projects that would not be capable of being delivered without constantly driving up costs. Local residents and elected Members are thereby drawn into the process of establishing priorities and determining what proposals may have to fall out along the way. Crucially this approach also promotes debate about the part that local people can play themselves in developing more self-reliant and participative communities.

- The emphasis therefore is not on producing a growing list of projects that always requires substantial additional public expenditure to be provided. Instead consensus is sought about how existing priorities can be redefined, or services delivered in innovative ways in order to action the agreed outcomes from the LCAP.
- The issues and agreed actions are then set out in a draft LCAP which is shared with local groups involved in its production in order to ensure that it reflects local needs and priorities. The focus here, therefore, is on answering the question ‘does this make sense and will it work?’ The LCAP is then approved by the local Councillors, the Borough Council’s Executive, the County Council’s Local Committee and the LSP.

The draft LCAP contains the following elements:

- a number of statements about the major issues identified and the desired outcomes
- the potential solutions and agencies involved in delivering them
- the roles that local residents themselves can play in meeting these needs
- possible funding sources available or required to meet the likely costs

## Case study

*For a number of years residents in Hooley had complained about traffic speeding on a local road making it difficult and dangerous to cross. Needless to say this also emerged during the LCAP process undertaken in this area. When this issue was shared with partner service providers it was reported that the Police and County Council Highways Department had investigated it on a number of occasions. Monitoring equipment had been installed to monitor traffic speeds and, in every instance, the evidence indicated that traffic speeds were within the established limit.*

*This feedback was shared with residents who strongly maintained their view that speeding frequently occurred on this road, presenting a significant issue for local people.*

*Further engagement and more detailed analysis carried out with residents demonstrated that the underlying cause was the location of pedestrian crossing points rather than traffic speed, as had been originally reported. The road in question had poor pedestrian access and sight lines. In order to access local shops and bus routes, residents have to cross the road twice. People crossing the road on foot often felt as though cars ‘appeared out of nowhere’ as they cleared the corner. Typically those residents who would be most likely to access local shopping facilities on foot were young mothers with prams or buggies and older people.*

*All previous studies had focused on the nature of the local ‘complaint’ and so had measured the speed of traffic, and had not taken into account natural crossing points, hedging and sight lines and more significantly, the people who would use them.*

*By redefining the 'problem' in this way, it was clear that there was an issue and that a different solution would be required to resolve it. This included the transfer of a thin strip of land to the County Council so that they could then undertake some minor landscaping and ensure that vegetation is regularly trimmed. This provides the local people with a much safer crossing point, has helped to increase their sense of personal safety and enhanced confidence that such consultation can produce positive outcomes.*



# STAGE 5

## Implementation and ongoing monitoring

### Key participants

Elected Councillors; relevant CLO; key partners; the local community itself.

### Time involved

Where possible immediate action is taken to implement the agreed action within the LCAP. In some circumstances, especially when complex issues are involved, it can take between 3 and 6 months to tie down all the details of the LCAP before its final publication. Delivery and monitoring then takes place on a regular basis throughout the 3 year life cycle of each plan.



Apart from ensuring that the LCAP makes a positive difference to improving the quality of life of local residents, the process itself also has considerable beneficial consequences. Most important are the spin-off benefits that close collaboration between a wide range of public agencies and local community organisations yield when all their efforts are harnessed in the same direction. The LCAP therefore acts as a catalyst in sharing ideas, information and resources in order to address local needs. The 'quick wins' that are associated with the process as a whole help to create a virtuous circle whereby trust and confidence in local Councillors and public bodies is enhanced, at the same time as local residents themselves take responsibility for their agreed contributions.

In all forms of community engagement, including the LCAP process, tensions inevitably arise between the ways in which local expectations and ambitions relate to wider corporate policies and partnership priorities.

Successfully managing the interface between these 'top down' and 'bottom up' approaches and perspectives is a key ingredient in the LCAP process.

# KEY STEPS

- Once the draft LCAP has been formally agreed by the Council and other public service agencies, the next task is to work with all partners involved in determining the precise details of the LCAP, using the broad statements contained within the draft as the basis for discussion.
- Central to these debates is the issue of how best the required actions can be met with clear timescales and accountability established as to how and by whom they will be completed. This may well involve consideration of how these agreed outcomes can be mainstreamed into on-going service delivery, since it is pointless to make such commitments without being able to sustain them. Unless additional resources can readily be allocated to complete identified projects, this will inevitably involve further discussion about how resources can be re-directed from elsewhere. The identification of resources can take up to six months to complete, with delivery over longer timescales.
- In Reigate and Banstead the use of pump-priming funds allocated to local Councillors (£1,000 each Borough Councillor and £11,000 for each County Councillor annually) has proved very successful in giving impetus to the LCAPs, enabling some 'quick wins' to be made and thereby building confidence in the process as a whole.
- Once the details of the LCAP have been finalised, and all the relevant agencies have shown how they will deliver against the agreed outcomes, a formal launch of the LCAP then takes place. This includes the distribution of a summary version of the final document throughout the LCAP area.

- Intelligence collected through the LCAP process is collated to help inform the Borough Council's service planning and budget setting process.
- Ongoing performance is monitored by the relevant CLO reporting to Ward Councillors and a range of local forums. This process, in turn, assists the Council and LSP in shaping the wider framework of policies and strategies that are required to be produced across the Borough. There are also important cumulative impacts as services and partners continue to learn from the programme as a whole. These directly contribute to improved evidence-based resource allocation and assist in promoting step change in service delivery.



## Case study

*The LCAP for South Park, Woodhatch and Meadvale was the first to be published in March 2005. Like other LCAPs that followed, it contained a range of short, medium and long-term actions. Amongst the higher profile short-term actions that were delivered immediately following the publication of the plan were:*

- *purchasing a mobile speed gun for the local neighbourhood policing team so that they reduce speeding on local roads*
- *support for local traders in the relocation and restoration of a clock on the local shopping parade*
- *the purchase and installation of a skate ramp at the local Youth Centre*
- *the provision of sports coaching at the local Youth Centre*

*These actions were all carried out in partnership with local service providers, businesses and voluntary / community groups and were recognised as being facilitated by the LCAP process. Whilst this showed that the LCAP could deliver results and was regarded as being of significant benefit, there was still some general scepticism about the degree of influence it could exercise in the longer term.*

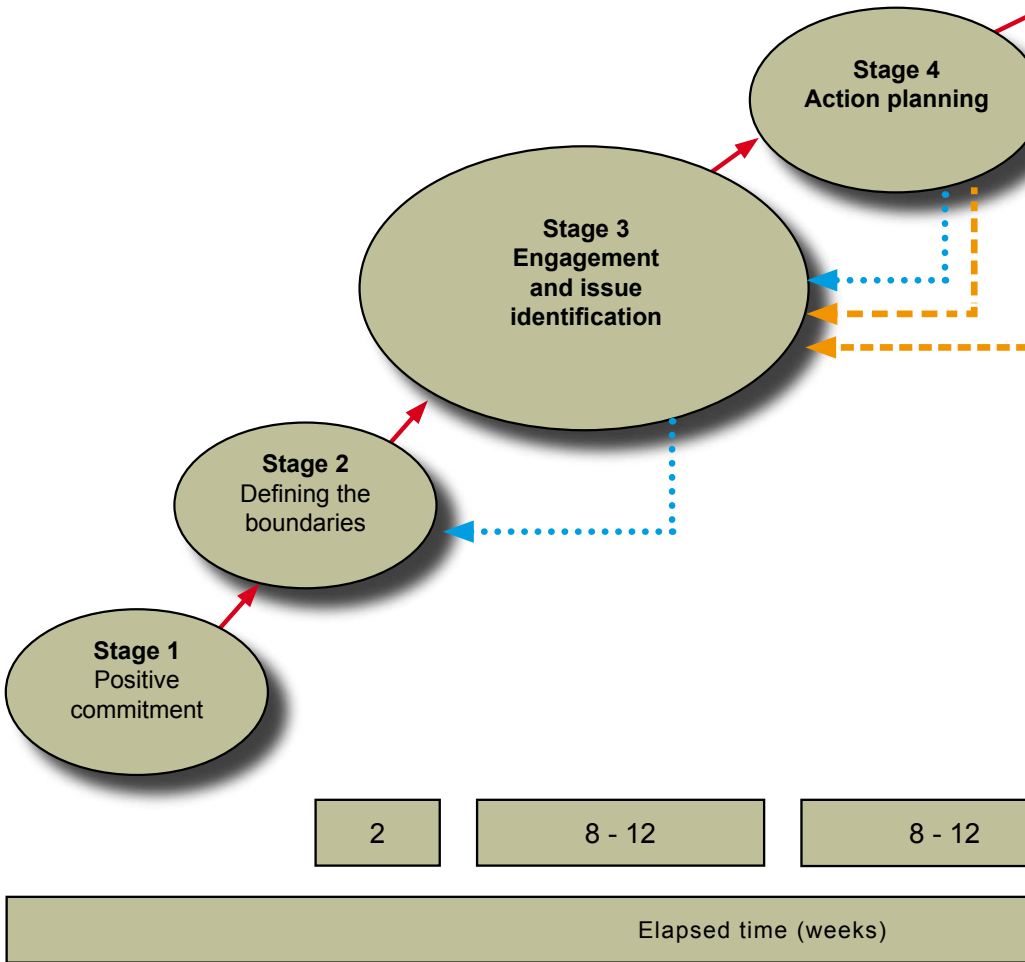
*However some three years after the original LCAP was published, the local community continues to derive benefits. The LCAP has been integrated into service planning and budget allocation by respective partner agencies. Engineering works have been undertaken to reconfigure road access and repair and improve the landscaping of local shopping parades.*

*This project involves both County and Borough Councils. It will improve accessibility to the shopping area and help sustain these vital local assets. A further scheme is shortly to be commenced.*

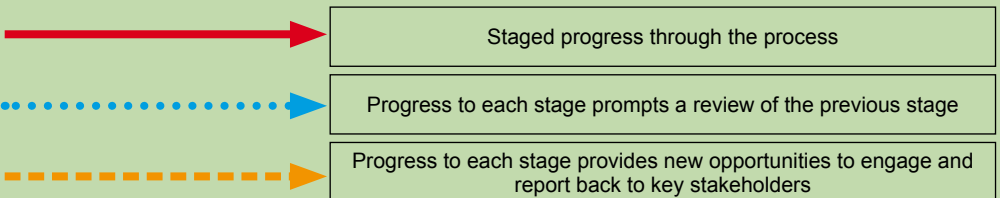
*Although this issue had been raised over many years, in the past it had been considered too difficult and costly to resolve. The LCAP process assisted by developing a clear understanding of local need and circumstances and, by sharing this information between partners, informed their service planning. This not only made the best use of available resources but also has helped to establish protocols that will inform future joint work in these kinds of areas.*



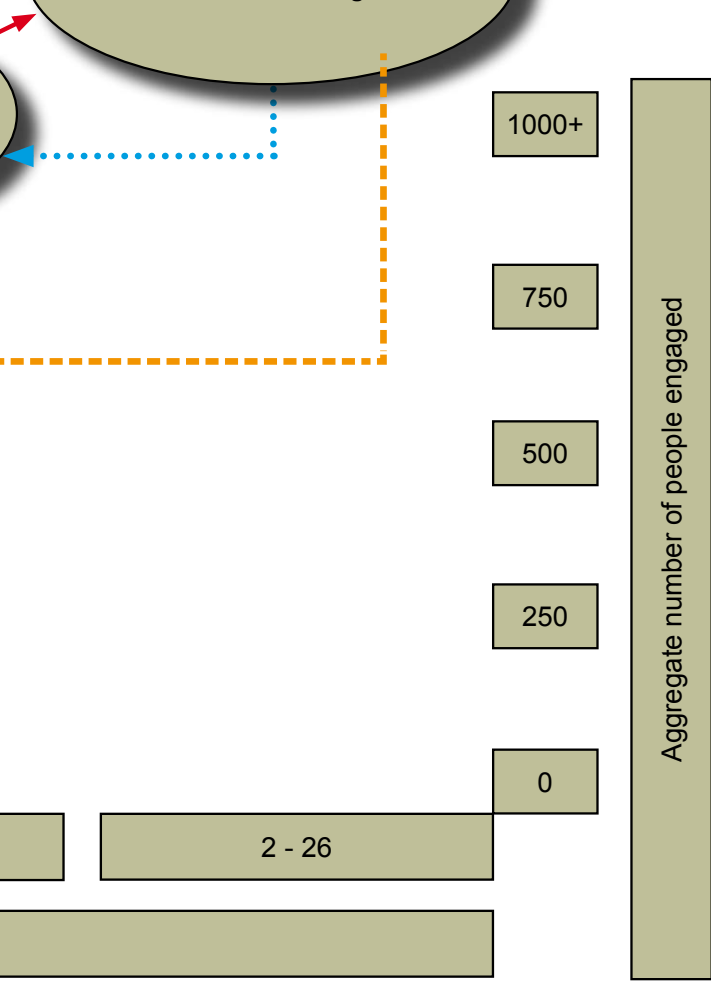
# Local Community Action Plan Process



## KEY



**Stage 5  
Implementation  
and monitoring**



# FURTHER INFORMATION

Electronic copies of this guide and associated material can be found at the following web address:

[www.reigate-banstead.gov.uk](http://www.reigate-banstead.gov.uk).

For copies in alternative formats, and for further information about the Local Community Action Plan process contact:

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# NOTES





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