



**Oversight and Governance**

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## CABINET

Monday 16 October 2023  
2 pm  
Council House, Plymouth

**Members:**

Councillor Evans OBE, Chair

Councillor Laing, Vice Chair

Councillors Aspinall, Briars-Delve, Coker, Cresswell, Dann, Haydon, Lowry and Penberthy.

Members are invited to attend the above meeting to consider the items of business overleaf.

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**Tracey Lee**

Chief Executive

# Cabinet

## Agenda

### Part I (Public Meeting)

#### 1. Apologies

To receive apologies for absence submitted by Cabinet Members.

#### 2. Declarations of Interest

Cabinet Members will be asked to make any declarations of interest in respect of items on this agenda.

#### 3. Minutes (Pages 1 - 16)

To sign and confirm as a correct record the minutes of the meeting held on 11 September 2023.

#### 4. Questions from the Public

To receive questions from the public in accordance with the Constitution.

Questions, of no longer than 50 words, can be submitted to the Democratic Support Unit, Plymouth City Council, Ballard House, Plymouth, PL1 3BJ, or email to [democraticsupport@plymouth.gov.uk](mailto:democraticsupport@plymouth.gov.uk). Any questions must be received at least five clear working days before the date of the meeting.

#### 5. Chair's Urgent Business

To receive reports on business which, in the opinion of the Chair, should be brought forward for urgent consideration.

#### 6. Leader's Announcements:

#### 7. Cabinet Member Updates:

#### 8. Corporate Plan Performance Quarter One - Transitional Report. (Pages 17 - 56)

#### 9. SEND Report and SEND Action Plan. (To Follow)

#### 10. Re-commissioning of Adult Care Homes. (Pages 57 - 78)

#### 11. Habitat Banking Vehicle Business Case. (Pages 79 - 126)

## Cabinet

**Monday 11 September 2023**

### **PRESENT:**

Councillor Evans OBE, in the Chair.

Councillor Laing, Vice Chair.

Councillors Aspinall, Briars-Delve, Coker, Cresswell, Dann, Haydon and Penberthy.

Apologies for absence: Councillor Lowry.

Also in attendance: Paul Barnard (Service Director for Strategic Planning and Infrastructure), Tina Brinkworth (Head of Skills and Post 16), Chris Burton (Manager, Mount Edgcumbe), Nicola Bridge (Head of Ocean Advocacy and Engagement, Ocean Conservation Trust), Emma Crowther (Interim Head of Commissioning), Kat Deeney (Head of Environmental Planning), David Draffan (Service Director for Economic Development), Elaine Hayes (Interim CEO, National Marine Park), David Haley (Director of Children's Services), Rhys Jones (Chief Operating Officer, Plymouth Active Leisure), Alex King (Centre Manager, Mount Batten Watersports and Activities Centre), Tracey Lee (Chief Executive), Sharon Mercer (Head of Strategic Programmes), David Northey (Interim Section 151 Officer), Jamie Sheldon (Senior Governance Advisor) and Elliot Wearne-Gould (Democratic Advisor).

The meeting started at 2.02 pm and finished at 4.45 pm.

*Note: The full discussion can be viewed on the webcast. At a future meeting, the Cabinet will consider the accuracy of these draft minutes, so they may be subject to change. Please check the minutes of that meeting to confirm whether these minutes have been amended.*

### 37. **Declarations of Interest**

No declarations of interest were made.

### 38. **Minutes**

The minutes of the meeting held on 14 August 2023 were agreed as a correct record.

### 39. **Questions from the Public**

There was one question from a member of the public:

The following question was received from Mr Stephen Dart and answered by The Leader:	
<b>Question:</b> What checks and balances are in place to check that the £2.75 million Council funding agreed by the Cabinet in March 2023 for the Brickfields redevelopment is spent on capital projects and not as revenue e.g.	<b>Answer:</b> Thank you to Mr Dart for his question.  Before I answer the question I think it's worth noting the progress that has already been made on this project over

<p>new players?</p>	<p>recent weeks. At the end of August Plymouth Argyle Community Trust took over the management of the site, ahead of the refurbishment works that they are due to complete on the existing sports centre over the coming months. And those works will just be the first step of a much wider £21m investment in the Brickfields site.</p> <p>That investment that will not only transform Brickfields, it will also transform opportunities for the Devonport community, for sport in the City and also, of course, our professional sports clubs.</p> <p>This project is the result of an amazing and long term partnership between the Council, Plymouth Argyle, the Argyle Community Trust, Plymouth Albion, Devonport Community Leisure Ltd and existing users of the site.</p> <p>This deal is about massive investment in new facilities and making the most of the Brickfields site. It is clearly also a significant inward investment - in particular from Argyle who are themselves investing £18m across the club and the community trust. But for me this deal is about ambition for our communities, it is about better health outcomes for the people of Devonport and it is about better access to facilities for our local residents.</p> <p>The question we've received from Mr Dart asks what checks and balances are in place to check that the £2.75 million Council funding agreed by the Cabinet in March 2023 for the Brickfields redevelopment is spent on capital projects and not as revenue e.g. new players. I can confirm to Mr Dart that only around 20% of the funding approved will be paid as grant funding to Plymouth Argyle anyway and that all of this will support capital works such as new walkways through the site and</p>
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	<p>improved public spaces. The Council will, of course, be monitoring these works and will employ an external surveyor to ensure that all grant funding claims are supported by evidence of works completed.</p> <p>I would also like to add that we are ensuring that the site is protected for sports and community uses in perpetuity. And we have placed the community at the forefront of the governance, underpinned by a set of community promises and an ongoing role for ward councillors and Devonport Community Leisure Ltd.</p> <p>I want to commend Councillor Mark Coker for his work in this space, who has represented his community, extraordinarily over the past few months.</p>
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#### 40. **Chair's Urgent Business**

The Leader invited Councillor Mary Aspinall (Cabinet Member for Adult Social Care) to give an update on NHS Dentistry. She highlighted the following points:

- a) The problems of access to NHS dentistry in Plymouth were well-known, long-standing, and had been discussed on numerous occasions through Scrutiny meetings and at meetings of the Health and Wellbeing Board;
- b) All age groups and populations were at risk of poor oral health, even though it was largely preventable, but oral health problems were concentrated in vulnerable and socially disadvantaged groups;
- c) The lack of free or affordable dental care had huge impacts on people such as;
  - 1. The pain driving people to try and remove their own teeth;
  - 2. Painful teeth leading to poor diets or soft food that often lacked nutritional value;
  - 3. Changes in appearance was stigmatising and often reduced people's confidence and led to feelings of isolation;
  - 4. If a child was impacted, it could often have a life-long impact;

- d) Over 600 children per year had to have teeth extracted under general anaesthetic in Plymouth – an operation that required medical resources, but was avoidable;
- e) Plymouth City Council had set up a cross-party, multi-agency Dental Task Force to urgently address the issue and they had engaged with NHS Devon, who had recently become the commissioners of NHS dental services, and asked them to take urgent action to address the dental health needs of Plymouth residents, especially for the over 20,000 people on the waiting list;
- f) The NHS had said that 50% of the population should be able to access NHS dentistry, but in Plymouth only 25% could, meaning that there were 68,000 people who should have been able to access NHS dentistry, but could not;
- g) £7-9 million of NHS funding that was set aside for dentistry in 2023/24 would not be spent in Plymouth based on NHS Devon's plans;
- h) She then reiterated the ask that NHS Devon ICB urgently took action to address the dental health needs of all Plymouth residents, specifically in relation to the 21,729 on the waiting list (May 2023 data), whilst being aware there were tens of thousands more who were not on the waiting list and this could be done by:
  - 1. Ensuring that a significant amount of the annual 'claw-back' (of high street NHS dental underspend) was ring-fenced to be spent on NHS dental provision in Plymouth;
  - 2. Encouraging NHS Devon ICB to work with the Council's Dental Task Force to use the annual 'claw-back' to support alternative and innovative solutions to provide more NHS dental capacity in the city through the development of flexible commissioning models.

The Leader added:

- i) The Cabinet had been shocked to learn how much funding had been unspent in Plymouth because they couldn't find dentists to spend it with;
- j) It did not seem right that the Government wanted the funding back, rather than allowing the NHS to use it to encourage NHS dentistry providers into the city.

Councillor Mary Aspinall (Cabinet Member for Adult Social Care) then added:

- k) The next meeting of the taskforce was 15 September 2023 and she was hopeful for an update;
- l) The dental needs of Plymouth had been assessed in 2019, when there were under 10,000 people on the waiting list, but there had been no movement to improve since then.

Councillor Jemima Laing (Deputy Leader and Cabinet Member for Children's Social Care, Culture, Events and Communications) added:

- m) She had been hearing anecdotally from women who had recently given birth, who were entitled to free dentistry post-partum, that they were not able to access NHS dentistry.

The Cabinet agreed to ask NHS Devon ICB to urgently take action to:

1. Ensure that a significant amount of the annual 'claw-back' (of high street NHS dental underspend) was ring-fenced to be spent on NHS dental provision in Plymouth;
2. Encourage NHS Devon ICB to work with the Council's Dental Task Force to use the annual 'claw-back' to support alternative and innovative solutions to provide more NHS dental capacity in the city through the development of flexible commissioning models.

*(Please note that Councillor Sally Cresswell and Tracey Lee joined the meeting during this item)*

41. **Leader's Announcements**

The Leader made the following announcements:

- a) Brittany Ferries were expecting shore power in place within two years, which would mean that the diesel engines would not need to be run in port, but it would mean that the company would need to convert their ferries;
- b) The Cabinet would be putting pressure on Government to take action with regards to the 'social dumping' that had been done by P&O, to discourage this behaviour and make it clear it was not welcome in British ports;
- c) New investment by the Council had been made on Embankment Road to bring a new hotel to the city;
- d) It was important to remember that whilst Plymouth was resilient it had been impacted significantly by the COVID19 pandemic, Brexit, the war in Ukraine and the cost of living crisis as well as the worsening of the Council's own resources;
- e) Plymouth had some of the most experienced people, nationally, in Local Government in its Cabinet and had good access to influence policy makers through working with the Local Government Association;
- f) There were 5 priorities for the Cabinet which included:
- g) Green Investment, Jobs and Skills – this included maximising any opportunities to come from the Celtic Array project;
- h) Build more homes – Plymouth needed to attract workers to the city and provide them with somewhere to live;
- i) Fewer potholes and cleaner, and greener, streets;

- j) Better access to healthcare;
- k) Tackle crime and anti-social behaviour;
- l) Investment had been unlocked for Derriford Hospital improvements;
- m) Factories would be built as part of the next phase of Oceansgate through a £6.5 million investment;
- n) A Port Strategy was being developed for the first time with Brittany Ferries looking to encourage more freight and Cattewater Harbour Trust were looking at ways they could expand their operations;
- o) Investment had been made in Colin Campbell Court, and the temporary buildings would be on site shortly;
- p) Brunel Plaza's first phase had been completed, with more underway, with the University of Plymouth investing £40 million of the total £80 million in the site;
- q) There was significant investment of £1.5-2 billion in the dockyards underway and talks were being had about how the city would benefit as a whole;
- r) There had been significant national press coverage over the summer on events at The Box and the National Firework Championships.

42. **Cabinet Member Updates**

Councillor Sue Dann (Cabinet Member for Customer Services, Sport, Leisure and HR & OD) provided the following updates:

- a) Over the summer, free or low cost holiday clubs had been offered to local children on a variety of subjects such as water sports, science, sports, dance and theatre, as well as a forest school;
- b) 10 new holiday club providers had been worked with and 8 special educational needs specific holiday clubs were run;
- c) Full, fit and fed programs had been delivered, and over 4 park events, over 2,500 lunches were handed out;
- d) The council had worked with Melanoma UK to provide free sun safety and protection to families;
- e) The council had also worked with Fair Share to provide takeaway bags on Friday evenings to some older young people;
- f) Budget friendly cooking workshops had been provided;

- g) At events, cost of living leaflets were shared to signpost people who might need support;
- h) Plymouth Active Leisure had had a cost of living summer program with free and low-cost taster sessions;
- i) Over 420 people attended the Mount Wise pools for a family fun night, organised by Ward Councillors and Plymouth Active Leisure;
- j) People could visit [Cost of living | PLYMOUTH.GOV.UK](https://www.plymouth.gov.uk/cost-of-living) for support with the cost of living.

Councillor Jemima Laing (Deputy Leader and Cabinet Member for Children's Social Care, Culture, Events and Communications) gave the following updates:

- k) Bonfire Night 2023 would take place on The Hoe, which was a centrepiece of a free fun campaign, part of the Cost of Living Action Plan, to ensure there were activities that families could enjoy without worrying about additional costs;
- l) It had been important to bring back Bonfire Night as it was an event that brought communities together to enjoy the evening, around 25,000 people in attendance.

Councillor Sally Haydon (Cabinet Member for Community Safety, Libraries, Cemeteries and Crematoria) updated Cabinet on the following:

- m) Freshers Week was approaching, and street marshals would be starting on 8 September 2023 to provide additional support to students, and would be linked up with the CCTV system to enable them to be deployed to the areas where they were most needed and would also be linked in with the Police, Street Pastors and the night bus, all funded through Safer Streets funding awarded to the University of Plymouth;
- n) The first Time for Change conference had been held in Plymouth, which explored the role of masculinity for a better future;
- o) There had been an increase of 23% in engagement with the summer reading challenge through Plymouth Libraries, library visits were up by 19% and Rhyme Time was up 49.64%.

Councillor Tom Brairs-Delve (Cabinet Member for Environment and Climate Change) provided the following update:

- p) The previously unused top deck of the Theatre Royal Car Park now housed a large solar array and was powering the car park, with surplus energy being exported back into the local grid, with the possibility of using this additional energy to power heat pumps at the Guildhall and Council House being explored.

Councillor Chris Penberthy (Cabinet Member for Housing, Cooperative Development and Communities) provided the following updates:

- q) Westwood were developing a site in Plympton into 5 bungalows, 2 of which would be affordable home-ownership, and the other 3 for social rent;
- r) Moses Close in Southway development was underway on 13 affordable homes for rent;
- s) 10 new eco-friendly homes were nearing completion in Plymstock, invested in by Plymouth City Council, with the profits from the project going into the investment fund for homes to support more affordable homes in the city, and a tree would be planted in the village green at the site with a plaque in memory of the late Alderwoman Councillor Vivien Pengelly, who had been involved in the project.

Councillor Sally Cresswell (Cabinet Member for Education, Skills and Apprenticeships) provided the following updates:

- t) Plymouth City Council had been proactive in communicating with school leaders on the use of reinforced autoclaved aerated concrete (RAAC) in schools buildings, with surveys being undertaken since 2018 in all 14 council maintained schools and none were found to contain it;
- u) Academies and Trusts were responsible for their own school buildings and had been contacted by the Department for Education earlier in the year and it had been understood none contained RAAC. The education team did contact the chief executives of academics to confirm relevant checks had been undertaken and offer support if needed;
- v) The Area SEND Inspection of Plymouth Local Area Partnership took place from 16-30 June 2023 and the report was published on 22 August 2023 and the council have fully accepted OFSTED's findings;
- w) Five areas of priority action had been identified, one in particular relating to vulnerable children living in residential special schools and children's homes at a distance and children receiving short breaks, was addressed immediately to ensure reassurance about their safety;
- x) Cross partnership work was underway to communicate about the report and get engagement in developing and implementing an action plan for improvement which would be published on 29 September 2023;
- y) The Short Breaks Innovation Grant programme was designed to support young people with additional needs to develop the necessary skills and knowledge to transition to adulthood, securely, and in a way that maximised life chances, and a 3<sup>rd</sup> round of funding was being applied for to enable 200 young people aged 14-25 to access the program, which was running in partnership with a number of providers across the city;
- z) A school attendance campaign had been launched at the beginning of September as attendance levels had become a national issue following the COVID19 pandemic, increasing in Plymouth from 4.9% pre-pandemic to 8.8% post-pandemic, and the campaign was working with schools and MATs to help them to support their parents

and carers, which had received largely positive feedback, had been covered by ITV Westcountry News, and would enter its second phase later in the year.

43. **National Marine Park Horizons Project**

The Leader introduced the item and highlighted:

- a) The National Lottery would receive the Round Two submission for the National Marine Park that week;
- b) It was important to celebrate the landscape, but it was unusual in that most of it was under the water and hidden from view so it was important to reconnect the people of Plymouth with the ocean, and Plymouth could be used as a blueprint for future National Marine Parks;
- c) It was important that projects of such significance in the city were cross-party to survive changes of political administration;
- d) It was a £22 million project and the bid was asking the National Lottery for £11.6 million;
- e) 10,000 people had been listened to in the development of the project with partners across the city, and schools would be engaged with to embed an NMP champion into every school in the city;
- f) A digital park would be created for those who would not be able to access the water, or who might not want to;
- g) A number of neglected buildings would be brought back into use across the foreshore.

Councillor Tom Brairs-Delve (Cabinet Member for Environment and Climate Change) added:

- h) Thanked the team for their hard work on the submission and said it had been a pleasure working with them;
- i) There would be a nature boost programme to restore mudflats, sea grass and estuaries to bring back seahorses, sand eels, rare birds and fish;
- j) Community Grants would be available to science and nature projects.

At this point in the meeting, the video at this link was played: [National Marine Park funding bid to be submitted - YouTube](#)

In response to questions Elaine Hayes (Interim CEO, National Marine Park), Kat Deeney (Head of Environmental Planning), David Draffan (Service Director for Economic Development), Chris Burton (Manager, Mount Edgcumbe), Rhys Jones (Chief Operating Officer, Plymouth Active Leisure), Alex King (Centre Manager, Mount Batten Watersports and Activities Centre) and Nicola Bridge (Head of Ocean Advocacy and Engagement, Ocean

Conservation Trust) explained:

- k) The team were most excited about the investment in nature was going to be transformative, the way partners had worked together on the bid and would continue to as the project progressed, the positive impact on water safety and sea swimming and would encourage more people to engage with the water, how engagement with local children and schools would improve, how it aimed to remove barriers for all people in accessing the water, and improvements to the buildings on the foreshore and better engagement with heritage.

The Leader then reiterated:

- l) The importance of having the first National Marine Park in Plymouth, and the importance of the designation of the first National Park in 1951 and the work that had been done to preserve areas across the country;
- m) His thanks to the team for their hard work is getting the bid ready for submission.

44. **Cost of Living Action Plan**

Councillor Sue Dann (Cabinet Member for Customer Services, Sport, Leisure and HR & OD) introduced the item and highlighted the following points:

- a) It was not a standalone project, instead influencing the way the city tackled poverty moving forward, and the plan would transform into a long-term plan;
- b) Cost of things such as food and energy bills had stalled, but were not decreasing, and government support was not the same as it was in the winter of 2022/23, and for most people, wages were virtually stagnant;
- c) The cost of living crisis was causing people to enter financial crisis, who had never been in that situation before;
- d) Gambling and gambling debt was increasing, and this would be added into aspects of the plan moving forward.

Ruth Harrell (Director of Public Health) added:

- e) The was developed with partners across the city, who would continue to be involved as the plan took a dynamic approach moving forward;
- f) There were four main themes within the plan:
- g) Offers and discounts available and promoted on the cost of living hub;
- h) Making money go further;
- i) Crisis support (financial support and mental health support);



- j) Asks for Government;
- k) The hub online had the plan itself as well as lots of helpful links to information and support, with support from partners across the city in helping other people access it if they can't themselves, or haven't heard of it;
- l) As winter approached it was especially important to consider the dangers of cold homes and how to support people in keeping warm, as well as helping them with Christmas, a time that could fill people with dread due to the cost.

Councillor Sally Cresswell (Cabinet Member for Education, Skills and Apprenticeships) added:

- m) Feedback at Plymstock school had been very positive,

Councillor Sue Dann then added:

- n) Leaflets had been distributed to all well-being hubs, libraries, 60 churches, the job centre, PEC advisors, schools and midwives as well as handed out at events;
- o) In August, there had been over 2,000 hits on the cost of living hub, most on the 'free things to do in Plymouth' area and this would continue to be updated for October half term and the Christmas period;
- p) Since it launched, it had had over 200,000 visits and over 7,000 engagements;
- q) It was especially important to ensure that people did not feel stigmatised;
- r) Work in October would be done with banks and the Citizen's Advice Bureau, to help people before they get into financial trouble;
- s) Plymouth Charter involved over 330 businesses and had nearly 700 LinkedIn members and have agreed to look as employers at whether they are paying their staff fairly and more to add to encouragement to get other people back into work;
- t) Advice would be provided on how people could make their money go further at Christmas, for example buying some items at a charity shop;
- u) The hub could be accessed at: [Cost of living | PLYMOUTH.GOV.UK;](https://www.plymouth.gov.uk/cost-of-living)
- v) Partners across the city would be sent comms packs to help them share the same messaging on their social media sites.
- w) In response to a question, it was explained:
- x) PADAN and Improving Lives were involved in the work and Councillor Dann would be attending an Improving Lives event in October to talk more about what the Council was doing in the cost of living crisis.

- y) The Leader of the Council thanked:
- z) The team involved at the Council putting the plan together and the extensive list of organisations involved in developing and sharing the information.
- aa) The Cabinet agreed to note the Cost of Living Action Plan.

45. **Medium Term Financial Strategy 2023/24 - 2027/28**

In Councillor Mark Lowry's absence, Councillor Chris Penberthy (Cabinet Member for Housing, Cooperative Development and Communities) introduced the item:

- a) The document provided the strategic framework that linked the Council's revenue budget, capital program, treasury management strategy and the capital strategy for the following 5 years;
- b) The LGA, CIPFA and LGIU would all recommend that each administration took such a plan to Council for approval, but the last one had been by the previous Labour administration in 2018;
- c) The plan considered that the budget had already been set for 2023/24 and that the latter years were provided for illustrative purposes;
- d) The strategy set out the financial principles and objectives, whilst working to deliver the priorities of the corporate plan;
- e) The report showed a forecasted £11.2 million funding gap for 2024/25 that would need to be closed as part of the budget process, and over 5 years there was a £185 million gap;
- f) Inflation, increase fuel costs and the cost of living crisis were impacting the council as well as additional pressures in adult social care, children's social care and support for the homeless;
- g) It was unknown what action Government would take to deliver reform to local government funding as there had been a change in the majority of funding no longer coming from Government, but instead from local taxation;
- h) The budget included an additional £2.6 million to honour the commitment to pay social care providers the living wage rather than national minimum wage, as well as £1.5 million of one-off allocations used to balance the 2023/24 budget which needed to be covered;
- i) There was a need to find new ways to provide services, to work with partners wherever possible, to do things more efficiently, to make the most of the Council's assets, focus and clarity on organisational purpose to reform the Children's directorate;
- j) The Place directorate would continue to prioritise growth to ensure the delivery of frontline services to meet the needs of residents across the city by maximising

income;

- k) The People directorate would continue to work on reducing demand for homelessness services through early intervention and prevention as well as improvements in access to health care and improvement of outcomes for those leaving hospital;
- l) Transformation and Customer Support Services would continue to play a key role in supporting demand-led services, with finance, legal, procurement and HR all due to review their own operating models;
- m) The plan contained a very clear ambition in the capital program to invest in and transform the city and thanked Councillor Lowry for his work on the plan.

David Northey (Interim Section 151 Officer) added:

- n) He had made a commitment to create a medium-term financial plan at Audit and Governance Committee, and it had been a recommendation from the last budget scrutiny meetings;
- o) The figures and information would change as the years progressed.

In response to questions it was explained:

- p) The plan should be reviewed in the mid-term of the following financial year as it would inform and update the plan;
- q) The council were trying to deliver the same services with less funding from Government, which is what was primarily causing increases in council tax and this was being picked up by national media, and similar issues were being experienced across the country;
- r) David Northey would be attending a DLUHC meeting later that week where they wanted to understand more about what was 'happening on the ground' and the team always took the opportunity to get local issues across;
- s) There was a national conversation to be had about how much funding local government got to provide children's social care services, as it had become a big issue that could no longer be solved locally;
- t) SIGOMA had made a recommendation that the distribution of funding should return to being done based on levels of deprivation, something the conservative government ceased in 2010, which had robbed local authorities of money they were using to try and eliminate poverty or to deal with the consequences of deprivation.

The Cabinet agreed to recommend the Medium Term Financial Strategy 2023/24 – 2027/28 to City Council for approval.

Councillor Sally Cresswell (Cabinet Member for Education, Skills and Apprenticeships) introduced the item and highlighted:

- a) 1 in 10 young people in Plymouth did not succeed in education and make a positive transition into adult life and the world of work and the plan had been developed in response to this;
- b) It was the first strategic plan committed to reducing high levels of young people not in education, employment or training, as it could be detrimental to both mental and physical health and could lead to unemployment, low pay, low quality work and less feelings of success;
- c) The plan recognised that the priority groups of young people would require some additional support and that no single agency could address the challenges in Plymouth and it would require a strong multi-agency approach at both a strategic and operational level to deliver early interventions and extensive support for those who needed it;
- d) The plan had been circulated widely through the diverse membership of the employment and skills board;
- e) The consultation process, along with wider stakeholder engagement, had shaped the priorities, and would continue to influence interventions moving forward.

Tina Brinkworth (Head of Skills and Post 16) added:

- f) The plan gave the opportunity to move to a more preventative model, whilst also support those young people who were currently not in employment, education or training;
- g) Only 1 in 5 care leavers made it into employment so creating opportunities was key;
- h) A pilot program working intensively with 4 young people with SEND had been successful with all four transitioning into employment, education or training.

David Haley (Director of Children's Services) added:

- i) The strategy focused on supporting specific vulnerable groups of young people;
- j) It looked at all the partnerships across the city to maximise support.

In response to questions, it was explained:

- k) DWP were involved with the work, along with approximately 80 other partners;
- l) The Skills Launchpad acted as a triage to seamlessly get them to the right support for them;
- m) SEND opportunities were being grown and more information shared with young people, their families and employers to raise awareness of additional funding available

to better support these young people in apprenticeship roles;

- n) The use of language was important and using 'SEET' (seeking education, employment or training) instead of 'NEET' (not in education, employment or training) when communicating with young people was very important.

The Leader added:

- o) It was important that the Council did more to provide supported placements and apprenticeships.

That Cabinet agreed to approve the Unlocking Plymouth's Potential strategic plan.

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# Cabinet



Date of meeting:	16 October 2023
Title of Report:	<b>Corporate Plan Performance Quarter One - Transitional Report</b>
Lead Member:	Councillor Chris Penberthy, Cabinet member for Housing, Co-operative Development and Communities
Lead Strategic Director:	Giles Perritt (Assistant Chief Executive)
Author:	Ross Jago (Head of Governance, Performance and Risk)
Contact Email:	Ross.jago@Plymouth.gov.uk
Your Reference:	CPRUQI.2324
Key Decision:	No
Confidentiality:	Part I - Official

## Purpose of Report

This transitional report provides the Cabinet with an overview of how the Council is performing against its priority performance indicators that were agreed as part of the Corporate Plan 2023-2026 in June 2023.

Tackling crime and anti-social behaviour, filling in potholes, creating cleaner streets, building new homes, green investment, keeping people safe and better access to healthcare and dentistry are front and centre of the administration's vision for Plymouth's future.

The key performance indicators (KPIs) and their associated targets detailed in this report are for the first quarter of 2023/24 (April to June 23). This period covers a change of administration and is very much the starting point for our new reporting. Benchmarking and comparisons with established comparator groups will become available as the report develops and will provide additional rigour to our performance management approach.

Cabinet is advised that the development of the new performance report will be an iterative process. Councillor Penberthy as Cabinet Member for Performance requested that the Corporate Plan Performance Report was considered at scrutiny before discussion at Cabinet to ensure that the report is as useful as possible to scrutineers in undertaking their role.

The report was discussed at the meeting of the Performance, Finance and Customer Focus Overview and Scrutiny Committee on the 28 September 2023. Feedback was positive on the content and format of the report, notwithstanding additional development to be carried out over the course of the next few months. This will include further use of the LG Inform (LGA) platform to develop benchmarks and comparators for our locally derived data.

## Recommendations and Reasons

That Cabinet notes the Corporate Plan Performance Quarter One - Transitional Report.

Reason: To update Cabinet on the performance of the Council in terms of progress in delivering against the Corporate Plan priorities.

### Alternative options considered and rejected

The Corporate Plan performance report is a key reporting document that provides transparency on the Council's performance and as such reporting this performance is considered best practice.

### Relevance to the Corporate Plan and/or the Plymouth Plan

This report is fundamentally linked to delivering the priorities within the Council's Corporate Plan.

### Implications for the Medium Term Financial Plan and Resource Implications:

The Medium Term Financial Strategy is a core component of the Council's strategic framework and has a vital role to play in translating the Council's ambition and priorities set out in the Corporate Plan 2023-26.

### Financial Risks

Associated risk regarding performance are managed within the strategic and operational risk registers.

### Carbon Footprint (Environmental) Implications:

Environmental sustainability is a key priority of the administration, and the waste management, recycling and traffic management commitments are specifically aimed at reducing the city's carbon footprint.

### Other Implications: e.g. Health and Safety, Risk Management, Child Poverty:

*\* When considering these proposals members have a responsibility to ensure they give due regard to the Council's duty to promote equality of opportunity, eliminate unlawful discrimination and promote good relations between people who share protected characteristics under the Equalities Act and those who do not.*

### Appendices

Ref.	Title of Appendix	Exemption Paragraph Number (if applicable) <i>If some/all of the information is confidential, you must indicate why it is not for publication by virtue of Part 1 of Schedule 12A of the Local Government Act 1972 by ticking the relevant box.</i>						
		1	2	3	4	5	6	7
A	Corporate Plan Performance Report, Quarter One 2023/24							

### Background papers:

Please list all unpublished, background papers relevant to the decision in the table below. Background papers are unpublished works, relied on to a material extent in preparing the report, which disclose facts or matters on which the report or an important part of the work is based.

Title of any background paper(s)	Exemption Paragraph Number (if applicable) <i>If some/all of the information is confidential, you must indicate why it is not for publication by virtue of Part 1 of Schedule 12A of the Local Government Act 1972 by ticking the relevant box.</i>						
	1	2	3	4	5	6	7



**Sign off:**

Fin	DJN. 23.2 4.11 6	Leg	LS/00 0013 12/2/ AC/6/ 10/23	Mon Off	N/A	HR	N/A	Assets	N/A	Strat Proc	N/A
Senior Leadership Team approval: Giles Perritt Date approved: 04/10/2023											
Cabinet Member approval: Councillor Chris Penberthy Date approved: 04/10/2023											

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# CORPORATE PLAN PERFORMANCE REPORT

## Quarter One 2023/24

### PLYMOUTH CITY COUNCIL CORPORATE PLAN 2023-2026

The Plymouth City Council Corporate Plan 2023-2026 sets out our vision of Plymouth being *one of Europe's most vibrant waterfront cities, where an outstanding quality of life is enjoyed by everyone*. It was approved by Full Council in June 2023.

At the heart of the plan is the Council's ambition to make Plymouth a fairer, greener city where everyone does their bit, making Plymouth a great place to grow up and grow old, whilst minimising the impact of the cost of living crisis.

Tackling crime and anti-social behaviour, filling in potholes, creating cleaner streets, building new homes, green investment, keeping people safe and better access to healthcare and dentistry are front and centre of the administration's vision for Plymouth's future.

The Corporate Plan priorities are delivered through specific programmes and projects, which are coordinated and resourced through cross-cutting strategic delivery plans, capital investment and departmental business plans.

The key performance indicators (KPIs) and their associated targets detailed in this report are for the first quarter of 2023/24 (April to June 23). This period covers a change of administration and is very much the starting point for our new reporting. Benchmarking and comparisons with established comparator groups will become available as the report develops and will provide additional rigour to our performance approach.



The purpose of this report is to provide an analysis of performance against the priorities and enablers of the Corporate Plan 2023-2026. There are six priorities:

- Working with the Police to tackle crime and anti-social behaviour
- Fewer potholes, cleaner, greener streets and transport
- Build more homes – for social rent and affordable ownership
- Green investment, jobs, skills and better education
- Working with the NHS to provide better access to health, care and dentistry
- Keeping children, adults and communities safe.

## Direction of travel (RAG) colour scheme

A red-amber-green (RAG) direction of travel rating is provided to give an indication of whether performance is improving or declining based on the two latest comparable periods for which information is available. For example, repeat referrals to Children's Social Care is compared to the previous quarter; household waste sent for reuse, recycling or composting is compared to the same period in the previous year (due to seasonality); and annual measures, such as public satisfaction with traffic flow, are compared to the previous year.

- Indicators with arrows highlighted **green**: improved on the previous value or on an expected trend
- Indicators with arrows highlighted **amber**: within 15% of the previous value (slight decline)
- Indicators with arrows highlighted **red**: declined by more than 15% on the previous value
- Indicators with arrows that are not highlighted have no direction of travel or the most recent value is not comparable with previous values.

## Target (RAG) colour scheme

A RAG target rating is applied for indicators that have a target. For these indicators, the bar for the latest reporting period is coloured either red, amber or green in the chart and in the table to visually display how we are performing compared with the target.

- Indicators highlighted **green** show where Plymouth is better than target
- Indicators highlighted **amber** show where Plymouth is within 15% of target
- Indicators highlighted **red** show where Plymouth is more than 15% worse than target
- Indicators not highlighted or 'N/A' show where no in year data is available to compare against target, or no target has been set.

## Summary page

A performance summary section is presented at the start of this report to visually display how we have performed against our Corporate Plan priorities. Our RAG rating on these pages is used to show whether we have done better, worse or had a slight decline from the previous comparable period (coloured arrows), and whether we have done better, worse or got close to the target (coloured boxes). Some indicators do not have a target (for example, due to being a new indicator) and will therefore have no target RAG rating. Similarly, some of our indicators are new and we do not have any previous data to compare our performance to or it is not appropriate to compare to previous data; these will have no direction of travel RAG rating in the summary pages.

## OUR PRIORITIES:

Priority	Key performance indicators*	2022/23 Baseline	Previous performance	Latest performance		Page
Working with the Police to tackle crime and anti-social behaviour	Number of anti-social behaviour incidents reported to the Council (Q)	543	107	107	-	6-8
	Number of early interventions to anti-social behaviour (Q)	222	30	52	▲	
	Crime rate per 1,000 residents (Q)	22.59	22.59	22.97	▲	
Fewer potholes, cleaner, greener streets and transport	Percentage of carriageway defects completed on time (Q)	94.0%	93.8%	94.0%	▲	9-11
	Cleanliness Index (APSE) (Q)	KPI under review				
	Public satisfaction with traffic flow (A)	39%	38%	39%	▲	
Build more homes - for social rent and affordable ownership	Net additional homes in the city (A)	6,562	6,177	6,562	▲	12-14
	Total new affordable homes (gross) (A)	115	NEW	115	-	
Green investment, jobs, skills and better education	Employment rate (Q)	73.2%	73.6%	73.2%	▼	15-20
	Percentage of young people aged 16 to 17 going to, or remaining in, education, employment or training (EET) (Q)	92.4%	92.4%	91.9%	▼	
	Pupils attending schools judged as good or better by Ofsted (Q)	81.0%	81.0%	81.4%	▲	
	Number of pupils with an Education, Health and Care Plan (EHCP) permanently excluded (Q)	KPI in development				
	Corporate scope 1 and scope 2 CO <sub>2</sub> e emissions (tonnes CO <sub>2</sub> e) (A)	6,155	6,789	6,155	▼	
	PCC investment in low carbon infrastructure (3 year average) (A)	KPI in development				
	Key Stage 4 pupils achieving Grade 5+ in English and maths (achieving the 'Basics') (A)	46.0%	51.9%	46.0%	▼	
Working with the NHS to provide better access to health, care and dentistry	Adult Social Care Front Door - timeliness of assessments (Q)	KPI in development				
	Number of No Criteria to Reside patients at an acute setting (daily average during the quarter) (Q)	35.6	35.6	30.2	▼	21-23
	GP access - patient survey CCG (Q)	KPI in development				
	Number of children (<16 years) on the NHS dental waiting list year-on-year from 2022-2025 (Q)	NEW	NEW	4,189	-	
	Number of adults (>16 years) on the NHS dental waiting list year-on-year from 2022-2025 (Q)	NEW	NEW	17,646	-	
	Social care-related quality of life impact of Adult Social Care services (A)	19.7	19.7	19.5	▼	
	Proportion of people who use services who find it easy to find information about services (A)	62.3%	62.3%	61.4%	▼	

Keeping children, adults and communities safe	Repeat child protection plans within a child's lifetime (rolling 12 months) <b>(Q)</b>	25.7%	25.7%	25.6%	▼	24-28
	Children in care (rate per 10,000) <b>(Q)</b>	94.0	94.0	94.9	▲	
	Percentage of closed adult safeguarding enquiries where the desired outcomes have been fully or partially achieved <b>(Q)</b>	98.6%	98.6%	98.0%	▼	
	Adult Social Care service users who feel safe and secure <b>(A)</b>	87.9%	90.0%	87.9%	▼	
	Residents who feel safe (during the day) <b>(A)</b>	89%	90%	89%	▼	

## DOING THIS BY:

Enabler	Key performance indicators*	2022/23 Baseline	Previous performance	Latest performance		
Providing quality public services	Stage one complaints resolved within timeframe <b>(Q)</b>	80.6%	70.8%	83.3%	▲	
	Percentage of people who receive social care who are satisfied <b>(A)</b>	67.0%	66.1%	67.0%	▲	
Trusting and engaging our communities	Percentage of adults registered to vote in local elections <b>(Q)</b>	KPI in development				
	Residents who know how to get involved in local decisions <b>(A)</b>	27%	34%	27%	▼	
	Residents who think people from different backgrounds get on well <b>(A)</b>	42%	55%	42%	▼	
	Percentage of Plymouth City Survey respondents who volunteer or help out <b>(A)</b>	38%	42%	38%	▼	
Focusing on prevention and early intervention	Number of Multi Agency Safeguarding Hub (MASH) contacts received <b>(Q)</b>	NEW	NEW	2,487	-	
	Number of MASH referrals received <b>(Q)</b>	2,347	674	722	▲	
	Repeat MASH referrals to Children's Social Care (rolling 12 months) <b>(Q)</b>	19.4%	19.4%	18.6%	▼	
	Number of households prevented from becoming homeless or relieved of homelessness <b>(Q)</b>	828	235	147	▼	
	Percentage of people accessing the Stop Smoking Service who have quit <b>(Q)</b>	54%	53%	54%	▲	
	Proportion of people who received short term service, where sequel was either no ongoing support or support of a lower level <b>(A)</b>	82.5%	88.9%	82.5%	▼	
	Child obesity at Year 6 <b>(A)</b>	35.1%	33.5%	35.1%	▲	
	Percentage of two year olds benefiting from Funded Early Education <b>(A)</b>	72.6%	72.6%	72.8%	▲	
	Total persistent absence in all schools <b>(A)</b>	28.1%	12.9%	28.1%	▲	
Spending money wisely	Forecast spend against budget (£million) <b>(Q)</b>	£0.000m	£0.000m	£7.500m	▲	

	Council tax revenue per dwelling <b>(A)</b>	£1,283	£1,283	<b>£1,359</b>	▲	
	Social care spend as percentage of core spending power <b>(A)</b>	Not yet available	-	<b>75.3%</b>	-	
	Debt servicing as percentage of core spending power <b>(A)</b>	Not yet available	-	<b>11.9%</b>	-	
Empowering and engaging our staff	Days lost due to sickness (average per rolling 12 months) <b>(Q)</b>	9.37	9.37	9.07	▼	
	Staff engagement - Staff Room <b>(Q)</b>	KPI in development				
	Staff engagement - HROD <b>(Q)</b>	KPI in development				
	Staff satisfaction overall (%) <b>(A)</b>	KPI in development				
Being a strong voice for Plymouth		See page 34				

## TAKING THE LEAD

<b>Lead Cabinet Members</b>	Councillor Sally Haydon Councillor Chris Penberthy
<b>Lead Officer</b>	Matt Garrett, Service Director for Community Connections
<b>Enabling Plans</b>	Safer Plymouth Plan
<b>Relevant Scrutiny Panel</b>	Performance, Finance and Customer Focus Overview and Scrutiny Panel

## WHAT DO WE KNOW

Overall recorded crime in Plymouth increased by 7.9 per cent (1,656 crimes) in the 12 month period to end March 2022 compared with the same period the previous year. This follows on from a 9.0 per cent decrease reported in the previous year. This increase in crime may have been affected by the impacts of the pandemic and the associated lockdowns in the previous years.

Plymouth has a comparatively low crime rate for a city of its type and is placed first in its most similar family group of 15 partnerships (where first is lowest). Plymouth's crime rate is 85.9 crimes per 1,000 population compared to an average of 107.7 for the comparator group of similar areas within which it sits. As well as having the lowest overall crime rate, Plymouth also has the lowest rates for residential burglary, theft other, shoplifting, theft from vehicle and public order offences.

However, Plymouth does not benchmark as well for violence with injury (14th), other sexual offences (14th) and possession of drugs (15th). The biggest percentage increases are in other sexual offences, which increased by 35.8 per cent (+233), this is followed by a 24.4 per cent increase in violence with injury (+729) and 16.7 per cent in violence without injury (+599). Eight other crime/incidents types increased in 2021/22, these are; public order, robbery, rape, non-crime domestic incidents, theft other, hate crime, criminal damage and shoplifting.

## PROGRESS UPDATE

We have committed to promoting a culture in the city that does not tolerate antisocial behaviour, harassment, intimidation, and hostility towards others by signing the Community Safety Charter.

Plymouth was awarded the Purple Flag award for the way the evening and night-time economy is managed to keep residents and visitors safe.

New night-time economy marshals were funded to help people stay safe when going out over the summer months and will offer additional support to students over Fresher's Week

A brand new, multi-agency CCTV control centre with fully upgraded technology is now keeping a watchful eye on Plymouth's streets. The centre also includes a dedicated room for the police, where they can monitor and review footage without having to interrupt day-to-day operations.

We have extended the city-wide Public Spaces Protection Order, which is focused on preventing alcohol related anti-social behaviour, public nuisance and disorder, for a further three years.

Safer Streets 4 funding delivered several initiatives to enable residents to feel safer, including environmental improvements in areas that residents highlighted as feeling unsafe. We have now begun work under the Shared Prosperity fund to consider what we can do in the coming months to make further improvements.

We have increased the amount of consultation we are doing within communities to understand more about local concerns and ensure victims are aware of their rights. This included a week of events during ASB Awareness Week.



## **Violence Against Women and Girls (VAWG)**

[M.A.N. Culture male allyship network](#) successfully delivered their first conference on Wednesday 6 September 2023. The event was well attended and sparked some important conversations. The network will continue their work by refining and trialling their delivery of conversations about masculinities, VAWG and Male Allyship with men and boys in the city.

The VAWG Communications group is leading on and finalising planning of activities and communications ready for launch in 16 days of activism at the end of November. Multiple partners across the city have collaborated on the plan which will include activities across the 16 days as well as communications from key partners raising awareness of VAWG and how to get support locally.

In collaboration with NSPCC, public health and VAWG Strategic Lead the healthy relationships package for schools has been updated and will be piloted this quarter. This will be offered across all schools in Plymouth.

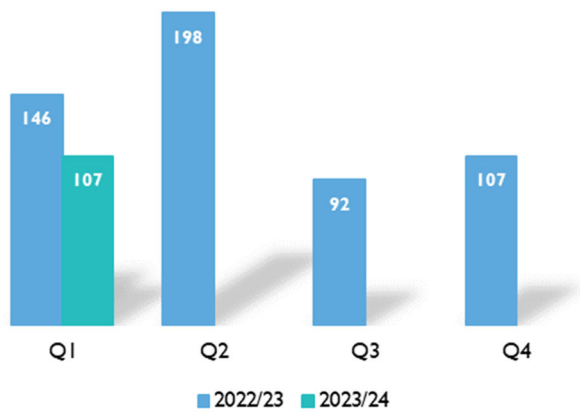
The NSPCC are leading on a Campaign about online harm. This will be launched in in the autumn and piloted at three educational settings in Plymouth. There will be a panel event in October bringing together experts in this field for a discussion about the impact of pornography on young people and what we can do about it.

Plymouth are working with Standing Together Against Domestic Abuse to be the first area in the UK to pilot a whole systems approach to tackling violence against women and girls, domestic abuse and sexual violence via a Coordinated Community Response (CCR) Accreditation Pilot from July 2023. This quality assurance and change programme will ensure that women and girls can report their experience and receive effective support across the City. It also has a focus on ensuring that people who harm are held accountable for their behaviour. Work has begun to start shaping the accreditation process and to reflect on the strengths and areas of development of our partnership work in Plymouth.

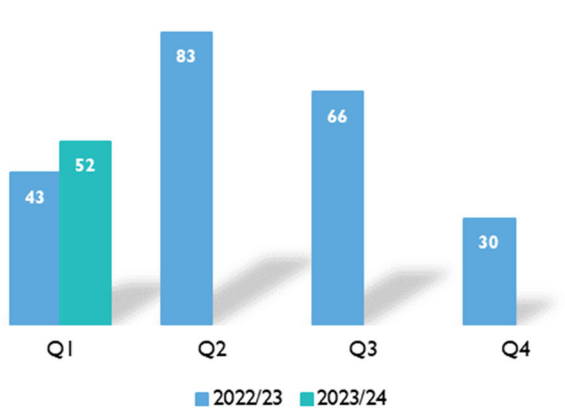
PERFORMANCE MEASURES

Quarterly KPIs	Q2 2022/23	Q3 2022/23	Q4 2022/23	Q1 2023/24	Direction of travel	Target
Number of anti-social behaviour incidents reported to the Council	198	92	107	107	▲ ▼	Monitor
Number of early interventions to anti-social behaviour	83	66	30	52	▲	Monitor
Crime rate per 1,000 residents	23.64	22.53	22.59	22.97	▲	Monitor

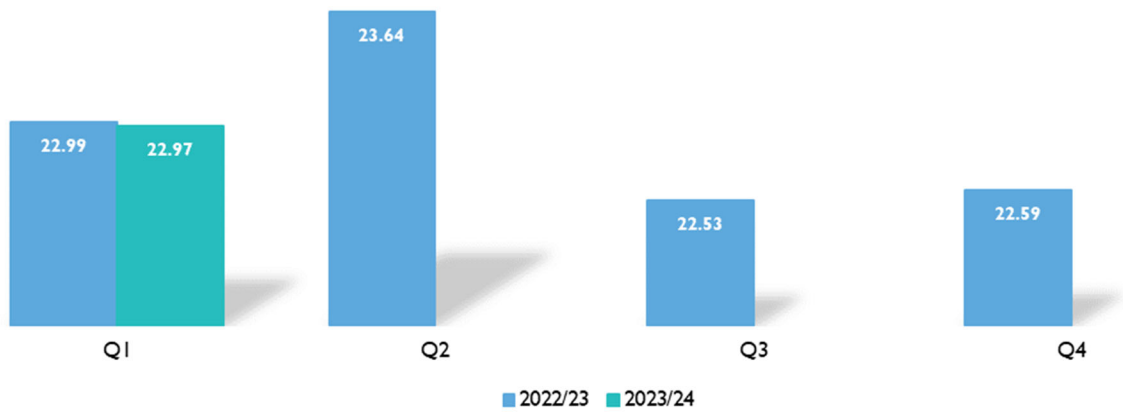
Number of anti-social behaviour incidents reported to the council



Number of early interventions to anti-social behaviour



Crime rate per 1,000 residents



## TAKING THE LEAD

<b>Lead Cabinet Members</b>	Councillor Tom Briars-Delve, Councillor Mark Coker
<b>Lead Officer</b>	Philip Robinson, Service Director for Street Scene
<b>Enabling Plans</b>	<a href="#">Plan for Plastics</a> <a href="#">Highways Maintenance Plan</a>
<b>Relevant Scrutiny Committee</b>	Performance Finance and Customer Focus Overview and Scrutiny Committee

## WHAT DO WE KNOW

Provision of Cleaner, Greener streets and transport is delivered through 2 key service areas; Plymouth Highways and Street Scene and Waste.

### Highways Maintenance

The highway network is the Council's largest capital asset with an estimated replacement cost of in excess £1.6 billion (2019) and requires regular ongoing maintenance and renewal in order to be kept in a safe and serviceable condition for the travelling public. The asset is vitally important not only for the everyday operation of the City and the lives of its inhabitants but also for ongoing economic development and productivity in all aspects of City life.

The Council is responsible for: 53km of principal (A) roads, providing transport links within or between large urban areas. 211km of non-principal (B&C) roads connecting towns and villages and feeding traffic between principal and smaller roads. Unclassified, estate and rural roads serving local traffic account for 611km, the largest proportion of the Plymouth network. The condition of the carriageway asset is measured through annual surveys and inspections – which include all Highways Maintainable at Public Expense (HMPE), such as pavements, walkways, drainage systems – gullies, slotted and gridded drainage channels, catch pits and manholes (circa 1700km of public footways and carriageways).

### Environmental Operations – Street Scene and Waste

**Street Cleansing Operations** – responsible for maintaining civic pride, highway and public safety through routine cleansing works as well as response to fly-tipping and hazardous waste on both the Council's green and grey estate including HMPE. The service also collects waste from over 1100 public street bins and delivers works to support both Business Improvement Districts, Council car parks and other public and private assets.

**Green Estate Operations** – Managing and maintaining the city's green spaces, trees, highway vegetation and playgrounds for the benefit of both people and nature. The green estate is made up of over 585 hectares of grassland, 136 nature reserves, approximately 400,000 trees of which circa 30,000 are street trees as well as 22 formal parks, 127 playgrounds and sports grounds and other assets.

**Household Waste Services** – Most of the city's 123,000 households are provided with kerbside collection of recycling and non-recyclables at the kerbside totalling over five million collections a year lifting over 78,000 tonnes of materials. Additionally there is a seasonal kerbside collection of garden waste with over 30,000 registrations collecting about 7,000 tonnes of material.

**Disposal and Recycling of Waste** – The Service operates two Household Waste and Recycling Centres (HWRC) at Chelson Meadow and Weston Mill. In addition, it contract manages the Materials Recycling Facility at Chelson Meadow and the Energy from Waste plant managed by MVV Environment on behalf of the South West Devon Waste Partnership provides an effective solution for residual waste treatment.

The Service also operates a commercial waste transfer station at Chelson Meadow that receives 16,500t of waste per year from 280 commercial customers.

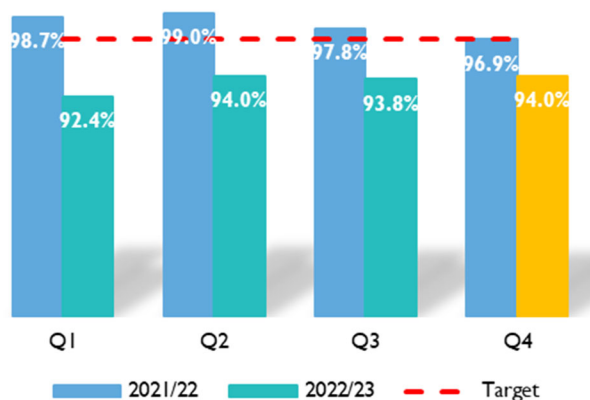
## PROGRESS UPDATE

- The trialling of the new road patching system – Velocity – is progressing well and has achieved excellent result this FY – repairing an average of 775 highway defects in 23/24 (to date) compared to 200 in defects a month in 22/23. As there is no excavation of the road surface required, limiting the need for road closures, eliminating waste and filling more potholes more quickly as waste as well as having a smaller carbon footprint. SWH
- City Centre cleansing activity has increased, including;
  - Replacement bins have been ordered and we are starting to swap out 15 bins.
  - We've reinstated a regular surface washing regime targeting areas near food outlets.
  - Greater focus on weeds and sweeping detritus.
- Our Fly Tip response team have adjusted how they operate. Now when they respond to a fly tip report in a rear lane they will assess the entire rear lane to look for other items whilst gathering evidence for enforcement.
- We are continuing to deliver the Defra funded investment in 5 x moveable cameras to target rear lane fly-tipping.
- We are in the process of redesigning our Citywide cleansing activity to switch to a zonal model whereby small teams are allocated designated areas. This will increase ownership and pride for the teams and enable better coordination of sweeping, weed removal and litter picking. Looking to trial a number of areas in September.
- Maximising income from car parking and parking enforcement to increase highways revenue in support of DfT and core funding

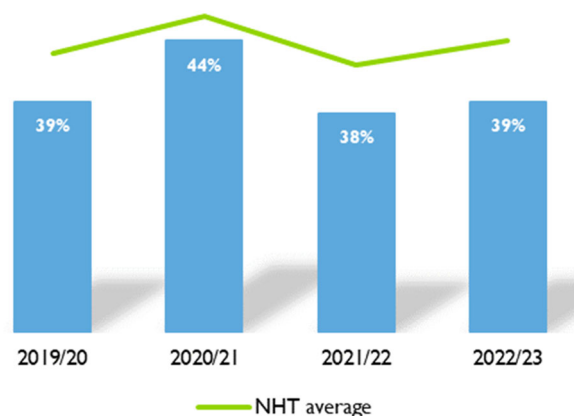
## PERFORMANCE MEASURES

Quarterly KPIs	Q2 2022/23	Q3 2022/23	Q4 2022/23	Q1 2023/24	Direction of travel	Target
Percentage of carriageway defects completed on time (cumulative)	94.0%	93.8%	<b>94.0%</b>	Not yet available	▲	97%
APSE cleanliness index (cumulative)	KPI under review					
Annual KPI	2019	2020	2021	2022		
Public satisfaction with traffic flow	39%	44%	38%	<b>39%</b>	▲	Monitor

Percentage of carriageway defects completed on time (cumulative year to date)



Public satisfaction with traffic levels and congestion



## TAKING THE LEAD

<b>Lead Cabinet Members</b>	Councillor Tudor Evans Councillor Tom Briars-Delve Councillor Mark Lowry Councillor Sally Cresswell
<b>Lead Officer</b>	Anthony Payne, Strategic Director for Place
<b>Enabling Plans</b>	<a href="#">NetZero Action Plan</a> <a href="#">Green Infrastructure Delivery Plan</a> <a href="#">Plymouth's Plan for Economic Growth</a> <a href="#">Unlocking Plymouth's Potential</a>
<b>Relevant Scrutiny Panel</b>	Growth and Infrastructure / Education and Childrens' Social Care Overview and Scrutiny Panel

## WHAT DO WE KNOW

### Climate Emergency

On 18 March 2019, the City Council's Labour Administration introduced a council motion to declare a climate emergency, which was unanimously supported, and pledged to make Plymouth carbon neutral by 2030, in recognition of the need for an urgent response from the global community to the threat of climate change. In so doing, the Council was highlighting that the 2020s as a critical decade for urgent and accelerated action towards net zero.

The declaration set in train a series of actions, including: A refresh of the Plymouth Plan, to align in to the net zero mission; the establishment of the Plymouth Net Zero Partnership to provide city-wide strategic leadership; annual Climate Emergency Action Plans and Corporate Carbon Reduction Plans; the establishment of a £2m Climate Emergency Investment Fund; the launch of the Climate Connections website and a refresh of planning policy through a Climate Emergency Planning Statement. Additionally, the Council has continued to be proactive in seeking funding for net zero projects, including for retrofit of the corporate estate and city housing, decarbonising transport and renewable energy projects.

Since April 2023, the Council has set out its plans for reducing its own emissions and influencing city emissions in a Net Zero Action Plan. This is a three-year delivery plan, which will be rolled forward annually. Whilst the Council only directly effects 1% of city-emissions and influences about 30%, this plan is crucial to showing how it will play its part in delivering the Plymouth Plan's policy aim that Plymouth achieve net zero by 2030.

Corporate and city emissions are monitored and reported annually. Whereas corporate and city-emissions are both reducing, these reports demonstrate the scale of the challenge to get to net zero by 2030. There is a need for a radical step-change in the pace of delivery if the net zero aspiration is to be realised, particularly at a city-wide level.

### Jobs

Currently Plymouth has a marginally higher employment rate than nationally (75.5 per cent compared to 75.1 per cent) and a slightly lower economic activity rate (75.9 per cent compared to 78.2 per cent). Of those aged 16-64 who are economically active but unemployed the figures are slightly higher for Plymouth women than the national average (3.9 per cent and 3.6 per cent respectively) with Plymouth men consistent with the national figure (3.8 per cent and 3.8 per cent respectively). The latest figures (2021) show the number of jobs in Plymouth has increased from 110,000 in 2020 to 115,000 (a net increase of 5,000 jobs). Of the total jobs in Plymouth, 74,000 were full time and 41,000 were part-time (2021).

### Skills

Plymouth has seen relatively higher average levels of job vacancy postings in 2022 when compared to pre-pandemic levels, up by over 60 per cent since 2019. Over 60 per cent of unique job postings require a Level 4 qualification or higher, but only 27.5 per cent of Plymouth residents are qualified to this level. The city also fares poorly in comparison to England as a whole, with 33.9 per cent of the population holding a Level 4 qualification or higher; a gap of 6.4 per cent.

### Education

Plymouth has a diverse range of early years and childcare settings, and high percentages of children take up their free entitlements. Plymouth currently has 98 schools, consisting of 18 local authority maintained schools, two non-maintained nursery schools and 78 academies.

At the end of December 2022, 79 per cent of Plymouth's pupils attended a school which was judged as 'good' or 'outstanding' by Ofsted.

The progress made by pupils from KS1 to KS2 in Plymouth is above that made by similar pupils regionally and within our statistical neighbours for reading, writing, and maths. The progress made by disadvantaged pupils (eligible for Free School Meals) is below that of non-disadvantaged pupils (those not eligible for Free School Meals) at the end of KS2.

By the end of KS4, the progress made by Plymouth pupils is below that made by similar pupils within the statistical neighbour group. The progress made by disadvantaged pupils is below that of non-disadvantaged pupils at the end of KS4.

The percentage of pupils achieving a strong pass in the 'the basics'23 in Plymouth is 45.9 per cent which is below the national average of 46.6 per cent, the regional average 49.2 per cent and the statistical neighbour average of 47.7 per cent.

## PROGRESS UPDATE

### Investing in Net Zero

With the Net Zero Partnership, we have bid for £2.9m of Innovate UK funding to boost capacity for collaboration around and ownership of net zero delivery in the city, including amongst other things facilitating the development of green markets, skills and jobs. If successful, this will represent a significant increase in the city's ability to move towards net zero, alongside a further £2m the Council is already proposing to invest through its new Green Investment Fund.

Additionally, we continue to deliver and proactively pursue funding and opportunities for net zero infrastructure. For example, renewable energy schemes such as that now operational on Theatre Royal car park roof, district heating, retrofit of corporate estate, working with Plymouth Energy Community to retrofit housing for residents in fuel-poverty, and Connect Plymouth with over 500 Beryl Bikes now in operation.

We have also renewed our commitment to the UK100 Net Zero Pledge to: (1) Have set ambitious Net Zero targets for greenhouse emissions of 2030 at the latest; (2) Report our carbon emissions annually; (3) Commit to limiting the use of offsets, and if used, to be as local as possible.

With regard to offsets, we are developing local solutions which organisations can invest in to support their own net zero commitments. This includes the development of a Blue and Green Carbon Fund, linked to Habitat Banking, and working with the Net Zero Partnership a housing retrofit offer for carbon offsetting.

### Port Strategy

We have commenced the work on our first Port Strategy which will look at the economic potential of all our four ports for the first time ever. The strategy will cover Devonport, Millbay, Sutton Harbour and Cattewater Ports and will identify the opportunity for Plymouth to massively grow green jobs and lobby Government for large scale infrastructure investment

### Celtic Array

The Leader of the Council has met with Freeport, Celtic Array contractors/consultants and our Economic Development Team to ensure that Plymouth will be at the forefront of the economic opportunities that result from the massive national investment in the Celtic array. Work on an investment prospectus and a major event to highlight what Plymouth has to offer is underway.

### **Devonport**

The Leader and officers are currently in discussions with partners to consider how to ensure Plymouth benefits from the scale of the investment going into the Naval Base and in particular benefits from the 10% social requirement in MOD contracts. Further updates will be provided in future reports.

### **Oceansgate Phase 3**

Further investment is being developed by MSUBS, a specialist in autonomous underwater vehicles, for Phase 3 of Oceansgate.

### **Unlocking Plymouth's Potential**

An ambitious new plan, Unlocking Plymouth's Potential, has been co-designed with local businesses, employers, schools and colleges, and outlines how Plymouth City Council and key partners will work together to address issues and empower young people to aspire and achieve.

The plan sets out how these young people will be targeted and supported to seek education, employment or training (SEET) and then to take advantage of those opportunities so they can develop new skills or begin their careers. The support on offer will include:

- Enhancing the post-16 training offer in Plymouth with more traineeships, internships, apprenticeships and other early career opportunities
- Increasing the number of internships and employment opportunities for young people with educational needs and/or disabilities (SEND) by forming a Plymouth City Council-led SEND Employment Forum
- Providing bespoke action plans, skills assessments and pre-employment courses for young people
- Working with employers to develop an effective model for work experience and to grow opportunities for entry-level jobs
- Running a programme of careers events across the city so that every child in Plymouth can attend at least one event a year
- Creating a mentoring and coaching programme where young people in further education can support young people from SEET into education or training.

### **Special Educational Needs and Disability**

A priority action plan is being produced to address concerns raised in a recent Local Area Inspection undertaken jointly by the Care Quality Commission and Ofsted in June 2023. The inspection found provision and outcomes for children and young people with special educational needs and/or disabilities (SEND) in Plymouth needs to rapidly improve. Areas identified as needing improvement include the early identification of young children's needs and transitional planning in social care.

A number of immediate actions have already been carried out since the inspection. This has included ensuring social care teams have thorough and robust oversight of the small number of children with Education, Health and Care Plans (EHCP) living in residential accommodation outside of Plymouth. A review of children and young people who receive respite care and short breaks is also underway, to ensure families are being fully supported.

The report highlights that 'leaders across the partnership understand the issues and share a commitment to improve the way they work together'. Other areas that Ofsted and CQC identified where the partnership is effective include:

- Strengthening the early support for young children with language and communication difficulties



- Providing a range of services to meet the social and emotional needs of children and young people with SEND
- Reducing the number of young people with SEND who are not in employment, education or training
- Effectively supporting children and young people with autism spectrum disorder or those with a learning disability to avoid hospital admission at times of crises

**School Attendance Campaign**

In partnership with schools, a new school attendance campaign highlights that lost days of learning really do add up and reminds families that every day in school matters: regular school attendance plays an important part in helping your child achieve more and improve attainment during their school lives and beyond

## TAKING THE LEAD

<b>Lead Cabinet members</b>	Councillor Chris Penberthy Councillor Mark Lowry
<b>Lead Officer</b>	Paul Barnard, Service Director for Strategic Planning and Infrastructure
<b>Enabling Plans</b>	<a href="#">Plan for Homes</a> <a href="#">Plymouth Alliance Accommodation and Homelessness Prevention Strategy and Delivery Plan</a>
<b>Relevant Scrutiny Panel</b>	Growth and Infrastructure Overview and Scrutiny Committee

## WHAT DO WE KNOW

### Housing Profile

Plymouth has approximately 122,813 dwellings. This has increased from 114,543 in 2011. A profile of Plymouth's housing stock, taken from the 2021 Census, shows that Plymouth's housing profile remains significantly different to that of England as a whole and also the South West region. The proportion of detached homes in the city has increased slightly from 10.9 per cent to 11.4 per cent in 2021. This is around half the national figure (22.9 per cent), which given the city's urban character is not unexpected. A third (32.8 per cent) are terraced compared to 23 per cent nationally

### Current Performance

Plymouth is on track to meet the Plymouth Local Planning Authority (LPA) area target set out in the Joint Local Plan of 13,200 net additional dwellings to be delivered over the period 2014 to 2034 (annualised to 660 dwellings per annum). This has seen 6,177 net additional dwellings over the period 2014 to 2022 and is currently significantly ahead (by 897 dwellings) of the Plymouth LPA cumulative target (5,280 net additional dwellings over the period 2014 to 2022). Of the 6,177 homes, 1,030 were affordable homes, which is an annualised average of 129 (17 per cent of net housing delivery). However, this hides the significant amount of new affordable housing that has been delivered through the replacement of existing poor quality housing over the period (1,720 dwellings), accounting for 24 per cent of gross housing delivery (7,149 dwellings). This major regeneration in areas of Devonport, North Prospect and Barne Barton have seen the demolition of 690 poor quality affordable homes being replaced by the provision of new high quality affordable homes.

### Housing Need

The city has seen a rise in homelessness and families living in temporary accommodation. There are currently 12,192 Plymouth households on the Devon Home Choice Register. At present, there are 1922 Plymouth households on the Devon Home Choice Register with accessibility needs. This includes 1,109 households requiring a maximum of 3 steps, 653 households requiring step free properties and a further 160 requiring wheelchair accessible properties. The number of people aged 65 or over who are living with a limiting long-term illness or mobility issues is projected to increase significantly by 2035. It is therefore critical that the city's housing delivery achieves the best value in terms of housing outcomes whilst meeting a wide range of housing needs such as extra care housing for older people, wheelchair accessible housing, homes for both single people and couples without children, as well as larger family homes.

## PROGRESS UPDATE

**Following a successful bid for £1,020,000 from the Department of Levelling Up, Housing and Communities' (DLUHC) Local Authority Housing Fund**, which will be matched with £1.2 million from the council's capital programme, a total of ten homes with between two and four bedrooms will be purchased from the open market in locations across the city. As part of the programme additional investments of £20,000 per property will be available for refurbishment costs to ensure that the homes are ready for occupation by March 2024.

As part of the funding agreement, eight of the homes will be allocated to Afghan families who are part of the Afghan Citizen Resettlement Scheme or Afghan Relocations and Assistance Policy which are initiatives designed to relocate locally-employed staff who worked for British forces, often in dangerous and challenging situations, during the conflict in Afghanistan.

**Westward's latest two housing developments for Plymouth will provide 18 affordable homes** on land previously owned by the Council and sold to Westward at a discount for redevelopment to include accessible homes as a priority. Building work began recently with Homes England funding and recycled grant funding from Westward for both sites. All properties on both sites will benefit from photovoltaic solar panels to assist with fast-rising energy costs and support environmental and sustainability strategies. Two shared ownership and three affordable rent properties will be built at St Peter's Close in Plympton, ready for occupancy next summer.

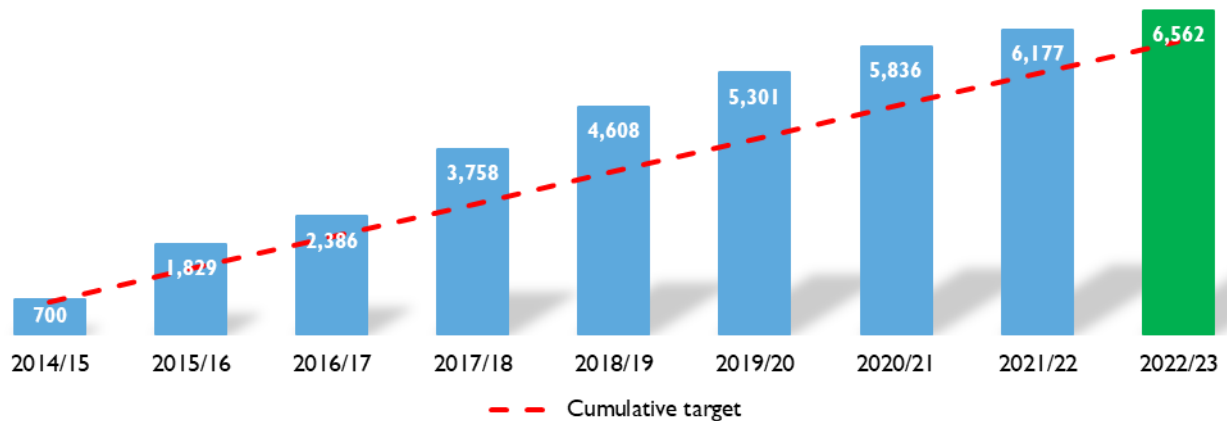
In addition, **the regeneration site at Moses Close in Southway providing 13 much needed affordable homes has now recommenced**. The 13 homes will be at social rent rates and provide an apartment block of six one-bed flats designed for couples including two ground floor accessible and adaptable homes. These are alongside a terrace of six two-bed houses designed for three people each, plus an end of terrace bungalow. This site is not only providing new homes but will also deliver an Employment and Skills Plan for the site which means delivery new opportunities for training in construction.

At Broadland Gardens, Plymstock the **first direct housing development by the Council in the city for over 40 years** is well under construction. The proposed 10 family Eco- houses for open market sale have been designed to be liveable, adaptable and sustainable responding to the needs of occupants as they change over time. This scheme is the start of an important journey that will once again see Plymouth City Council building quality, well designed homes that people will be proud to live in, both now and into the future and will set the benchmark for future Council projects.

## PERFORMANCE MEASURES

Quarterly KPIs	2019/20	2020/21	2021/22	2022/23	Direction of travel	Target
Net additional homes in the city (cumulative from launch of Plan for Homes 2014/15)	5,301	5,836	6,177	<b>6,562</b>	▲	5,940
Total new affordable homes (gross)	NEW	NEW	NEW	<b>115</b>	-	Monitor

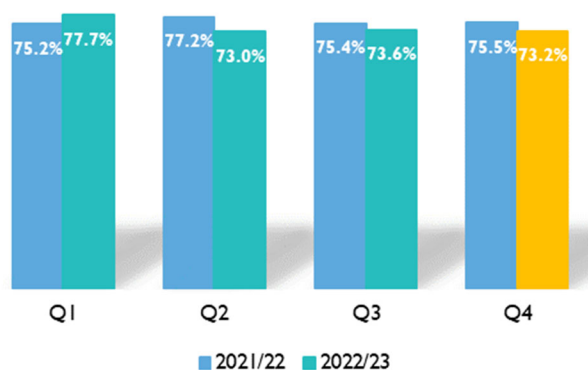
Net additional homes delivered in the city (cumulative)



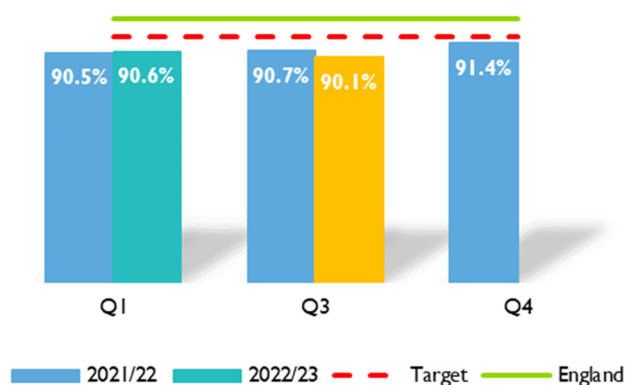
## PERFORMANCE MEASURES

Quarterly KPIs	Q2 2022/23	Q3 2022/23	Q4 2022/23	Q1 2023/24	Direction of travel	Target
Employment rate	73.0%	73.6%	<b>73.2%</b>	Not yet available	▼	Increase
Percentage of young people aged 16 to 17 going to, or remaining in, education, employment or training (EET)	Not reported	90.1%	92.4%	<b>91.9%</b>	▼	92.0%
Pupils attending schools judged as good or better by Ofsted	78.3%	78.8%	81.0%	<b>81.4%</b>	▲	Monitor
Number of pupils with an Education, Health and Care Plan (EHCP) permanently excluded	KPI in development					
Annual KPIs	2019	2020	2021	2022		
Corporate scope 1 and scope 2 CO <sub>2</sub> e emissions (tonnes CO <sub>2</sub> e)	7,381	6,672	6,789	<b>6,155</b>	▼	Reduce
PCC investment in low carbon infrastructure (3 year average)	KPI in development					
Percentage of Key Stage 4 pupils achieving Grade 5+ in English and Maths	37.6%	47.1%	51.9%	<b>46.0%</b>	▼	Monitor

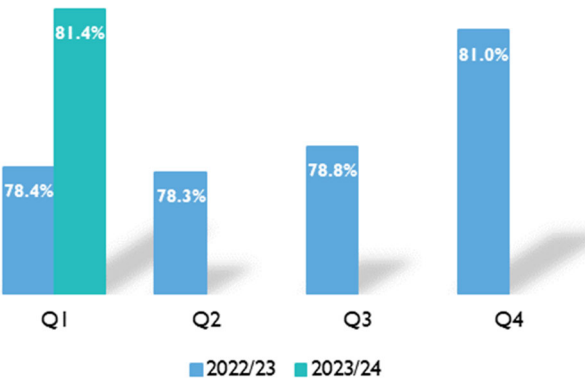
Percentage of 16-64 year olds in employment (rolling 12 months)



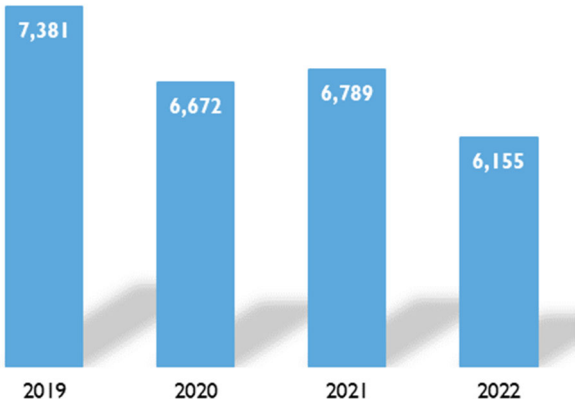
Percentage of young people in education, employment or training



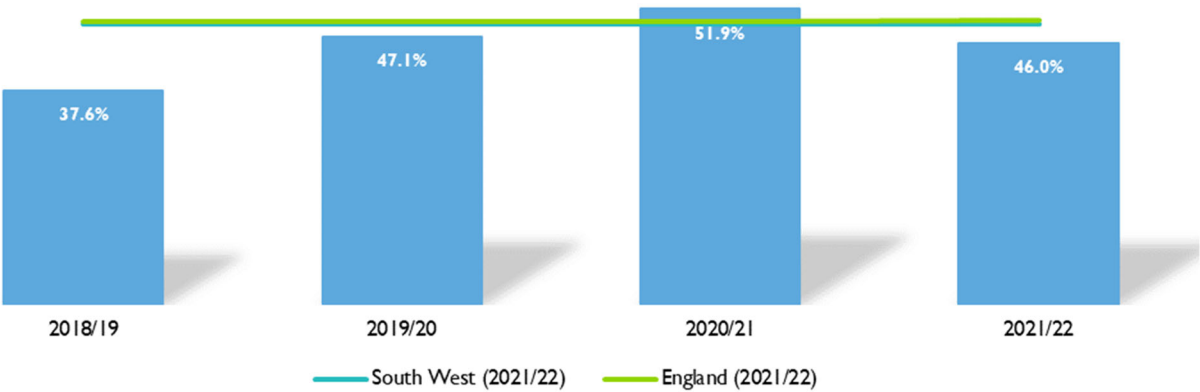
Percentage of pupils attending schools judged by Ofsted as good or outstanding



Corporate scope 1 and scope 2 CO<sub>2</sub>e emissions (tonnes CO<sub>2</sub>e)



Percentage of Key Stage 4 pupils achieving 5+ in English and Maths



## TAKING THE LEAD

<b>Lead Cabinet Members</b>	Councillor Mary Aspinall Councillor Jemima Laing Councillor Mark Lowry
<b>Lead Officer</b>	Gary Walbridge, Interim Strategic Director for People / Ruth Harrell, Director of Public Health
<b>Enabling Plans</b>	<a href="#">Plymouth Local Care Partnership System Plan</a> <a href="#">One Devon Partnership Interim Integrated Care Strategy</a>
<b>Relevant Scrutiny Panel</b>	Health and Adult Social Care Overview and Scrutiny Panel

## WHAT DO WE KNOW

The Covid-19 pandemic and the control measures to reduce transmission have impacted on almost all aspects of our lives. This has had profound health, economic and social consequences. The impact on access to health services has been huge and persistent, with waits for health service treatment along with thousands of people unable to access NHS dental care in our city and many residents finding themselves consistently unable to access primary care delivered by GPs in the way they would wish.

The NHS Dental Patient survey, conducted in the first three months of 2023, shows that across Devon 27% of patients who wanted an NHS Dental Appointment in the last 3 months of 2022 were unsuccessful, 24% were unsuccessful in the previous 6 months and 25% failed to get an appointment in 2022. Currently in Plymouth there are 17,251 adults and 4,104 Children on dental waiting lists. These figures do not include the wider population who have been removed from NHS dentists and have not joined the waiting list.

The NHS GP Patient survey conducted in the first three months of 2023 shows on average, for the Primary Care Networks covering the city, 12% of people who tried to get an appointment were not offered one. For those who were offered an appointment 77% were satisfied with the appointment offered.

In relation to adult social care provision, across Plymouth in 2022/23 there were –

- 12,030 requests for support from new clients
- 4,516 people accessed long term adult social care support
- 1,318 people received care in a Residential or Nursing Care
- 3,198 people received care in a Community Based Setting
- 400 Carers Assessments undertaken
- 699 individuals received social care support via a Direct Payment

Life expectancy in Plymouth has improved for both males and females in recent years however it remains below the England average. Healthy life expectancy in Plymouth (the average number of years a person can expect to live in good health) is significantly lower than the England average for females whilst similar for males. This theme has been included as a challenge in the current and previous Plymouth Reports and remains a priority for the city to address.

Health and wellbeing needs increase with age, with a higher burden of chronic disease, susceptibility to the negative impacts of social isolation, and an associated raised need for health and social care services and carers. There will be a considerable increase in the population aged 65+ years in the coming years which is likely to place additional pressures on the already stretched health and social care services in the city.

## PROGRESS UPDATE

### Primary Care

Issues around primary care access are being addressed as part of the NHS Devon Urgent and Emergency Care (UEC) Improvement Plan, and the Primary Care Access Recovery Plan (PCARP). The UEC has priorities around improving the resilience of Primary care services through identifying gaps and workforce shortages, and developing alternative pathways for patient care where needed to reduce pressure on Primary Care and also on emergency services. The PCARP specifically aims to address access to Primary Care around ease of getting through to a practice and ability to be seen in a timely fashion.

A Primary Care Workshop was held on the 16 May 2023, bringing together senior leaders from across Devon's Integrated Care System to address concerns raised by the Western Collaborative Board around Primary Care. A set of actions were agreed around improving ways of working between the Acute Trust and local Primary Care, as well as support from NHS Devon ICB around resilience support for practices, development of improved models of care (urgent primary care, integration with specialists etc) and progressing with the procurement of a provider for the Mayflower practices.

### Dental Taskforce

A cross party Dental Taskforce has been set up and has now met twice. Through this, it has been confirmed that now that dentistry is commissioned through NHS Devon, any underspend in the dental budget for Plymouth will be ring-fenced to Plymouth. Estimates vary but officers expect that this could run into several millions of pounds, and this should enable innovative models using the willing providers that are in place in the City. Progress has been made around developing a commissioning process for new / innovative providers, aiming to have new providers in place within this financial year.

### Sexual Health Services

The service, Sexual Health in Plymouth (SHiP), provides testing and treatment for sexually transmitted infections (STIs), routine and emergency contraception and HIV testing and prevention, as well as advice about pregnancy, STIs, sexual health and wellbeing and help for victims of sexual assault.

The Council has extended its current contract with University Hospitals Plymouth (UHP) NHS Trust to deliver the integrated service, in advance of a further procurement process set to begin in 2024.

### Health and Wellbeing

Support available to help people in Plymouth make healthy choices and improve their wellbeing will continue until 2025. The service, One You Plymouth, is commissioned by Plymouth City Council and delivered by Livewell Southwest. The current contract for this service is now being extended for a further 18 months to March 2025, in a decision signed this week.

All of the services are open to self-referral, which means anyone living in Plymouth can access them directly without needing to be referred by a GP or other professional.

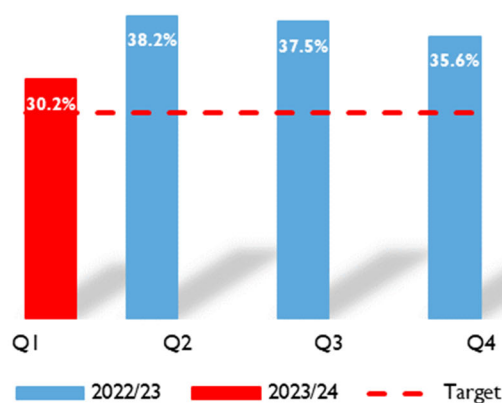
The wider network of support in the city for health and wellbeing includes the Wellbeing Hubs, the emerging Family Hubs and a broad range of services including befriending and support for carers. Mapping and design work for improving the city's early help offer for adults will begin in the new year.



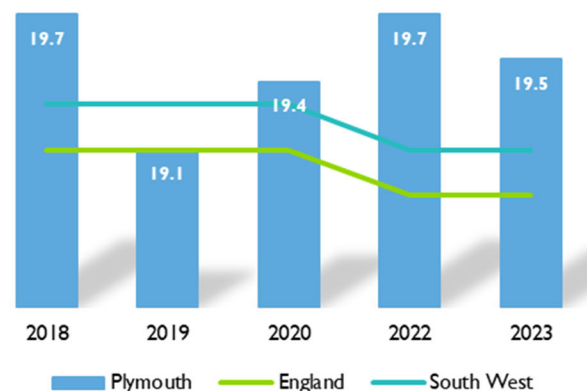
## PERFORMANCE MEASURES

Quarterly KPIs	Q2 2022/23	Q3 2022/23	Q4 2022/23	Q1 2023/24	Direction of travel	Target
Adult Social Care Front Door - timeliness of assessments	KPI in development					
Number of No Criteria to Reside patients at an acute setting (daily average during the quarter)	38.2	37.5	35.6	30.2	▼	26
GP access - patient survey CCG	KPI in development					
Number of children (<16 years) on the NHS dental waiting list year-on-year from 2022-2025	NEW	NEW	NEW	4,189	-	Monitor
Number of adults (>16 years) on the NHS dental waiting list year-on-year from 2022-2025	NEW	NEW	NEW	17,646	-	Monitor
Annual KPIs	2020	2021	2022	2023		
Social care-related quality of life impact of Adult Social Care services	19.4	No survey	19.7	19.5	▼	Monitor
Proportion of people who use services who find it easy to find information about services	65.1%	No survey	62.3%	61.4%	▼	Monitor

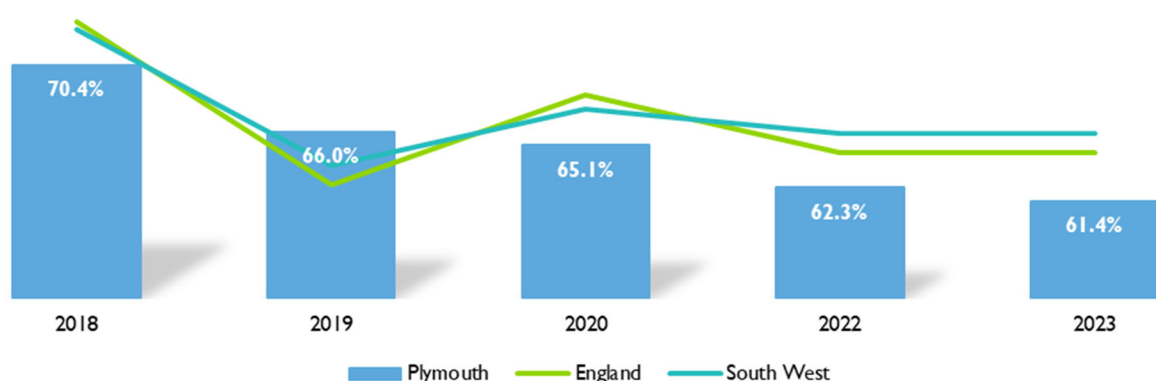
Number of patients at University Hospital Plymouth with no criteria to reside



Social care-related quality of life impact of Adult Social Care Services



Proportion of people who use services who find it easy to find information about services



## TAKING THE LEAD

<b>Lead Cabinet Members</b>	Councillor Jemima Laing Councillor Mary Aspinall
<b>Enabling Plans</b>	Safer Plymouth Plan Plymouth Safeguarding Adults Partnership Plan Plymouth Safeguarding Children's Partnership Plan
<b>Relevant Scrutiny Committee</b>	Health and Adult Social Care and the Education and Children's Social Care Overview and Scrutiny Committees

## WHAT DO WE KNOW

The safeguarding of Children and Adults is everyone's business and local partnership working is essential for consistency across Plymouth to ensure that adults and children with care and support needs are safeguarded from abuse, neglect or exploitation.

### Adult Safeguarding

In 2022/23 7,204 adult safeguarding referrals were received. Demand remains relatively steady with the numbers received in 2022/23 reducing by 238 (-3.2%) compared to 2021/22. The longer term trend is upward with the number of referrals received in 2022/23 50.7% higher than the number received in 2018/19.

7,183 adult safeguarding referrals were completed under the triage process and of these 873 (12.2%) were triaged as a safeguarding concern. This means that the conversion rate from referral to concern has significantly dropped for the second successive year. In 2022/23 12.2% of referrals became a concern, down from 18.3% in 2021/22.

### Children's Safeguarding

In 2022/23 5,355 contacts were received by the Multi-agency Safeguarding Hub (MASH). 42.9% were repeat contact compared to 51.1% in 2021/22. 61.2% of the MASH contact met the threshold for Child Protection.

2,347 Multi-agency Safeguarding Hub referrals were made and 19.4% of these were repeat referrals, a reduction by -2.4pp (21.8%) compared to 2021/22.

### Our partnerships

Plymouth City Council is a lead member of both the Plymouth Safeguarding Adults Partnership and the Plymouth Safeguarding Children Partnership.

The **Plymouth Safeguarding Children Partnership** is often known as the PSCP and is a partnership of agencies, co-ordinating and leading safeguarding services across the city. The Partnership has a strong focus on learning from local and national reviews into what works and what could be improved within children's safeguarding. It scrutinises the effectiveness of safeguarding arrangements and provides a forum for agencies to hold each other to account for ensuring everyone plays their part in keeping children and young people safe, in Plymouth. Priorities for the partnership are –

- Neglect
- Adolescent Safety Framework

- Child Victims of Domestic Abuse
- Emotional health and Wellbeing
- Governance arrangements

The **Plymouth Safeguarding Adults Partnership** is a partnership of agencies, co-ordinating and leading safeguarding services across the city.

Ongoing key strategic priorities for the partnership are -

- **Prevention**
  - Ensure PSAP partners are encouraged to take opportunities to work in preventative ways to minimise abuse, neglect and exploitation of adults at risk.
  - Promote a culture of collective accountability and respectful challenge aimed at implementing preventative strategies and systems.
- **Engagement**
  - Ensure adult safeguarding information is co-produced and communicated appropriately through a range of approaches and formats.
  - Local people with care and support needs and their carers are engaged to provide assurance and feedback on their experience of safeguarding
- **Assurance**
  - Leadership focused on personalised practice, a whole system approach across and within organisations.
  - Continued analysis and assessment of outcomes of multi-agency practice, including intervention where safety and quality is compromised.
- **Learning**
  - Provide learning activity which demonstrates improvement in the outcome and experience for the person, safeguarding practice and multi-agency working.
  - Support a culture of continuous learning and improvement with access to a wide range of learning disseminated through a range of methods

## PROGRESS UPDATE

**Plymouth Safeguarding Adult Partnership (PSAP)** plans 2023 to 2024 has been designed to be an organic, developmental document, able to react to issues highlighted by partners or identified by data monitoring. Current key priorities include –

- Ensure that individuals are robustly safeguarded as they move from adolescence to adulthood
- Ensure that individuals leading complex lives are safeguarded.
- Ensure that those with care and support needs who experience domestic abuse are safeguarded.
- Ensure the safeguarding needs of homeless people are recognised and responded to.
- People and communities in Plymouth are engaged in the best way with the safeguarding system.
- Information on adult safeguarding is accessible to the public and professionals.
- Ensure that frontline staff across agencies have the confidence and competence to meet the safeguarding needs of the people of Plymouth.
- Ensure that safeguarding practice is robust across the system and learning is embedded into practice.
- Safeguarding data informs the safeguarding system and practice.

**Plymouth Safeguarding Children's Partnership (PSAP)** plans 2023 to 2024 include

**Response to Neglect** - Ensure a shared understanding, across the Partnership, about what neglect looks like and how each agency should respond. As the most common reason for statutory intervention in the lives of families the partnership is focusing across prevention to early help to statutory support.

**Response to Sexual Harm** – Continue in partnership with the NSPCC to deliver Together for Childhood, evidence gathered will be embedded across the system. A campaign to direct adults who might sexually harm to get help and prevent abuse has been initiated and the momentum for this innovative local approach will need to be maintained.

**Right Support, Right Time** - Data suggests we're not quite getting it right in terms of offering the right support, at the right time. More can be done earlier, across the Partnership, to prevent families requiring statutory services at a later stage.

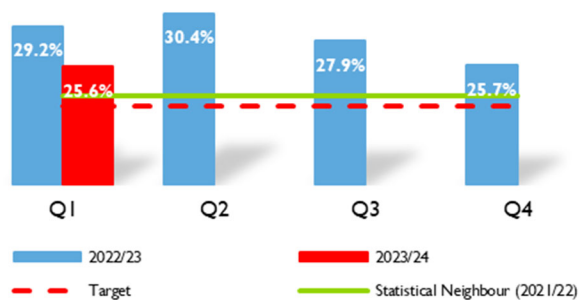
**Trauma-informed Practice** - Translate the motivation and understanding that has developed within the workforce into practice that feels trauma-informed for children, young people and families.

Cutting across all the priorities is a focus on organisational culture and professional support. Good practice can only thrive where we have a culture of learning, respectful challenge and a workforce that feels supported and valued.

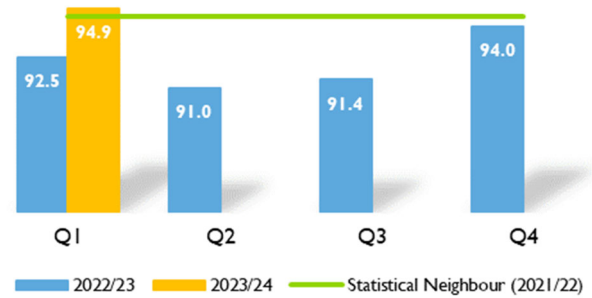
## PERFORMANCE MEASURES

Quarterly KPIs	Q2 2022/23	Q3 2022/23	Q4 2022/23	Q1 2023/24	Direction of travel	Target
Repeat child protection plans within a child's lifetime (rolling 12 months)	30.4%	27.9%	25.7%	25.6%	▼	22.0%
Children in care (rate per 10,000)	91.0	91.4	94.0	94.9	▲	94.5
Percentage of closed adult safeguarding enquiries where the desired outcomes have been fully or partially achieved	97.6%	96.9%	98.6%	98.0%	▼	95.0%
Annual KPIs	2019	2020	2021	2022		
Adult Social Care service users who feel safe and secure	89.8%	90.0%	No survey	87.9%	▼	90.0%
Residents who feel safe (during the day)	No survey	90%	No survey	89%	▼	Increase

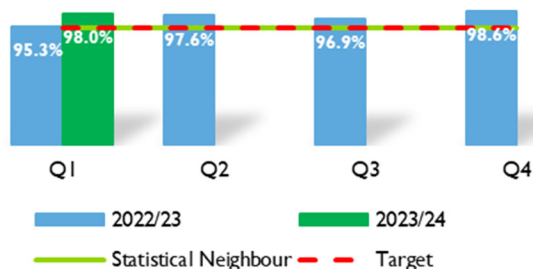
Repeat Child Protection Plans within a child's lifetime



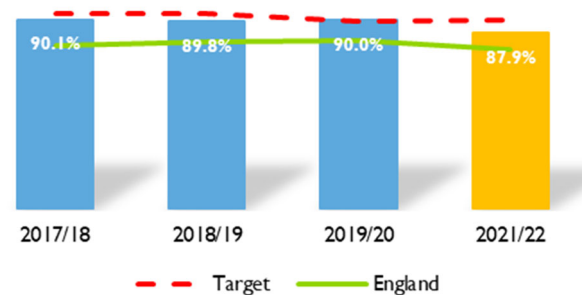
Number of children in care (rate per 10,000 children)



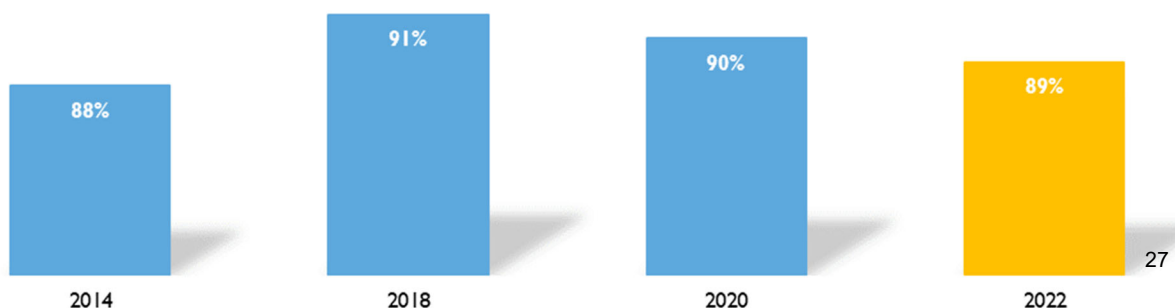
Percentage of closed adult safeguarding enquiries where the desired outcomes have been fully or partially achieved



Percentage of ASC service users who say that those services make them feel safe and secure



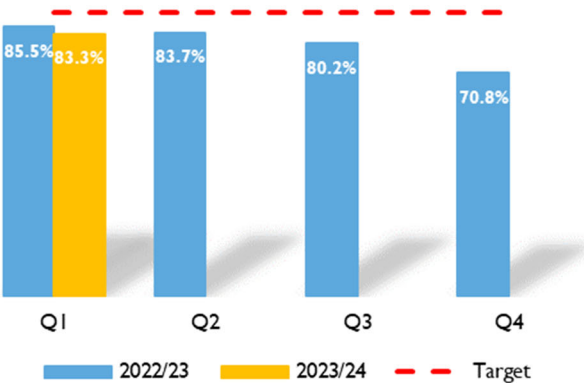
Percentage of Plymouth City Survey respondents who feel safe outside in their local area



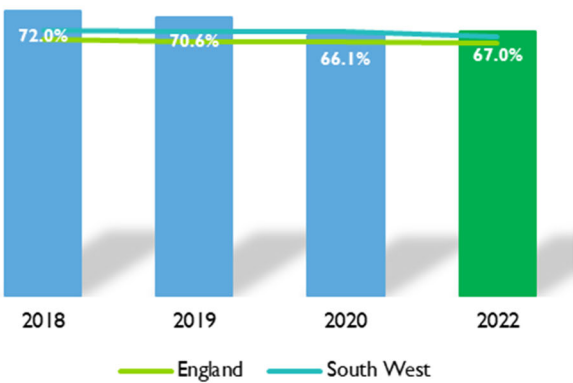
DOING THIS BY – PROVIDING QUALITY PUBLIC SERVICES  
PERFORMANCE MEASURES

Quarterly KPI	Q2 2022/23	Q3 2022/23	Q4 2022/23	Q1 2023/24	Direction of travel	Target
Stage one complaints resolved within timeframe	83.7%	80.2%	70.8%	83.3%	▲	90%
Annual KPI	2019	2020	2021	2022		
Percentage of people who receive social care who are satisfied	70.6%	66.1%	No survey	67.0%	▲	Increase

Percentage of stage one complaints resolved within timeframe



Percentage of people who receive social care who are satisfied

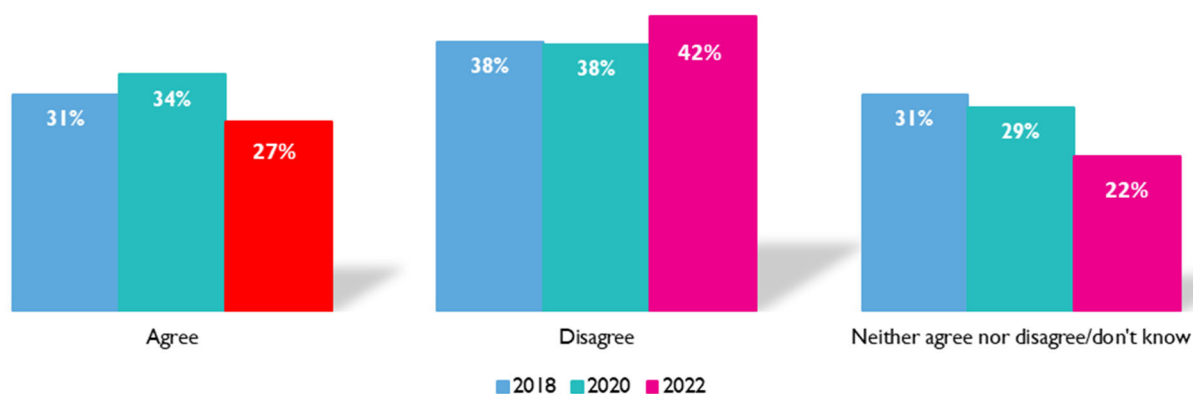


## DOING THIS BY – TRUSTING AND ENAGING OUR COMMUNITIES

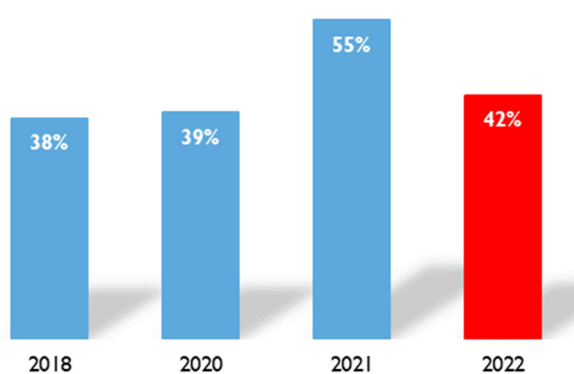
### PERFORMANCE MEASURES

Quarterly KPI	Q2 2022/23	Q3 2022/23	Q4 2022/23	Q1 2023/24	Direction of travel	Target
Percentage of adults registered to vote in local elections	KPI in development					
Annual KPIs	2019	2020	2021	2022		
Residents who know how to get involved in local decisions	No survey	34%	No survey	27%	▼	Increase
Residents who think people from different backgrounds get on well	No survey	39%	55%	42%	▼	Increase
Percentage of Plymouth City Survey respondents who volunteer or help out	No survey	42%	No survey	38%	▼	Increase

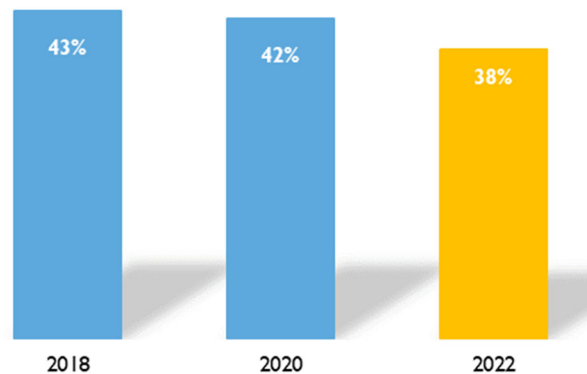
Percentage of Plymouth City Survey respondents who know how to get involved in decisions affecting their local area



Percentage of City Survey respondents who think their local area is a place where people from different backgrounds get on well together



Percentage of Plymouth City Survey respondents who volunteer or help out

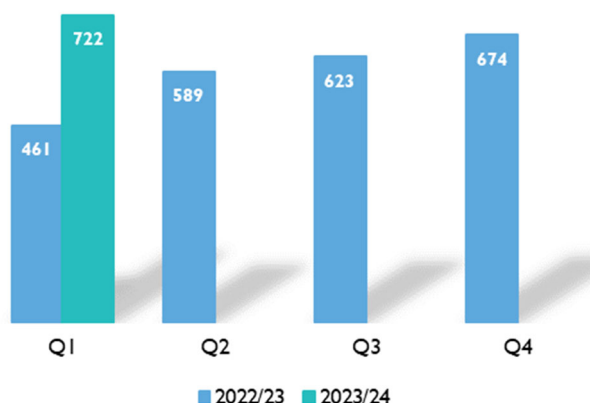


## DOING THIS BY – FOCUSING ON PREVENTION AND EARLY INTERVENTION

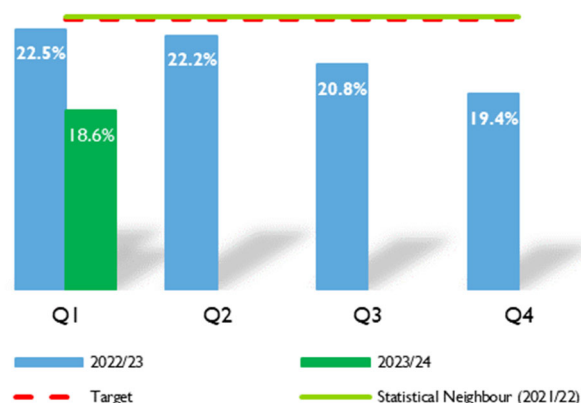
### PERFORMANCE MEASURES

Quarterly KPIs	Q2 2022/23	Q3 2022/23	Q4 2022/23	Q1 2023/24	Direction of travel	Target
Number of Multi Agency Safeguarding Hub (MASH) contacts received	NEW	NEW	NEW	2,487	-	Monitor
Number of MASH referrals received	589	623	674	722	▲	Monitor
Repeat MASH referrals to Children's Social Care (rolling 12 months)	22.2%	20.8%	19.4%	18.6%	▼	23.0%
Number of households prevented from becoming homeless or relieved of homelessness	192	183	235	147	▼	188
Percentage of people accessing the Stop Smoking Service who have quit	50%	53%	54%	Not yet available	▲	35%
Annual KPIs	2020	2021	2022	2023		
Proportion of people who received short term service, where sequel was either no ongoing support or support of a lower level	86.6%	88.9%	82.5%	Not yet available	▼	Monitor
Child obesity at Year 6	33.5%	No NCMP	35.1%	Not yet available	▲	37.8%
Percentage of two year olds benefiting from Funded Early Education	87.0%	66.8%	72.6%	72.8%	▲	Monitor
Total persistent absence in all schools	Not reported	12.9%	28.1%	Not yet available	▲	Monitor

Number of MASH referrals received

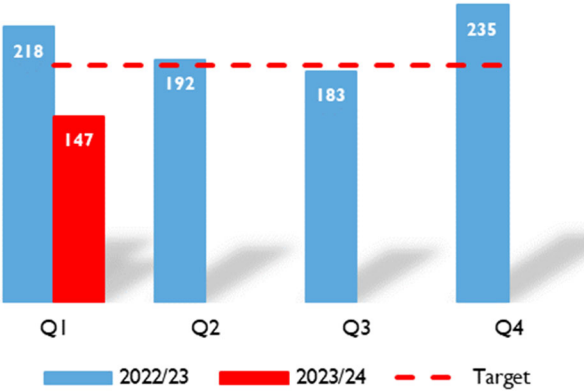


Repeat MASH referrals to Children's Social Care (rolling 12 months)

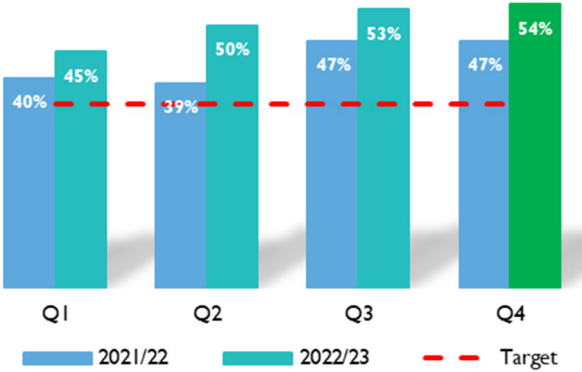




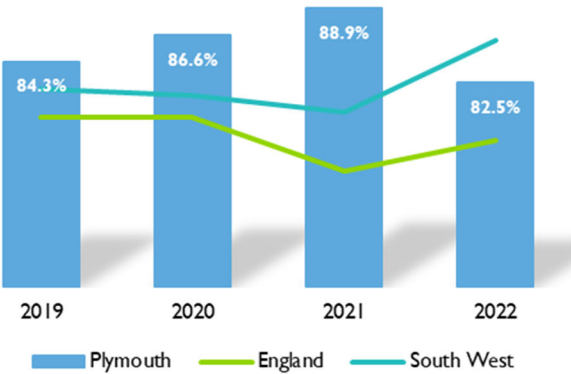
Number of households prevented from becoming homeless or relieved of homelessness



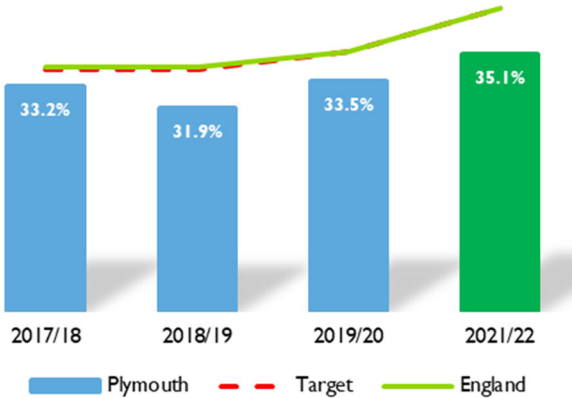
Percentage of people accessing the Stop Smoking Service who have quit



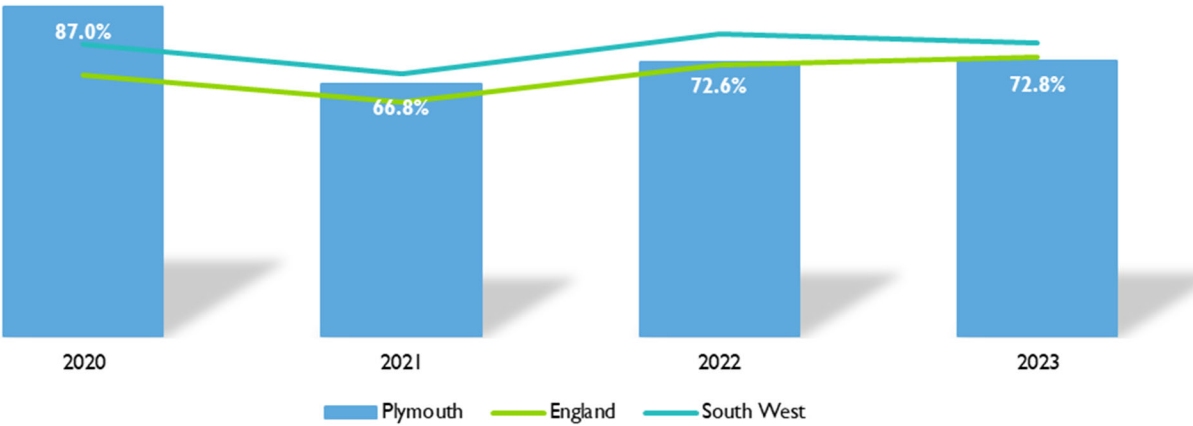
Proportion of people who received short term service, where sequel was either no ongoing support or support of a lower level



Excess weight in 10-11 year olds



Percentage of two year olds benefiting from Funded Early Education

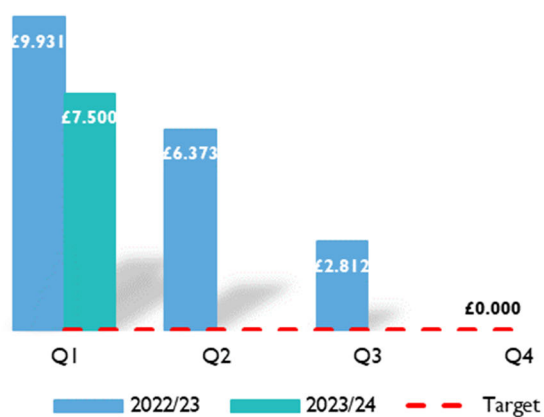


## DOING THIS BY – SPENDING MONEY WISELY

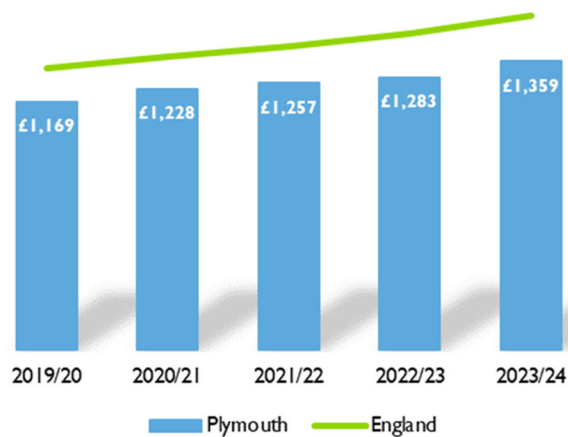
### PERFORMANCE MEASURES

Quarterly KPIs	Q2 2022/23	Q3 2022/23	Q4 2022/23	Q1 2023/24	Direction of travel	Target
Forecast spend against budget (£million)	£6.373m	£2.812m	£0.000m	<b>£7.500m</b>	▲	£0
Annual KPIs	2020/21	2021/22	2022/23	2023/24		
Council tax revenue per dwelling	£1,228	£1,257	£1,283	<b>£1,359</b>	▲	Monitor
Social care spend as percentage of core spending power		<b>75.3%</b>	Not yet available	Not yet available		Monitor
Debt servicing as percentage of core spending power		<b>11.9%</b>	Not yet available	Not yet available		Monitor

Forecast year end variation spend against budget (£million)



Average council tax revenue per dwelling



DOING THIS BY – EMPOWERING AND ENGAGING OUR STAFF  
PERFORMANCE MEASURES

Quarterly KPIs	Q2 2022/23	Q3 2022/23	Q4 2022/23	Q1 2023/24	Direction of travel	Target
Days lost due to sickness (average days per FTE rolling 12 months)	9.01	9.27	9.37	9.07	▼	7
Staff engagement - Staff Room	KPI in development					
Staff engagement - HROD	KPI in development					
Staff satisfaction overall	KPI in development					

Number of FTE working days lost due to staff sickness (rolling 12 months)



<p><b>Advocacy/Lobbying Update</b></p>	<p><b>April</b> – Department for Business, Energy and Industrial Strategy visited our naval base.</p> <p><b>April</b> – Councillor Mary Aspinall wrote as HASC Scrutiny Chair, to Amanda Pritchard Chief Executive of NHS England regarding funding for the West End Health &amp; Wellbeing Hub funding.</p> <p><b>June</b> – Visit from members of the Local Government Association’s Culture Sport and Tourism board to see the importance of culture to Plymouth and the scale of work going on in Britain’s Ocean City.</p> <p><b>June</b> - The Leader wrote to BBC director general Tim Davie to express council’s serious concerns about the impact of the proposals for more shared programmes across the region meaning a significant and unacceptable reduction in proper local programming resulting in a less local BBC, an unwelcome erosion of one of the corporation’s stated public purposes to “reflect, represent and serve the diverse communities of all of the United Kingdom’s nations and regions”.</p> <p><b>June</b> - Councillor Mary Aspinall wrote in her capacity Cabinet Member for Health and Adult Social Care to draw attention the implications of the Agenda for Change Pay award for our valued partner Livewell South West.</p>
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This report was produced by the Plymouth City Council Performance and Risk Team. For further information, please contact:

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# Cabinet



Date of meeting: 16 October 2023  
 Title of Report: Recommissioning of Adult Care Homes  
 Lead Member: Councillor Mrs Mary Aspinall (Cabinet Member for Health and Adult Social Care)  
 Lead Strategic Director: Gary Walbridge  
 Author: Laura Lawrence  
 Contact Email: [Laura.lawrence@plymouth.gov.uk](mailto:Laura.lawrence@plymouth.gov.uk)  
 Your Reference: [Click here to enter text.](#)  
 Key Decision: Yes  
 Confidentiality: Part I - Official

## Purpose of Report

Plymouth City Council is proposing to extend the current pre-placement contract for residential and nursing care homes for adults for 12 months to 31<sup>st</sup> December 2024. This is to enable engagement with the people who use services and the care home providers to determine the future shape of services. A contract extension provides time to engage on future service models and procurement options.

## Recommendations and Reasons

### It is recommended that the Cabinet:

- Approves the Business Case to extend the current care home contract over a period of 1 year from the beginning of January 2024

## Alternative options considered and rejected

	Option	Comments
1.	Do nothing	<p>This would mean taking no action to increase or change the capacity in the care home market and rely on market forces to provide the increased beds and quality of care required by demographic and social policy changes</p> <p>Do nothing is not considered a viable option as it does not address the councils challenges and priorities</p>
2.	Tender the service	<p>Consideration was given to a full tender of the service at this stage, however this would not allow for full market engagement, and would risk not achieving the outcomes as described in our market sustainability plans. This sector of our adult social care providers have also not been through a formal procurement process before; the timeline will allow for us to be able to work with them to prepare them</p>

## Relevance to the Corporate Plan and/or the Plymouth Plan

The **Plymouth Plan 2014-2034** details the Local Authority's ambition to meet local housing needs, ensuring that everyone has access to a safe home which is suited to their needs and located in a community where they want to live. One of the key aspects of this is enabling older people to promote, secure and sustain a care home appropriate to their needs.

The care home model meets Plymouth City Council's **Corporate Plan** priorities to ensure there are sufficient services to meet peoples long term support needs and that Adult Social Care service users feel safe and secure.

### Implications for the Medium Term Financial Plan and Resource Implications:

An extension to our care home pre placement Contract would mean that we continue to work within the current financial structure in commissioning placements with residential and nursing care providers. An annual inflationary uplift will continue to be applied in April 2024 in line with inflation markers identified by the ONS.

### Financial Risks

There are no perceived additional financial risks to the service.

### Carbon Footprint (Environmental) Implications:

The care home model supports Plymouth's Go Green ambition; care providers are aware of Plymouth City Councils ambitions to become a carbon neutral city and this requirement will be included in the design of new services.

### Other Implications: e.g. Health and Safety, Risk Management, Child Poverty:

*\* When considering these proposals members have a responsibility to ensure they give due regard to the Council's duty to promote equality of opportunity, eliminate unlawful discrimination and promote good relations between people who share protected characteristics under the Equalities Act and those who do not.*

None identified

### Appendices

*\*Add rows as required to box below*

Ref.	Title of Appendix	Exemption Paragraph Number (if applicable) <i>If some/all of the information is confidential, you must indicate why it is not for publication by virtue of Part 1 of Schedule 12A of the Local Government Act 1972 by ticking the relevant box.</i>						
		1	2	3	4	5	6	7
A	Recommissioning of Adult Care Homes	x						
B	Equalities Impact Assessment		x					

### Background papers:

*\*Add rows as required to box below*

*Please list all unpublished, background papers relevant to the decision in the table below. Background papers are unpublished works, relied on to a material extent in preparing the report, which disclose facts or matters on which the report or an important part of the work is based.*



Title of any background paper(s)	Exemption Paragraph Number (if applicable)						
	If some/all of the information is confidential, you must indicate why it is not for publication by virtue of Part 1 of Schedule 12A of the Local Government Act 1972 by ticking the relevant box.						
	1	2	3	4	5	6	7
Not applicable							

**Sign off:**

Fin	HLS 0210 23	Leg	2065 /KT	Mon Off	Click here to enter text.	HR	N/A	Asset s	N/A	Strat Proc	SS/SC/0 39/CAB/ BC/1023
Originating Senior Leadership Team member: Emma Crowther, Interim Head of Commissioning											
Please confirm the Strategic Director(s) has agreed the report? Choose Yes											
Date agreed: 02/10/2023											
Cabinet Member approval: Cllr Mrs Aspinall approved verbally											
Date approved: 05/09/2023											

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**BUSINESS CASE**  
  
Recommissioning of Adult Care Homes



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## I. EXECUTIVE SUMMARY

There are currently 89 individual care homes for adults in Plymouth, offering a mixture of residential and nursing care. There is a need to reconsider how we commission care homes, to ensure they meet our population needs and continue to support our residents with more complex needs and vulnerabilities to be well cared for.

The current contracts are due to expire 31<sup>st</sup> December 2023 and we are seeking to extend these for an additional year to allow time for the redesign and procurement of the service including engagement with those who use these services as well as those who provide them. The current contract value is approximately £50m per annum.

Plymouth City Council has contracts in place with all of the care homes across Plymouth which allows for placements to be made through a pre-placement agreement, which includes care homes across the city and also out of area for residential care, nursing care, and NHS Continuing Healthcare (CHC). We work closely with our NHS Devon ICB partners to commission and monitor care home services. There has never been a tender process for care homes as this has historically always been managed through an open market.

The contract was initially a three year contract with an option to extend for a further two years. PCC acts as the lead commissioner and NHS Devon ICB as an Associate Commissioner.

Due to the ageing population and an increase in complex needs and comorbidities, the current mixture of residential beds and nursing beds is not considered to be fit for purpose. The available beds, and workforce, are therefore not able to fully support the demand and we know that the areas requiring more focus include:

- Complex dementia or mental health;
- Bariatric care;
- Complex physical health needs;
- Ventilated individuals and those with tracheostomies;

Therefore the proposed commissioning approach seeks to work with residential and nursing care home providers to design a revised model to address the gaps we are seeing in the care home market.

## RECOMMENDATIONS

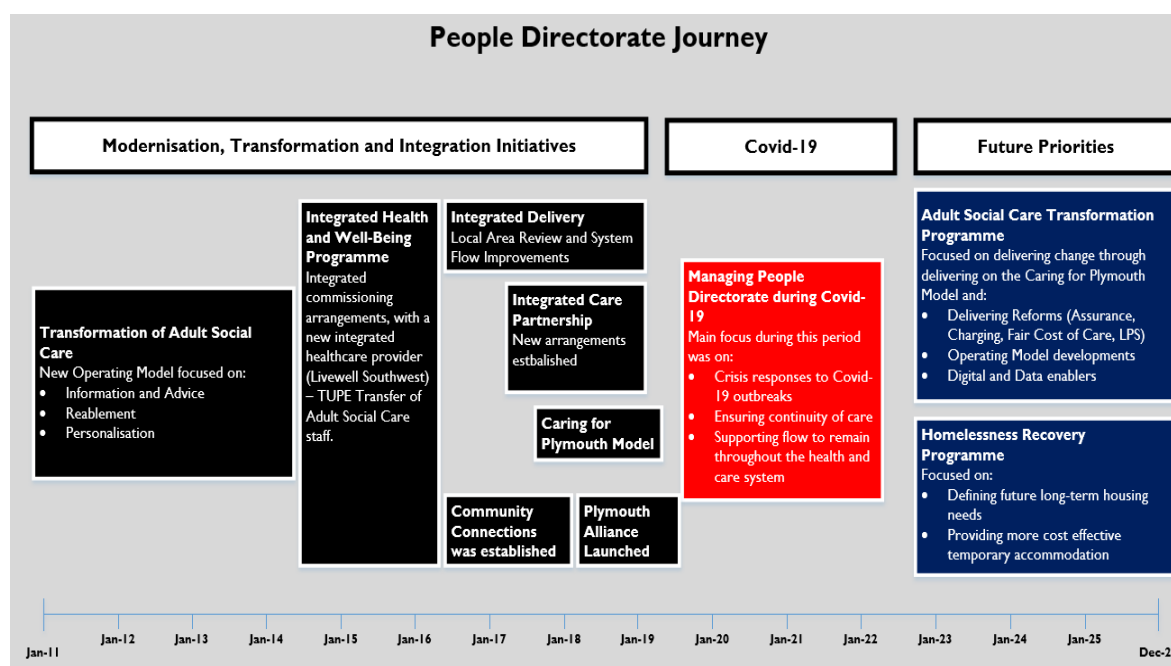
**It is recommended to extend the current care home contracts by a period of 1 year from the beginning of January 2024, and to use this period of time to carry out engagement to inform a future procurement of this type of provision. The business case to describe the approach to procurement will be brought back to Cabinet in March 2024.**

The 12 months' extension will be applied to all care homes' pre-placement contract unless as part of the usual review of individual homes, the council is not satisfied that the particular home will be able to meet residents' ongoing care needs.

## 2. INTRODUCTION

Plymouth City Council's People Directorate has been on an aligned and consistent change journey to achieve modernisation, transformation and integration with health partners and communities for more than a decade, with the first phase of Transformation of Adult Social Care being mandated in 2011. The history of this journey is captured in Figure 1.

**Figure 1.** Adult Social Care Modernisation, Transformation and Integration Journey



In 2016, Community Connections was brought together to create a step change around how the council engages and works with communities and citizens. In 2018, the next major phase of change for Adult Social Care was outlined in the 'Caring for Plymouth' report, which sought to 'enable people to live independent and fulfilled lives as part of their communities'. In April 2019, the Plymouth Alliance was launched, and homelessness, temporary housing, advice and support services were commissioned as part of the complex lives' procurement including services such as substance misuse, and some mental health provision.

In March 2020, when the Covid-19 pandemic first presented itself, the above journey of change was temporarily put on hold, whilst health and social care partners across the city reacted and responded to the challenges and demands that the pandemic created.

Following the Covid-19 pandemic a new Directorate vision has been established to deliver a caring city where:

**“People live in a place they call home with the people and things they love, in communities where they look out for one another, doing things that matter to people”**

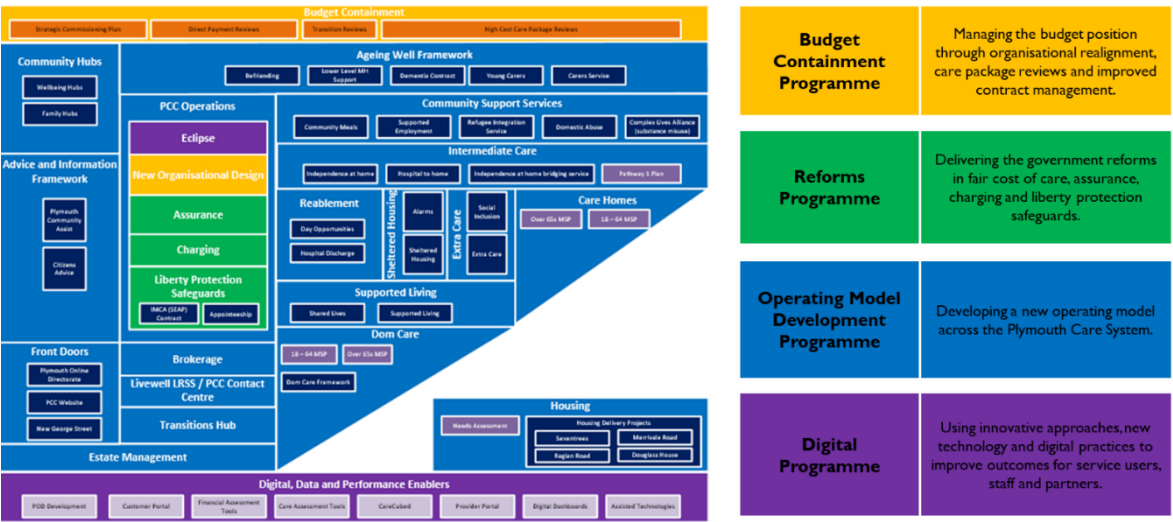
In line with PCC's Corporate Plan to 'work with the Police to tackle crime and anti-social behaviour', to 'build more homes – for social rent and affordable ownership', to 'work with

the NHS to provide better access to health, care and dentistry’, and to ‘keep children, adults and communities safe’ and with the direction from the Department of Health and Social Care, People Directorate has developed a long-term programme that will:

1. Continue to develop its Local Care Partnership (LCP) arrangements, continue to embrace and deliver integration with the ICB, and support the LCP’s overarching aims:
  - Improve health and wellbeing outcomes for the local population
  - To reduce inequalities in health & wellbeing of the local population
  - To improve people’s experience of care
  - To improve the sustainability of the health and wellbeing system
1. Manage the Directorate’s finances to deliver a balanced budget in 2023/24 and for future years;
2. Implement government reforms for Assurance, Charging and Liberty Protection Safeguards;
3. Embrace digital and innovative change that can improve the outcomes for people receiving care, people delivering care and people managing care;
4. Develop and implement new arrangements, processes, structures and culture that develops a more modern, strategic and dynamic operating model and workforce;
5. Deliver changes to the way we build, purchase, manage and use housing across social care, in particular, to improve the position of homelessness in the city.

This long-term programme is called the ‘Adult Social Care Transformation Programme’ and will run from 2023 – 2026. An outline of the model of this programme is presented in Figure 2.

Figure 2. ASC Transformation 2023 – 2026 Model



### **3. CURRENT SERVICE OFFER**

The overall number of care homes and beds for older people in Plymouth has changed little over the last five years. Across the previous financial year 2022/23, Plymouth has seen 2 older persons residential and nursing providers' close, whilst there has been 1 new entrant providing dementia residential care.

In contrast, there are concerns regarding the supply of care homes registered for those under the age of 65. In the past 18 months, 6 under-65 care homes in the city have closed. The reasons for closures range from financial viability, inadequate CQC rating/compliance, voids, lack of professional support from external agencies and behavioural and/or complexities of need. As such, a separate piece of work is currently ongoing to focus on the resilience of this sector of the care home market.

The vast majority of care homes in Plymouth are in the independent sector. Most homes in Plymouth are owned by small or medium sized businesses and there is little provision by large national businesses. This has strengths in terms of long-term commitment to local communities but does mean that businesses may lack access to capital for remodelling existing services or investing in new facilities. The local care home estate is mostly old Victorian houses; this can create challenges for providers who are trying to remodel / adapt their model to take more complex individuals.

A clear indicator of a market affected by challenges such as workforce, cost of living pressures is their reduced occupancy levels. NHS capacity tracker data shows us that the average occupancy rates across Plymouth are currently 90%. Occupancy rates vary significantly across individual homes from 42% up to 100%; this helps us to highlight potential viability issues and shows the challenge of finding suitable placements for those with more complex needs.

We expect occupancy concerns to persist especially for our more standard residential homes as they will not be able to meet the growing demand for individuals with complex dementia and comorbidities. Diversifying these homes to meet this demand is currently a particularly challenging option for the small to medium businesses that make up most of Plymouth's market. This is due to a combination of sustained public austerity, after-shocks of the pandemic, and increasing levels of client complexity and the unstable nature of the market itself inhibiting private investment.

### **TRENDS**

Following the impact of Covid 19, for the financial year 23/24 we are seeing an increase in the number of residential placements. Some of this rise in demand is driven by individuals presenting with dementia which has increased two-fold and continues to rise. Part of the increase in the prevalence of dementia in residential placements is attributed to improved diagnoses of the condition, but it is still believed to be becoming more prevalent.

### 3.1 CURRENT SERVICE PERFORMANCE AND FEEDBACK

The cost of living crisis is impacting the financial viability of local providers and through market engagement sessions we have listened to concerns such as:

- Inflation continues to rise and impacts on the cost of utilities, rates, food, equipment, service, repairs and maintenance, insurance premiums and CQC fees;
- Overdraft/lending rate increases;
- Cost of fuel;
- Providers competing for same workforce pay differential;
- Providers competing for same workforce and NHS able to offer better pay, terms and conditions;
- Increasing numbers of staff choosing to leave the sector;
- Increased risk of market failure;
- Increased demand around managing complexity of need;

#### Quality and CQC Compliance

Plymouth's older person's care market (over 65) contains in total 55 care homes of varying specialisms. Most care homes are registered for Dementia care, however many are only able to accommodate those with low to mid-level needs. Whilst homes are registered for dementia care, they will also take non-dementia clients.

The quality standards of Plymouth's overall care home provision compare favourably with the rest of the country. In August of 2023, 88% of Plymouth homes were rated Good or Outstanding which is higher than nationally, as seen in Table 1.

The 2021 Adult Social Care Client Survey showed that 78.2% of people in receipt of long-term social care within a care home were either 'satisfied' or 'very satisfied' with the care they receive, an increase of 7.1 percentage points on the 2019 survey. Historically satisfaction rates in Plymouth are higher than the national and comparator group averages.

<b>National overall - Care Homes</b>	<b>National (14,810)</b>	<b>Local (89)</b>
Outstanding	4%	11%
Good	72%	77%
Requires Improvement	16%	10%
Inadequate	1%	2%
Not Yet Inspected	7%	N/A

*Table 1. Please note that this information includes all care homes supporting adults 18-64 and those with a learning disability.*

Table 2 shows the quality of care provided in 25 out of 31 of our Dementia residential homes is classed by CQC as Good. These homes have strong leadership, competent, dedicated staff, a safe environment and a willingness to work collaboratively with others in the community for the benefit of their residents. This is therefore an opportunity for the local authority to work with these homes to explore expanding their provision, upskilling staff and being able to successfully accommodate change in the coming years.



Care Home Type & total number	Inadequate	Requires Improvement	Good	Outstanding	Not Yet Inspected
Residential	Nil	7	30	6	Nil
DE Residential	Nil	2	25	2	1
General Nursing	Nil	Nil	7	Nil	Nil
DE Nursing	Nil	Nil	7	2	Nil

Table 2. Older Persons CQC Classifications

#### 4. CASE FOR CHANGE

Due to our ageing population and an increase in complex needs and comorbidities, the current mixture of residential beds and nursing beds is not considered to be fit for purpose. The available beds, and workforce, are therefore not able to fully support our current and anticipated future demand. We have an oversupply of standard residential beds and not enough provision for those with more complex needs.

A significant barrier for diversifying the market will be instilling confidence in providers and home managers. Taking on more complex clients will increase the perception of risk and could, if not managed or supported correctly, result in safeguarding concerns and/or a change of CQC classification, both of which impact business viability. It will be necessary to ensure that the infrastructure is in place for these homes to develop. It is essential that this development occurs to meet the needs of Plymouth's residents, but also to ensure a financially viable, sustainable business.

#### Future Care Home Model

System leaders, commissioners and providers have all recognised the advantages of 'starting from scratch', in developing new services to meet projected levels of need and changing market expectations. Our Market Sustainability Plan, published in spring 2023 identifies market growth areas to include complex nursing care for older people, domiciliary care, and specialist housing for working aged adults and older people.

Transformation in the model for long stay residential and nursing care is required to ensure sufficiency of placements and workforce to support future needs.

### Potential Care Home Models\*

**Model 1:** Residential Care – A core offer of standard residential care, aligned to our anticipated needs. This is likely to see a reduction in the number of standard residential care providers with providers supported to decommission or move into more specialist provision.

**Model 2:** Nursing Care (or combination of model 1 & 2) - Sustain levels of nursing providers, supported by training and skills development to support individuals with more complex needs.

**Model 3:** Dementia Care - Development of a dementia care model which sees fees, process and risks managed to support innovation and meet demand.

**Model 4:** Complex Dementia Care (or combination of model 3 & 4) - Further to model 3, development of a dementia care model which sees fees, process and risks managed to support innovation and meet demand.

**Model 5:** Responsive End of Life Care (or combination model 2, 3 & 4) - Review of current end of life care to ensure it is both fit for purpose and accessible to those who need it.

**Model 6:** Residential care for under 65's – a model which supports younger people who require residential care, with a focus on maintaining independence for as long as possible.

The model is the basis for bedded long stay care in line with the Integrated Care Model; we will continue to work with our Local Care Partnership to ensure individuals are given the greatest opportunity to receive care in their own homes. This will be enabled through a neighbourhood approach, linking in with the voluntary sector, home care providers and others supporting the ambitions within our Market Sustainability Plans and the NHS Devon Intermediate Care plan which will bring changes to purchasing of short stay provision.

#### 4.1 National Drivers

The following national strategic drivers support the recommissioning of home care services:

- **NHS Long Term Plan (2019):** Care to be increasingly delivered in people's homes or somewhere convenient, freeing up space in hospitals for those who need it most. Focus on expanding community care, support and prevention.
- **Care Act (2014):** Places a duty on local authorities to facilitate and shape our market for care and support; to ensure sustainability, diversity and continuously improving and innovating services. It includes the promotion of strengths-based approaches and particularly a focus on prevention and wellbeing.
- **Public Services (Social Value) Act (2012):** To consider how the services the local authority commissions and procures might improve the economic, social and environmental wellbeing of the Plymouth area.
- **Equality Act (2010) – Public Sector Equality Duty:** To eliminate unlawful discrimination, harassment, and victimisation, to advance equality of opportunity between people, to foster good relations between people who share a protected characteristic and those who do not.

## 4.2 Plymouth System Drivers

The following **partners' strategies and plans** must also support the procurement of domiciliary care:

- The **Local Care Partnership** supports the Government's policy Build Back Better: Our plan for health and social care. It aims to: improve health and wellbeing outcomes for the local population, reduce inequalities in health and wellbeing of the local population, improve people's experience of care, and improve the sustainability of the health and wellbeing system. Ultimately, the ambition of the Local Care Partnership is for people to receive 'the right care, at the right time, in the right place'.
- **Livewell Southwest's** mission is to support people to lead independent, health lives in the place, and the community in which they live.

## 4.3 Plymouth City Council Drivers

The following **council strategies and plans** must also support the procurement of care homes:

- The **Plymouth Plan 2014-2034** details the Local Authority's ambition to ensure people get the right care from the right people at the right time to improve their health and wellbeing.
- Plymouth's **Go Green Campaign** is a key driver for our procurements, with the goal for the City to be net zero carbon by 2030. This includes sustainable procurement and driving innovations to create change across the City.

## 5. OPTIONS APPRAISAL

### 5.1 OPTIONS CONSIDERED

The table below presents a summary of the options considered, scoring methodology and recommended option.

OPTION 1	DO NOTHING
<b>Description:</b>	This would mean taking no action to increase or change the capacity in the care home market and rely on market forces to provide the increased beds and quality of care required by demographic and social policy changes
<b>Pros:</b>	'Doing nothing' is not considered a viable option, as it does not address the council's priorities and challenges nor contributes to planning services to meet future need
<b>Cons:</b>	The contract is due to expire. Due to procurement regulations, this would not be the preferred option
OPTION 2	EXTEND AND CARRY OUT ENGAGEMENT – RECOMMENDED OPTION
<b>Description:</b>	Extend the current contracts for a period of one year from 31 December 2023 to give time for market development and needs analysis, service design etc. work to take place
<b>Pros:</b>	No capital investment required Potentially immediate access to beds

	<p>Gives time for market development and needs analysis, service design etc. work to take place, working with our providers rather than “doing to”</p> <p>Focus on improving quality and sustainability of current nursing home provision</p> <p>Time to develop a single joint Care Home contract covering all PCC and ICB (NHS) fully funded Care Home with Nursing placements and FNC agreements</p> <p>Provides sufficient time to understand how the demand for services has changed and inform development of the future service model requirement</p> <p>The Health and Care Bill requires integrated provision, it will allow commissioners to understand the implications and develop plans that are legislatively compliant with the expected requirement</p> <p>Allows for a compliant procurement process over the extension period which provides time to develop the future model for delivery of community health and social care services</p> <p>Service deliverables are already agreed in the pre-placement contract, with performance standards known and changes to the terms for a three year extension already agreed - this option is unlikely to require any detailed negotiation or intervention outside business as usual</p>
<b>Cons:</b>	Limited market transformation for the next 12 months
<b>OPTION 3</b>	<b>TENDER THE SERVICE</b>
<b>Description:</b>	Complete a full tender of the service, to commence immediately
<b>Pros:</b>	<p>Potential for voluntary sector providers who already offer a similar service to bid</p> <p>Service continues to support the flow within the urgent care system; they have helped to reduce the number of hospital bed days and helped improve people’s experience of hospital discharge</p> <p>Potential for voluntary sector providers to build an alliance and bid together / sub contract</p>
<b>Cons:</b>	<p>Does not allow time for full market and service user engagement</p> <p>Would not allow time for partnerships and alliances to form</p> <p>Could see an increase in costs due to current inflationary increases</p> <p>This sector has not been formally procured before and will need support to engage with and understand the process</p>

## 5.2 OPTIONS SCORING METHODOLOGY

The following criteria were used to analyse each option:

- **Statutory Duties:** Will this option enable the council to carry out its statutory duties
- **System drivers:** Will this option support the strategies and plans in the system of health and adult social care?
- **Council drivers:** Will this option support the Council’s strategies and plans?
- **Revenue cost:** Will this option fit the budget outlined in the MTFP after the changes?
- **User benefit:** Will this option deliver benefits to service users / customers (both internal and external)?
- **Ability to deliver:** How easy will it be to deliver the option?
- **Risk:** How risky is the option in comparison to the current situation?
- **Timescale:** How quickly can the option be introduced and implemented?
- **Future needs:** Does the option allow for future changes to the organisation, and to still perform as expected?

Each criterion was scored 0 – 3. The scoring was defined as:

- 3 – Exceed expectations
- 2 – Sufficient
- 1 – Partly sufficient
- 0 – Not met at all

### 5.3 OPTIONS APPRAISAL SCORING OUTCOME

	Do Nothing	Extend & Engage	Tender the Service
Statutory Duties	2	2	2
System Drivers	1	2	2
Council Drivers	1	2	2
Revenue Cost	2	2	2
User Benefit	2	2	2
Ability to Deliver	2	2	1
Risk	2	2	1
Timescale	2	2	1
Future Needs	0	1	2
<b>Score</b>	<b>14</b>	<b>17</b>	<b>15</b>

### 5.4 RECOMMENDED OPTION

Based on the scoring above it is recommended to proceed with Option 2: Extend the current contracts for a period of one year from 31 December 2023 to give time for market development, needs analysis and service design work to take place.

There are no significant risks associated with extending the contract which might otherwise warrant going out to re-procurement. Any individual performance issues can be managed using the provisions within the existing contract.

### NEXT STEPS

- Develop draft specification
- Market engagement sessions to develop updated revised specification
- Developing the market for procurement
- Discuss procurement options with providers and key stakeholders, to include but not limited to:
  - ❖ Block,
  - ❖ Framework or
  - ❖ Dynamic Purchasing System
- Agree recommended option.
- Agree implementation timescales.

- Develop Implementation Timescales
- Market engagement.
- Develop a robust communication plan.
- Develop business case for Cabinet.

## 6.1 IMPLEMENTATION TIMELINE

An indicative timescale is as follows:

Activity Milestone	Date
Extension of pre-placement contract variation	1 <sup>st</sup> January 2024
Agreement of Spec – Market Engagement	October 2023 – Dec 2023
Procurement Process Workshops – Market Engagement	October 2023 – January 2024
Models – Market Engagement	January 2024 – March 2024
Final development of draft specification	January 2024
Market engagement	January 2024 – March 2024
Cabinet for consideration of business case	March 2024
Tender process	March 2024 – June 2024
Contract Award	August 2024
Development of mobilisation plan	August 2024 – December 2024
Contract Go Live	1 January 2025

## 6.2 FINANCIAL IMPLICATIONS

An extension to the Care Home Pre-placement contract would mean that we continue to work within the current agreed financial structure for procuring placements with residential and nursing care providers. An annual inflationary uplift will continue to be applied in April 2024 in line with inflation markers identified by the ONS.

### 6.3 RISKS AND MITIGATIONS

Risk	Risk Score			Mitigation	Revised Risk Score		
	Likelihood (1-5)	Impact (1-5)	RAG (1 – 25)		Likelihood (1-5)	Impact (1-5)	RAG (1 – 25)
Extending the contract is not supportive of the Local Authorities financial objectives	2	3	6	In year budget pressures to be managed with Adult Social Care with reviews of exceptional high cost placements as appropriate.  Early engagement with local providers gives greater opportunities for diversification and right sizing of provision including fees	1	3	3
Sufficiency and structure of care home placements doesn't enable the Local Authority to meet its statutory duties under the Care Act, further the LA is unable to support system partners to maintain positive system flow	2	4	8	Continue to work closely with providers of residential and nursing services alongside Devon ICB colleagues to understand challenges facing the market and design new approach to meet these	2	3	6
Insufficient time to run an appropriate procurement process that meets the future commissioning intentions for residential and nursing care	2	3	6	Contract extensions allows time to properly prepare the provider market for a procurement process and meet commissioning intentions	2	2	4

### 6.4 OUTCOMES AND BENEFITS


Strategic Outcome	Benefit Description	Benefit Category
Improve health and wellbeing outcomes for the local population	Development of enhanced clinical support and a re-design of the care home market to enable care homes to manage more complex needs	User Improvement
To reduce inequalities in health & wellbeing of the local population	Alignment of health and social care priorities. E.g. to the intermediate care plan which seeks to reduce length of stay and improve proactive therapy support	User Improvement
To improve people's experience of care	A re-design of care home market to support providers to develop specialisms e.g. dementia nursing care	User Improvement
To improve the sustainability of the health and wellbeing system	Development of a new fee model to support new models for care	Cost Avoidance / System Improvement

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# EQUALITY IMPACT ASSESSMENT – RECOMMISSIONING OF ADULT CARE HOMES

## SECTION ONE: INFORMATION ABOUT THE PROPOSAL

<b>Author(s):</b> This is the person completing the EIA template.	Laura Lawrence / James Stannard	<b>Department and service:</b>	Strategic Co-operative Commissioning	<b>Date of assessment:</b>	19/09/23
<b>Lead Officer:</b> Please note that a Head of Service, Service Director, or Strategic Director must approve the EIA.	Emma Crowther, Interim Head of Commissioning	<b>Signature:</b>		<b>Approval date:</b>	27 <sup>th</sup> September 2023
<b>Overview:</b>	<p>Plymouth City Council is proposing to extend the current pre-placement contract for residential and nursing care homes for 12 months to 31<sup>st</sup> December 2024. The Business Case developed recommends the possible future shape of services to be delivered to people who require care home placements, either residential or nursing. A contract extension provides time to engage the provider market on future service models and procurement options.</p> <p>Plymouth City Council has contracts in place with all of the care homes across Plymouth (89) which allows placements to be made through a pre-placement agreement; this includes care homes across the city and out of area for residential care, nursing care and NHS Continuing Healthcare (CHC). We work closely with our NHS Devon Integrated Care Board (ICB) partners to commission and monitor care home services. There has never been a tender process for care homes as this has historically been managed through an open market. Residential and Nursing Care Homes provide support to some of the most vulnerable individuals in the city; Plymouth City Council has a responsibility under the Care Act 2014, to ensure the sufficiency of placements for residents in the city.</p> <p>This is an important opportunity for Plymouth City Council and NHS Devon ICB to right size the care home market and ensure the sustainability of services moving forward in provision that meets the needs of our citizens.</p>				
<b>Decision required:</b>	The total Local Authority spend for these services from Plymouth City Council is in the region of £50m per annum. This will accompany the business case being presented to Cabinet for approval in October 2023. The business case seeks to extend the current contract while the future approach to commissioning care homes services for adults is fully explored.				

**SECTION TWO: EQUALITY IMPACT ASSESSMENT SCREENING TOOL**

<b>Potential external impacts:</b> Does the proposal have the potential to negatively impact service users, communities or residents with protected characteristics?	<b>Yes</b>		<b>No</b>	No
<b>Potential internal impacts:</b> Does the proposal have the potential to negatively impact Plymouth City Council employees?	<b>Yes</b>		<b>No</b>	No
Is a full Equality Impact Assessment required? (if you have answered yes to either of the questions above then a full impact assessment is required and you must complete section three)	<b>Yes</b>		<b>No</b>	No
If you do not agree that a full equality impact assessment is required, please set out your justification for why not.				

**SECTION THREE: FULL EQUALITY IMPACT ASSESSMENT**

<b>Protected characteristics (Equality Act, 2010)</b>	<b>Evidence and information (e.g. data and consultation feedback)</b>	<b>Adverse impact</b>	<b>Mitigation activities</b>	<b>Timescale and responsible department</b>
	All data is from the 2011 Census except for age and sex which has been updated with 2021 data. Data will be updated with the 2021 Census data as it becomes available.			
<b>Age</b>				
<b>Care experienced individuals</b>  (Note that as per the Independent Review of Children's Social Care				

recommendations, Plymouth City Council is treating care experience as though it is a protected characteristic).				
Disability				
Gender reassignment				
Marriage and civil partnership				
Pregnancy and maternity				
Race				
Religion or belief				
Sex				
Sexual orientation				

SECTION FOUR: HUMAN RIGHTS IMPLICATIONS

Human Rights	Implications	Mitigation Actions	Timescale and responsible department
	None identified		

**SECTION FIVE: OUR EQUALITY OBJECTIVES**

<b>Equality objectives</b>	<b>Implications</b>	<b>Mitigation Actions</b>	<b>Timescale and responsible department</b>
<b>Celebrate diversity and ensure that Plymouth is a welcoming city.</b>	None identified		
<b>Pay equality for women, and staff with disabilities in our workforce.</b>	None identified		
<b>Supporting our workforce through the implementation of Our People Strategy 2020 – 2024</b>	None identified		
<b>Supporting victims of hate crime so they feel confident to report incidents, and working with, and through our partner organisations to achieve positive outcomes.</b>	None identified		
<b>Plymouth is a city where people from different backgrounds get along well.</b>	None identified		

# Cabinet



Date of meeting: 16 October 2023

Title of Report: **Plymouth Habitat Bank**

Lead Member: Councillor Tom Briars-Delve (Cabinet Member for Environment and Climate Change)

Lead Strategic Director: Anthony Payne (Strategic Director for Place)

Author: Chris Avent

Contact Email: [Chris.avent@plymouth.gov.uk](mailto:Chris.avent@plymouth.gov.uk)

Your Reference: Habitat Bank\_Decision3

Key Decision: No

Confidentiality: Part I - Official

## Purpose of Report

The business case report recommends that the Council invests £0.5m in its newly created Habitat Banking Company – Ocean City Biodiversity (OCB) – to provide working capital for the Company to undertake habitat improvement activity on 3 PCC sites (Chelson Meadow, Ham Woods LNR and Cann Woods LNR) to generate Biodiversity Units (BU) to be able to engage with the emerging market for Biodiversity Net Gain (BNG). This business case is modelled against delivery on 3 pilot sites covering 109 hectares owned by PCC and is expected to generate 271 BUs for the BNG market. The report illustrates how the business model for the Habitat Bank works and how the investment will be repaid to the Council over a 10 year period at standard commercial rates.

## Recommendations and Reasons

It is recommended that the Cabinet:

1. Approves the Business Case and approves £0.5m loan to Ocean City Biodiversity for the delivery of the Habitat enhancement activities across the 3 pilot sites and operation of the Company.

*Reason: this is the preferred option set out in the Business Case with the greatest cost/risk:benefits to the Council and the city.*

2. Confirms that the appointed PCC Member Rep – David Northey as Interim Strategic Director of Finance – will be responsible for implementing the loan agreement at suitable point in time and for reviewing and monitoring the repayments from OCB to PCC.

*Reason: This aligns with previous Decision to proceed with Company set up and the Reserved Matters authority given the Strategic Director of Finance under Articles of Association of the Company*

## Alternative options considered and rejected

1. PCC does not invest in OCB and OCB seeks £0.5m investment from other investors  
Discounted as PCC investment route preferable as first option, better loan repayment rate and opportunity for PCC to invest safely in its own assets.
2. Commit to invest minimum £0.2m requirement for first phase

Discounted as inefficient and creates unneeded risk

3. Invest £1m to invest in more sites and generate more BU's

Discounted as this option is similar to the preferred option, but requires twice the level of capital investment without no guarantee in the early BNG Market for this level of demand

### **Relevance to the Corporate Plan and/or the Plymouth Plan**

The proposed investment in OCB will deliver the following objectives of the Joint Local Plan:

- DEV026 Protecting and enhancing biodiversity and geological conservation
- DEV027 Green and play spaces
- DEV028 Trees, woodlands and hedgerows
- DEV041 Derriford Community Park\*

The OCB investment will deliver the following objectives of the Plymouth Plan:

- SO1 – Delivering a healthy city
- SO10 – Maintaining a beautiful and thriving countryside
- SPT12 – Strategic approach to the natural environment
- HEA7 - Optimising the health and wellbeing benefits of the natural environment
- HEA1 - Addressing health inequalities, improving health literacy
- HEA2 - Delivering the best outcomes for children, young people and families
- HEA7 - Optimising the health and wellbeing benefits of the natural environment
- INT6 - Enhancing Plymouth's 'green city' credentials
- GRO6 – Delivering Plymouth's Natural Network

It will be delivered within the Net Zero Action Plan and in line with the Plymouth Charter.

### **Implications for the Medium Term Financial Plan and Resource Implications:**

The recommended route is forecast to lead to £187k p.a. net benefit to the Council through realising a small real terms saving (replacing funding source for management and maintenance of the 3 pilot sites) and a new sustainable source of funding to meet existing income targets across Environmental Planning and Street Scene and Waste divisions.

### **Financial Risks**

There is a medium level risk that the Habitat Bank fails to make sufficient sales to be able to make repayments.

This has been mitigated through:

- Detailed modelling of the Habitat Bank finances, including cash flows that incorporates 10% redundancy rate (i.e. non-sale) for BUs, conservative sales strategy (average 25 BUs p.a. over first 5 years), conservative BU value and suitable capital buffers in first 10 years to provide security of cash flows and continued operation
- Demand assessment from the 5 year Housing supply and wider JLP allocated sites which provides good level of confidence that modelled sales strategy is feasible
- Engagement with developers has taken place to assess market demand for BNG units and the financial model has accounted for a £10k marketing budget to scale these engagement efforts.

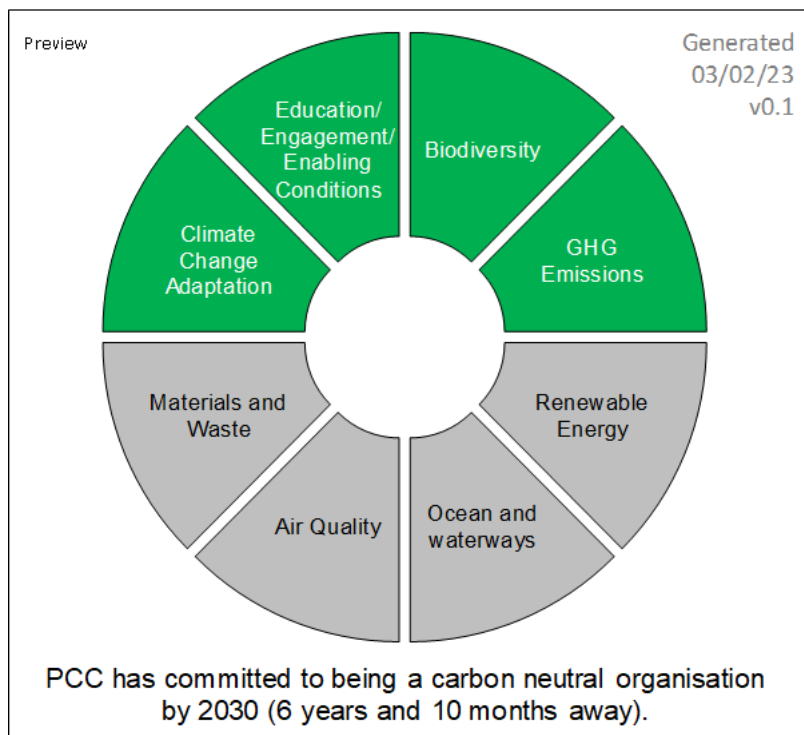
Further mitigation options include:

- Forward contracts may also be signed with potential off-takers to further reduce the risk.
- Updating the sales strategy to take advantage of increased 'land banking' where BUs are sold ahead of full creation bringing forward revenue income.

**Carbon Footprint (Environmental) Implications:**

The purpose of OCB is to support investment into the strategic delivery of habitat creation and/or restoration across the city. OCB will accelerate habitat creation and/or restoration in advance of development impacts, and will seek to fund the long-term or perpetual maintenance of restored sites through a capitalised endowment fund. While the carbon benefits of the majority habitats do not currently have a verifiable Carbon Credit scheme, PCC is working on as part of a funded pilot project

– Nature-Based Solutions for Climate Change – which is building the evidence base for this. Our Climate Wheel Assessment shows that we are confident that the net impact will be beneficial and there will be opportunity to generate future revenues from this.

**Other Implications: e.g. Health and Safety, Risk Management, Child Poverty:**

\* When considering these proposals members have a responsibility to ensure they give due regard to the Council's duty to promote equality of opportunity, eliminate unlawful discrimination and promote good relations between people who share protected characteristics under the Equalities Act and those who do not.

None – EqIA completed and included as background paper

**Appendices**

\*Add rows as required to box below

Ref.	Title of Appendix	Exemption Paragraph Number (if applicable) <i>If some/all of the information is confidential, you must indicate why it is not for publication by virtue of Part 1 of Schedule 12A of the Local Government Act 1972 by ticking the relevant box.</i>						
		1	2	3	4	5	6	7
A	Briefing report 231003 Briefing Report_Plymouth HabitatBank_FINAL							
B	Equalities Impact Assessment (if applicable)							
C	Climate Impact Assessment (if applicable)							

**Background papers:**

\*Add rows as required to box below

Please list all unpublished, background papers relevant to the decision in the table below. Background papers are unpublished works, relied on to a material extent in preparing the report, which disclose facts or matters on which the report or an important part of the work is based.

Title of any background paper(s)	Exemption Paragraph Number (if applicable)						
	If some/all of the information is confidential, you must indicate why it is not for publication by virtue of Part 1 of Schedule 12A of the Local Government Act 1972 by ticking the relevant box.						
	1	2	3	4	5	6	7
231003 HabitatBank_Full Business Case_2023_v4							

**Sign off:**

Fin	HLS 0610 23	Leg	legal/ 2288/ KT/0 5102 3	Mon Off	Click here to enter text.	HR	NA	Asset s	NA	Strat Proc	NA
Originating Senior Leadership Team member: Anthony Payne											
Please confirm the Strategic Director(s) has agreed the report? Yes Date agreed: 06/09/2023											
Cabinet Member approval: Councillor Tom Briars-Delve - approved by email Date approved: 05/10/2023											



# **BRIEFING REPORT - PART I**

Plymouth Habitat Banking Vehicle

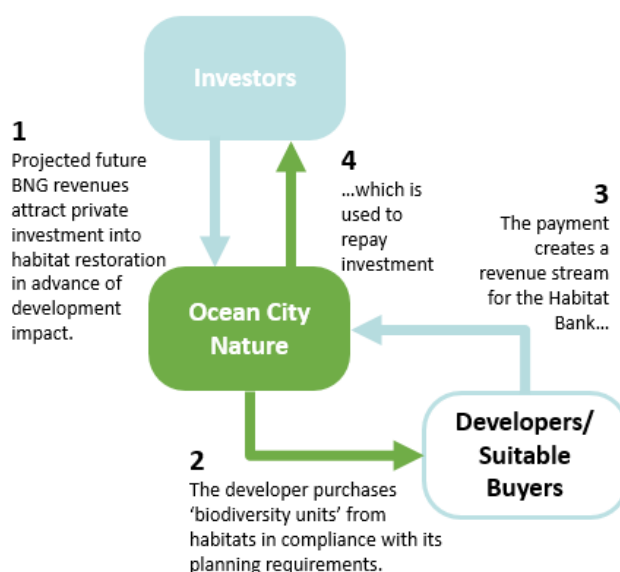


## I. INTRODUCTION

### ***A Habitat Bank for Plymouth – Delivering biodiversity net gain for the future of green infrastructure in the city.***

This detailed business case sets out the detail of PCC investing £0.5m of capital funds to implement the Council’s arms-length Habitat Bank - Ocean City Biodiversity (OCN) - to enhance and maintain the city’s green spaces for people and wildlife and generate a forecast £5.8m revenue for PCC over 30 years.

PCC has established a Habitat Banking company group – Ocean City Nature - in response to the approved Executive Decision from Cabinet on 9<sup>th</sup> March 2023



**Figure 1 – Plymouth’s Habitat Bank**

Habitat banking is one form of green finance. A habitat bank allows investors to finance habitat restoration and creation. **The investor receives their original investment returned plus interest payments** and is also rewarded with environmental returns, such as improvements to habitats – woodlands, meadows, rivers etc. – and enhanced access for people.

Habitat banking provides a way for landowners – in this case local authorities – to create or restore a habitat in advance through investment raised and “bank” the resulting biodiversity units. These units can then be purchased by developers seeking to comply with the mandatory 10% net gain. We have established Ocean City Nature to provide a credible and affordable BNG provider in the city. The sale of biodiversity units means the investor who provided the finance gets their initial investment back with interest and information about the social and environmental impact of their funding. The sale of biodiversity units also provides a critical revenue stream for local authorities to maintain the newly restored or created habitat for a minimum of 30 years and longer through the creation of an endowment.

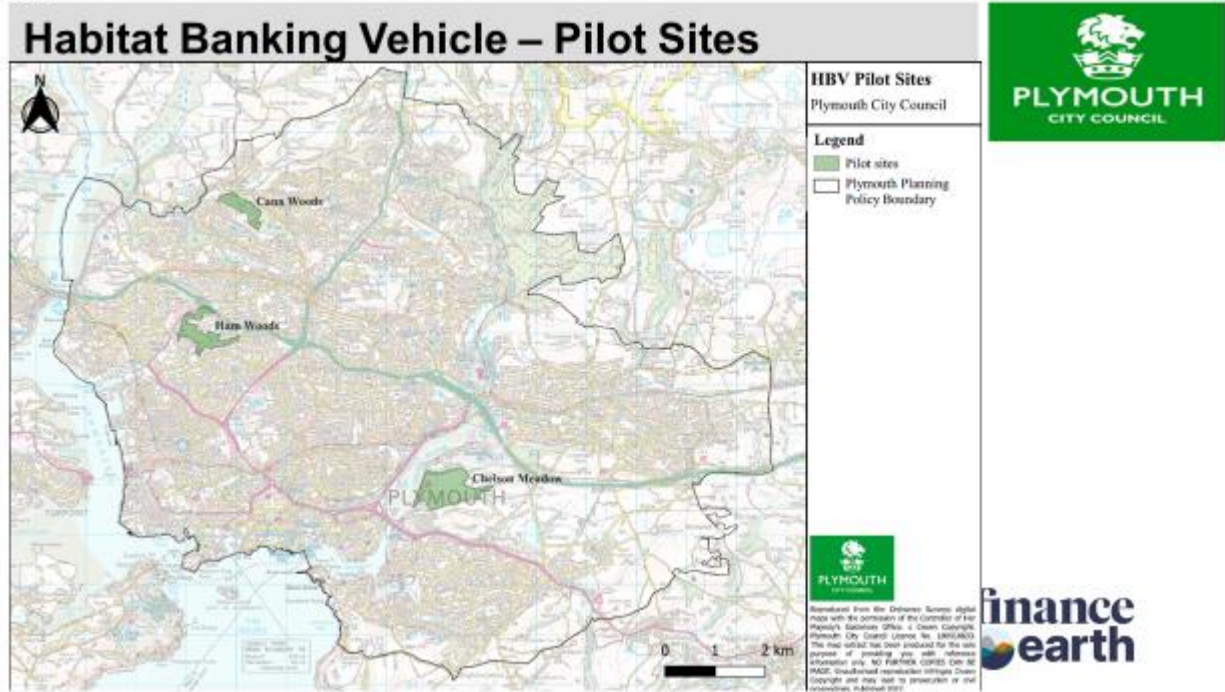
**Key points to consider:**

- This business case is modelled against pilot delivery in 3 sites (109 hectares) owned by PCC, all figures quoted are relative to that. Post the pilot stage, we have identified further 29 sites (269 hectares) to be included in future phases.
- The £0.5m investment required to establish Plymouth's Habitat Banking will be to Ocean City Nature and will be in the form of a phased loan (Service Borrowing) drawn down over two financial years.
- The £0.5m investment will be repaid over a fixed term of 10 years to the Council but will catalyse revenues of £7.4m over the 30 year lifespan of this investment period for OCN.
- This can result in £5.8m revenues to PCC in payments for management and operation of OCN in addition to the loan repayments over the 30 year period.
- Ocean City Nature is a Company Limited by Guarantee which is owned by PCC. Ocean City Biodiversity is a Company Limited by Shares and is wholly owned by Ocean City Nature (OCN). Both Companies have been structured in partnership with external and internal legal advice and in line with Executive Decision from 9<sup>th</sup> March 2023. An Executive Board will be structured to invite input from local economic and environmental stakeholders, while retaining council control over decision making.
- Based on the success of this pilot programme, OCN could scale up to generate further benefit for Plymouth, with indicative revenues of £25-30m based on scale up across the Local Nature Recovery Network (LNRN). In addition, Ocean City Nature stands as a pioneer for a group of Green Finance initiatives which have the potential to attract even further investment into Plymouth's natural environment and open spaces.

**2. PROPOSAL**

This business case proposes the Council invests £0.5m in its newly created Habitat Banking Company – Ocean City Biodiversity – to provide working capital for the Company to undertake activity improving the 3 PCC sites and engage with the emerging market for biodiversity net gain (BNG). This business case is modelled against pilot delivery in 3 sites – Chelson Meadow, Ham Woods LNR and Cann Woods LNR (covering 109 hectares combined) owned by PCC, so all figures quoted here are relative to that scale.

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The proposed investment offers a low-cost, low-risk opportunity for PCC to invest in its own sites and lead the development of the emerging biodiversity offsetting market across the Plymouth Policy Area. The investment generates a forecast revenue of £7.4m over the 31 year period and through proposed contracting arrangements between the OCB and PCC, the Council will generate a forecasted net benefit of £187k p.a. (£5.8m over 31 years) This is forecast to contribute towards existing income and savings targets in Environmental Planning and Street Scene and Waste.

Simultaneously, OCB supports the delivery of PCC's strategic goals, the growth of the local restorative economy, and improved access for people to high-quality natural assets. It will also serve as a proof of concept for a new mechanism that can sustainably fund the long-term creation, restoration, and management of habitats in parks and green space and support the local development market with a good market product for BNG provision.

The HBV proposal supports the delivery of the Corporate Plan objective to deliver Green Investment as well as the following JLP policies by ensuring that we make the most of new revenue streams and continue to access one-off funding opportunities to enhance the urban forest and green space of the city, engage communities with their local natural spaces and amenity trees whilst increasing the biodiversity value throughout the city.

- DEV026 Protecting and enhancing biodiversity and geological conservation,
- DEV027 Green and play spaces,
- DEV028 Trees, woodlands and hedgerows.

Finally the proposal supports action to deliver against the City's Net-Zero ambitions. A climate change decision wheel assessment has been conducted for the proposal a summary of which is below and the detail of the assessment within Appendix I. This shows that under all relevant assessment criteria this proposal fully aligns and supports the City's climate ambitions.

### **3. CONSULTATION & STAKEHOLDERS**

The HBV proposal has been developed through work carried out and funded as part of the Future Parks Accelerator programme and DEFRA's Natural Environment Investment Readiness Fund. Development work to this stage has included

- Engagement with internal stakeholders in PCC across departments including significant input from finance and legal.
- Workshop sessions with external stakeholders including DEFRA, Natural England and other Local Authorities to identify the standard of approach to be taken to Habitat Banking in an urban context
- Discussions with city housing providers and the Housing Delivery team
- The proposal was part of the PCC 2023/24 budget consultation. The proposal for a Habitat Bank received 19 responses with 16 being positive responses and 3 were neutral and were seeking more information.

### **4. OUTCOMES & BENEFITS**

#### Financial

- OCN once operational provides a new ongoing income stream to PCC's Environmental Planning and Operations teams for the maintenance of high-quality habitats and offset existing costs. In the short-term an average of £187k p.a. through contracted services for OCN and long-term through the proposed endowment structure. This represents approximately £5.8m of revenue for PCC over life.
- OCN is expected to generate an estimated £7.4million in revenues from the 3 identified pilot sites over 30 years as a minimum.
- Further investment and scale up could see benefits multiply to c.£25-30m.
- It is proposed that any surpluses generated will be used for the delivery of city priority green infrastructure projects.
- If approved, PCC will receive principal and interest repayments on its loan of £0.5m to OCN

Non-financial

- PCC investment in Nature sites complying with strengthened duties under Environment Act to maintain and enhance biodiversity
- Delivery of site enhancement as part of Plymouth's Biodiversity Network as objective of JLP.
- Creation of principles and approach for biodiversity offsetting and net gain delivery that also provides maximum social value.
- Delivery of an effective offsetting solution for local development projects.
- Safeguarding of public access to high quality nature within the city.
- Creation of new, local jobs within the restorative economy.
- Engagement and collaboration with local eNGOs.
- PCC seen as a leader in adaptation to emerging natural capital markets and climate change.
- Proof-of-concept for further financially sustainable natural environment investment models.

**5. RISKS**

A simple summary risk table is presented here.

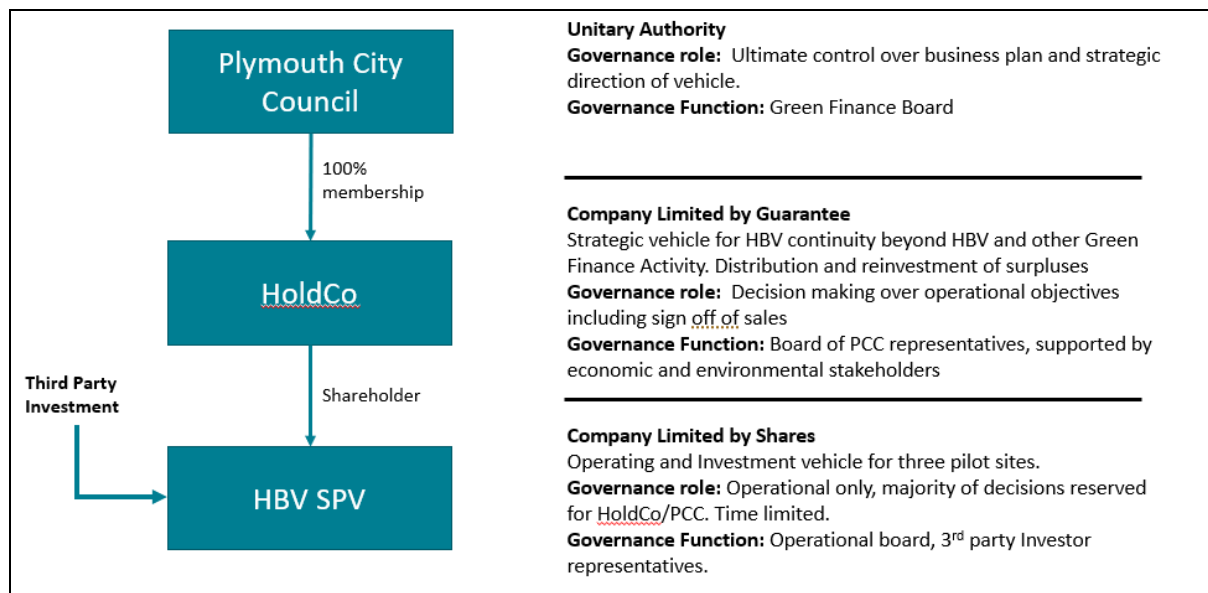
<b>Risk summary</b>	<b>Mitigated risk level (Low/ Med/ High)</b>	<b>Suitable mitigation/control in place or planned (Y/N)</b>
The Environment Act secondary legislation is delayed or materially changes, affecting the outcomes of the biodiversity net gain market	Low	Y
Lack of demand for BNG units or an inability to sell BNG units	Med	Y
Project operation and maintenance risks e.g. contractor failure	Low	Y
Unforeseen macroeconomic events delay project delivery and take-up of services.	Low	Y
Implication of requirement for BNG affecting viability of housing development particularly affordable housing ( <i>Risk to Habitat Bank not development market</i> )	Low	Y
Risk of property issues e.g. existing rights over the land or covenants against using it except for particular purposes, existing designations or conflict with existing rights holders. This could interfere with the principle of granting a lease to OCN for that site	Med	Y
Risk that OCN becomes insolvent and obligation to deliver BNG on sites reverts to PCC	Low	Y

## 6. GOVERNANCE

Governance arrangements for OCN have been designed with extensive support from external and internal legal counsel. At all times transparency and maintaining PCC control of decision making has guided this work.

### Corporate Structure & Governance

The corporate structure consists of two companies, the HoldCo – OCN - and the SPV - OCB.



**Figure 2 – Illustration of proposed corporate structure for the Habitat Bank**

### OCN - The HoldCo

The HoldCo is established as a not for profit company limited by guarantee. OCN has one member, PCC. OCN is established with a board of directors appointed by PCC. Directors of OCN report to the Member (PCC) representative, acting as sole controller of OCN. The board of directors is responsible for strategic decision making, including:

- Sales, pricing and marketing strategy
- Sales of biodiversity units to local buyers
- Review of, and reporting to PCC on the operating performance of OCN and OCB
- Use of surplus generated by OCB, including reinvestment in Plymouth's green estate. This will include scope to progress further green investment programmes for example in sustainable urban drainage opportunities.
- Respecting other "Reserved Matters" set out in OCN's Articles of Association/the Shareholders Agreement entered into between OCN, OCB and any third party shareholders to meet agreed PCC requirements.

The OCN board will meet bi-annually and as required once the entity is established.

### OCB - The SPV

OCB is established as a company limited by shares. The company is established with a sole shareholder - OCN - but is designed so that PCC may sell the majority stake (up to 74.9%) in the company to a third party, without divesting control which will be protected by a list of "reserved

matters” which can only be decided upon with OCN (and, therefore, PCC) approval as key shareholder, giving OCN "Golden Share" status. The board of directors of OCB has a limited role and is limited to operational items including:

- Negotiating and approving spend on operational contracts
- Negotiating sale of Biodiversity Units
- Approving spend on reactive site maintenance

Directors of OCB report to the shareholders, the OCN and any third party equity investors in OCB (if any). Directors will consist of an executive of PCC officers, and may also include investor representation in time if OCN choose to follow this route

### **PCC Governance**

The Member Rep through OCN will have course to direct the activities of the habitat banking vehicle through a series of reserve matters defined in the articles of OCN. Proposed Reserved matters detailed in the proposed company articles will limit the ability of OCN and OCB to act without PCC approval, these restrictions include:

- Raise funds
- Employ personnel
- Enter into lending or guarantee arrangements
- Sign new lease agreements
- Sell BUs to unapproved purchasers
- Change approval and governance procedures.

Such restrictions allow PCC to retain a high degree of control over company operations at arms-length. The appointed PCC Member Rep will have authority to make decisions on behalf of OCN up to “Key Decision” level (as defined in the Council’s Constitution). This appointment is set out in the recommendations.

Due to the innovative nature of this set-up, it is also proposed to include a Cabinet Member act as an ex-officio Director for assurance on key matters (e.g. sign-off of accounts) and to act as a Champion of the Company.

### **Governance of Land Ownership and Contractual arrangements**

PCC will be a counterpart to OCB in commercial contracts for the provision of services (including for land restoration works and provision of administrative services to OCN by PCC) and under the terms of a Lease to OCB of the Habitat sites meeting S123 LGA 1972 requirements. These duties fall to the Member Rep.



## 7. FINANCE

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### Habitat Banking Vehicle – Briefing Summary



- Proposal – PCC is the first 'Investor' in the HBV providing £500k of funding to deliver BU on three sites.
- The loan will be paid back over 10 years at commercial rate of 6.75%

CAPEX		
Item	Costs (Loan)	Costs (External)
Project Development	£99,391	
BU Delivery	£372,476	
Vehicle Development		£61,867
Development Contingency	£28,133	
Total	£500,000	£61,867

OPEX	
Item	Cost
Project Maintenance	£5,014,549
Infrastructure cont.	£427,427
Total Loan Servicing	£703,683
PCC Management	£335,429
External services	£219,293
Insurance and Audit	£313,311
Corporate Tax	£387,321
Total	£7,401,011

Income generated.	
BU No. 277	@ Average £25,000

Development cost = £161k. This development cost is funded by the budget from external grant funding raised through the Natural Environment Investment Readiness Fund and Future Parks Accelerator programme and £99k of the loan value. Therefore there is negligible cost to PCC other than through some core staff time to inform development. In addition, the establishment of an endowment fund will provide for long-term financial security for Plymouth's green spaces included in the pilot, providing support for ongoing maintenance funding and reducing the pressure on central funds.

OCN once operational provides a new ongoing income stream to PCC's Environmental Planning and Operations teams for the maintenance of high-quality habitats and offset existing costs. In the short-term an average of £187k p.a. through contracted services for OCN and long-term through the proposed endowment structure. This represents approximately £5.8m of revenue for PCC over life.

There is therefore negligible financial risk to PCC through the development of an HBV.

### Procurement

Any Procurement required with the delivery of works by external agencies will be procured in compliance with procurement law.

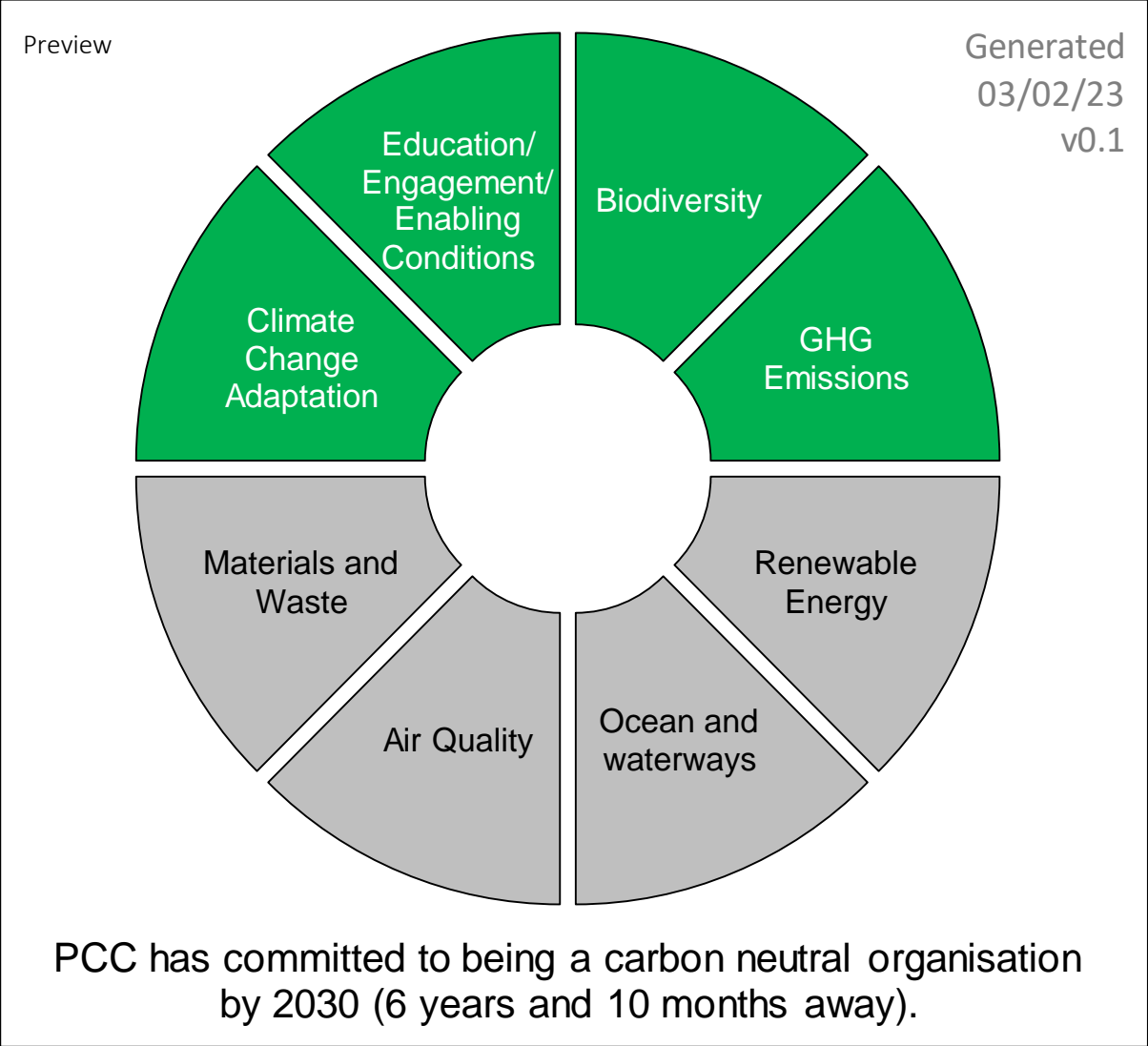
## 8. RECOMMENDATIONS

The Executive Decision makes two recommendations, that Cabinet:

1. Approves the Business Case and approves £0.5m loan to Ocean City Biodiversity for the delivery of the Habitat enhancement activities across the 3 pilot sites and operation of the Company.

2. Confirms that the appointed PCC Member Rep – David Northey as Interim Director of Finance – will be responsible for implementing the loan agreement at suitable point in time and for reviewing and monitoring the repayments from OCB to PCC.

Appendix I – Climate decision wheel



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## BUSINESS CASE

### Investment in Ocean City Biodiversity – Plymouth’s Habitat Bank



#### EXECUTIVE SUMMARY

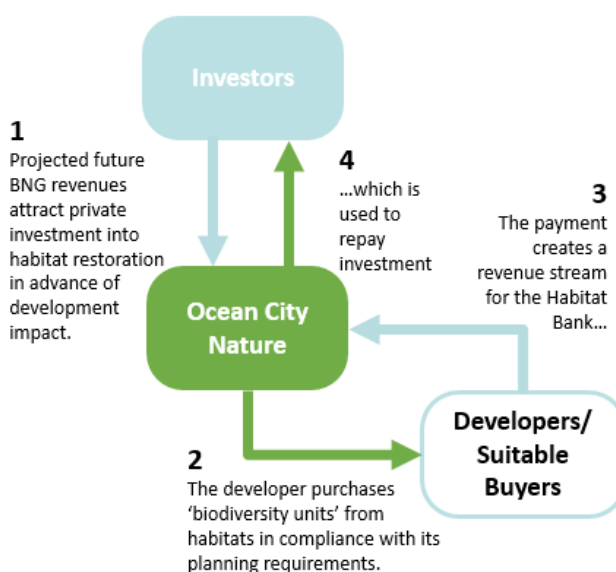
*The Executive Summary is a short summary of the Business Case and should be the last section you complete, this will enable you to extract or only the key facts from relevant sections i.e. ‘project on a page’.*

*The summary is a ‘snapshot’ of the business case which will need to tell the story and sell the proposal.*

#### **A Habitat Bank for Plymouth – Delivering biodiversity net gain for the future of green infrastructure in the city.**

This detailed business case sets out the detail of PCC investing £0.5m of capital funds to implement the Council’s arms-length Habitat Bank - Ocean City Biodiversity (OCB) - to enhance and maintain the city’s green spaces for people and wildlife and generate a forecast £5.8m revenue for PCC over 30 years.

PCC has established a Green Finance company group – Ocean City Nature - in response to the approved Executive Decision from Cabinet on 9<sup>th</sup> March 2023.



**Figure 1 – Plymouth’s Habitat Bank**

Habitat banking is one form of green finance. A habitat bank allows investors to finance habitat restoration and creation. **The investor receives their original investment returned plus interest payments** and is also rewarded with environmental returns, such as improvements to habitats – woodlands, meadows, rivers etc. – and enhanced access for people.

Habitat banking provides a way for landowners – in this case local authorities – to create or restore a habitat in advance through investment raised and “bank” the resulting biodiversity units. These units can then be purchased by developers seeking to comply with the mandatory 10% net gain. If developers have need to provide units off-site from

development then they are able to purchase these with any Habitat Bank provider in the country. We have established Ocean City Nature to provide a credible and affordable BNG provider in the city. The sale of biodiversity units means the investor who provided the finance gets their initial investment back with interest and information about the social and environmental impact of their funding. The sale of biodiversity units also provides a critical revenue stream for local authorities to maintain the newly restored or created habitat for a minimum of 30 years and longer through the creation of an endowment.

**Key points to consider:**

- This business case is modelled against pilot delivery in 3 sites (109 hectares) owned by PCC, all figures quoted are relative to that. Post the pilot stage, we have identified further 29 sites (269 hectares) to be included in future phases.
- The £0.5m investment required to establish Plymouth's Habitat Banking will be to Ocean City Biodiversity and will be in the form of a phased loan (Service Borrowing) drawn down over two financial years.
- The £0.5m investment will be repaid over a fixed term of 10 years to the Council but will catalyse revenues of £7.4m over the 30 year lifespan of this investment period for OCB.
- This can result in £5.8m revenues to PCC in payments for management and operation of OCN in addition to the loan repayments over the 30 year period.
- Detailed finance table is included as Appendix I.
- Ocean City Nature is a Company Limited by Guarantee which is owned by PCC. Ocean City Biodiversity is a Company Limited by Shares and is wholly owned by Ocean City Nature (OCN). Both Companies have been structured in partnership with external and internal legal advice and in line with Executive Decision from 9<sup>th</sup> March 2023. An Executive Board will be structured to invite input from local economic and environmental stakeholders, while retaining council control over decision making.
- Based on the success of this pilot programme, OCB could scale up to generate further benefit for Plymouth, with indicative revenues of £25-30m based on scale up across the Local Nature Recovery Network (LNRN). In addition, Ocean City Nature stands as a pioneer for a group of Green Finance initiatives which have the potential to attract even further investment into Plymouth's natural environment and open spaces.

## SECTION I: PROJECT DETAIL

<b>Project Value (indicate capital or revenue)</b>	£0.5m Capital investment	<b>Contingency</b>	£0.028m (5%)
<b>Programme</b>	Natural Infrastructure	<b>Directorate</b>	Place
<b>Portfolio Holder</b>	Cllr Tom Briars-Delve, Environment	<b>Service Director</b>	Philip Robinson (Street Services)
<b>Senior Responsible Officer (client)</b>	Kat Deeney	<b>Project Manager</b>	Chris Avent
<b>Address and Post Code</b>	NA	<b>Ward</b>	Citywide

**Current Situation:** *(Provide a brief, concise paragraph outlining the current situation and explain the current business need, problem, opportunity or change of circumstances that needs to be resolved)*

The UK is among the most nature-depleted countries in the world, with 56% of our species in decline and 15% threatened with extinction. In response to this, planning policy has increasingly tightened requirements for conservation and most recently looks to drive habitat enhancement through development activity. Property developments are encouraged to follow the mitigation hierarchy to avoid, minimise, restore and finally offset their impacts on local wildlife and habitats. Although offsets are the last stage in the mitigation hierarchy, Biodiversity Net Gain policy is generating a market for biodiversity offsets.

Biodiversity offsets are measurable conservation outcomes designed to compensate for adverse and unavoidable impacts of property development on biodiversity, and are intended to supplement the prevention and mitigation measures that have already been implemented.

With the passage of the Environment Act through Parliament, an emerging market for biodiversity offsetting has begun to develop across England. Under the Environment Act, new developments must deliver a 'net gain' for biodiversity of at least 10%. The impact and required offset(s) are measured using a biodiversity metric developed by Defra to quantify this gain. Measured in 'Biodiversity Units', this market is expected to be worth in excess of £200m per year (Defra, 2019).

Supply and Demand assessments undertaken across Plymouth show a need for about 106 BU's annually over the next 5/10 years to enable development to come forward. We have an estimated supply of 300 Biodiversity Units ("BU's") across the pilot sites. This number excludes the redundancy rate and is subject to change based on the adopted sales strategy.

Failure to meet this demand locally risks stifling development pipeline and/or biodiversity offset being delivered in other parts of the UK.

Furthermore, PCC already mandates that all large projects deliver biodiversity net gain in line with the biodiversity metric under DEV 26 of the Joint Local Plan (JLP). The first project to follow this approach is the Forder Valley Link Road ('FVLR'). PCC is seeking to apply the learnings of the FVLR biodiversity offset project to design and create a Habitat Bank that:

- Takes a pragmatic approach to this emerging market, ensuring that high-quality and strategically located offsets are delivered to maximise environmental and social benefits **for Plymouth**.
- That Plymouth has a reserve of BUs available to ensure nature is not stripped from the city, or that BNG becomes a barrier to business and the delivery of key infrastructure.
- That a fair market price is charged for biodiversity units, both allowing for the provision of BNG units at cost for affordable housing, while ensuring that pricing is appropriate to reflect the impact on natural capital of development activity across the city. Indicative pricing (from research and own experience of delivery and sales) per unit ranges from £17,500 to £37,500 depending on habitat type and maintenance requirements, and can be adjusted based on development type. A pricing of £25,000 per unit has been used across habitat types and distinctiveness in the current financial model.

**Proposal:** (Provide a brief, concise paragraph outlining your scheme and explain how the business proposal will address the current situation above or take advantage of the business opportunity) and (What would happen if we didn't proceed with this scheme?)

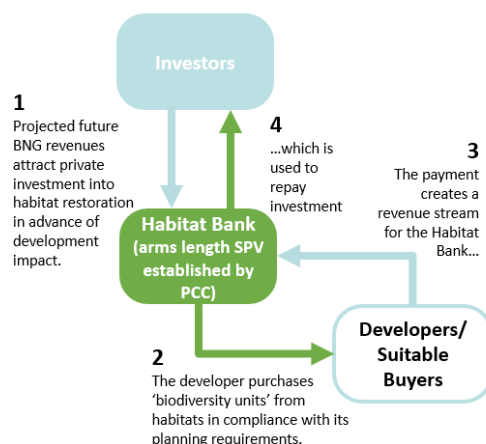
This business case proposes the Council invests £0.5m in its newly created Habitat Banking Company – Ocean City Biodiversity – to provide working capital for the Company to undertake activity improving 3 PCC sites and engage with the emerging market for biodiversity net gain (BNG). This business case is modelled against pilot delivery in 3 sites (covering 109 hectares) owned by PCC, so all figures quoted here are relative to that scale. We have identified a further 29 sites (further 269 hectares) that can be included in subsequent phases. The 3 Pilot sites were chosen based on a number of key criteria including geography within the city, habitat types, cost and risk.

Biodiversity offsets are expected to offer a significant new revenue generating opportunity for the natural environment. Importantly they will replace and exceed funding previously received through S106, for green space enhancement. OCB provides additional revenues to be used efficiently to deliver on PCC objectives including the JLP and LNRN, with any surpluses made available for distribution for aligned purposes (projects defined by Plymouth's Green Infrastructure Delivery Plan).

OCB will seek to capitalise an endowment to provide a perpetual income stream for the maintenance of the restored sites. This structure will be designed to ensure that projects do not become liabilities for PCC in the long-term.

The lifecycle and processes of the Habitat Bank is summarised below.

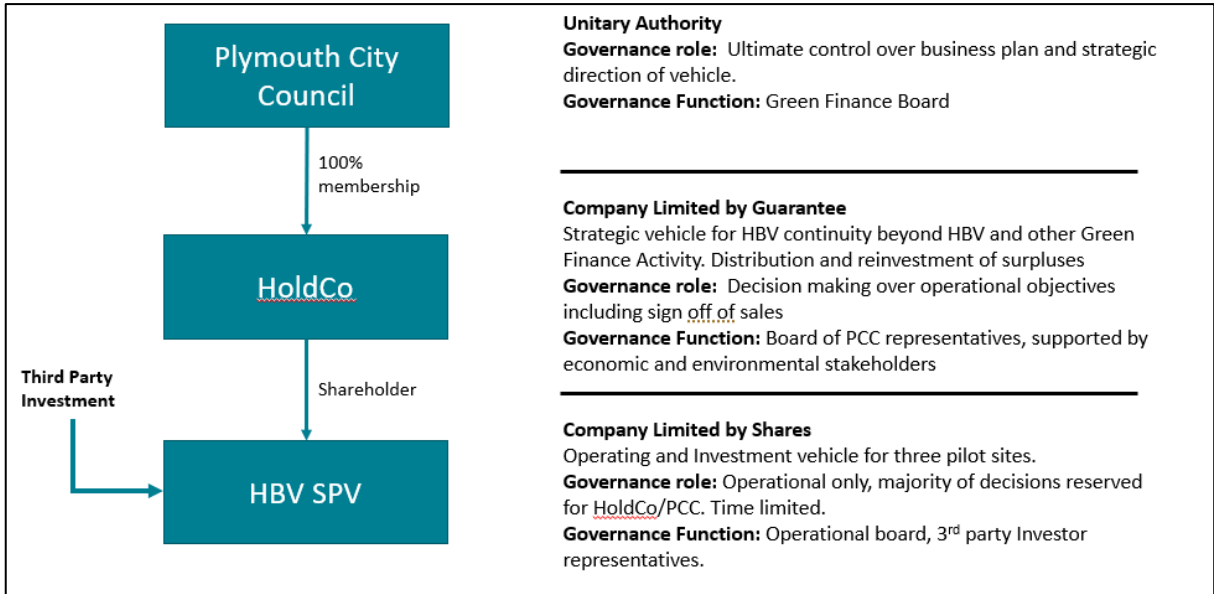
1. OCB raises investment to fund habitat creation and/or restoration in advance of local development activity and generate Biodiversity Units (BU). OCB funds the establishment and maintenance (for a set period, minimum 30 years, or as targeted, in perpetuity) of the habitat.
2. Local developments with a net negative impact on biodiversity are required to offset their impacts, as defined by the Defra Biodiversity Metric. OCB engages with local developers seeking to buy Biodiversity Units to offset their impacts. Developers purchase the units to fulfil planning obligations under the Environment Act and JLP.
3. OCB uses a portion of the proceeds from selling the biodiversity units to capitalise an endowment for the ongoing maintenance of the habitats created/restored.
4. OCB repays investment, provides the working revenue to manage the sites and the operational activity of OCB with surpluses re-invested in Plymouth's green spaces:



Ocean City Nature is the strategic company sitting at the head of a small company group also including a subsidiary company as the operating vehicle - OCB. The company structure of OCN is as a Company Limited by Guarantee (CLG). OCB is a Company Limited by



Shares (CLS). External and internal legal advice has been provided to establish this and was agreed through Cabinet Decision on 9<sup>th</sup> March - this is illustrated below.



In the event PCC decides not to pursue this opportunity, we would seek investment from other external, mission-aligned investors such as philanthropic investors through flexible loans.

In lieu of OCB becoming operational other organisations are expected to enter the market and may deliver lower-quality, short-term offsets with limited strategic and ecological benefits with no public access and far from Plymouth. By contrast, PCC has the opportunity to set standards for the delivery of biodiversity net gain within the Plymouth Policy Area (PPA), which also deliver maximum social value and can be replicated by local authorities throughout England. The principles and approach behind this have been tested with a range of sector specialists including other LPAs, environmental NGOs, Defra and Environment Agency policy leads and academics. Proposed principles will target the delivery of environmental and social objectives setting a high bar for this emerging market. The Business Model has been built around providing high quality infrastructure on these sites to not only protect biodiversity but also encourage appropriate access and public use.

**Why is this your preferred option:** *(Provide a brief explanation why this option is preferred) and (Explain why this is a good capital investment and how this would be an advantage for the Council) and (explain how the preferred option is the right balance between the risks and benefits identified below).*

The proposed investment offers a low-cost, low-risk opportunity for PCC to direct the development of the emerging biodiversity offsetting market across the Plymouth Policy Area. Through the expected contracting arrangements between OCB and PCC, the Council will generate a forecasted net benefit of £187k p.a. (£5.8m over 31 years) This is forecast towards existing income targets in Environmental Planning and Street Scene and Waste, with some smaller savings generated through cost replacement. The obligation for delivering the BNG rests with OCB and it will hold the lease for the sites for a minimum 35 year period. Simultaneously, OCB supports the delivery of PCC’s strategic goals, the growth of the local restorative economy, and improved access for people to high-quality natural assets. It will also serve as a proof of concept for a new mechanism that can sustainably fund the long-term creation, restoration, and management of habitats in parks and green space and support the local development market with a good market product for BNG provision.

Through OCB, the Council retains a high degree of control over the delivery of biodiversity offsets within Plymouth, ensuring that this emerging market yields the best possible outcomes for nature and communities. Importantly it also provides an investment which retains market control and ability to work collaboratively to offer packages that accommodate affordable housing provision – OCB as an independent company will have the ability to differentiate its pricing and therefore accommodate affordable housing aligned to PCC strategic goals around housing delivery.

This will entail the need for in-house resource and expertise to support the operation of OCB in the near term and strategic oversight from the Environmental Planning division in the long term to ensure alignment to council priorities. This increased capacity requirement is recognised within the OCB business model and the current modelling shows OCB will need to enter into a Management Service Agreement contract to the value of £0.187m p.a. to pay for the operation of the Company and the maintenance of the sites. In addition costs related to financial and legal support required are built into the business model.

The remaining risks and proposed mitigants are further detailed below.

**Option Analysis:** (Provide an analysis of 'other' options which were considered and discounted, the options considered must be a 'do Nothing' and 'do minimum' and 'viable alternative' options. A SWOT – Strength, Benefit, Opportunity, Threat analysis could be attached as an appendix).

<b>Do Nothing Option</b>	PCC does not invest in OCB and OCB seeks £0.5m investment from other investors
<b>List Benefits</b>	No risk on borrowing to PCC
<b>List Risk / Issues:</b>	<ul style="list-style-type: none"> <li>• longer period to raise investment and operationalise OCB</li> <li>• Risk of missing savings target of £27k for 23/24 increases</li> <li>• Lose first mover advantage</li> <li>• Risk (very low) of not raising suitable investment</li> </ul>
<b>Cost:</b>	£27k cost of delay to operationalisation of OCB. Missing 23/24 savings target of £27k
<b>Why did you discount this option</b>	PCC investment route preferable as first option, better loan repayment rate and opportunity for PCC to invest safely in its own assets.
<b>Do Minimum Option</b>	Commit to invest minimum requirement for first phase
<b>List Benefits</b>	<ul style="list-style-type: none"> <li>• Low financial risk to PCC and lower capital investment required</li> </ul>
<b>List Risk / Issues:</b>	<ul style="list-style-type: none"> <li>• Requirement to come back through BC to acquire phase 2 funding if required which is in-efficient</li> </ul>
<b>Cost:</b>	£0.2m
<b>Why did you discount this option</b>	Inefficient and creates unneeded risk
<b>Viable Alternative Option</b>	Invest £1m to invest in more sites and generate more BU's
<b>List Benefits</b>	<ul style="list-style-type: none"> <li>• Generation of additional Biodiversity Units for sale in response to developer demand</li> </ul>
<b>List Risk / Issues:</b>	<ul style="list-style-type: none"> <li>• Over supply of BU's</li> </ul>
<b>Cost:</b>	£1m
<b>Why did you discount this option</b>	<ul style="list-style-type: none"> <li>• This option is similar to the preferred option, but requires twice the level of capital investment without no guarantee in the early BNG Market for this level of demand</li> </ul>

<b>Strategic Case:</b>	
<b>Which Corporate Plan priorities does this project deliver?</b>	Green investment, jobs, skills and better education
<b>Explain how the project delivers or supports delivery of Joint Local Plan/Plymouth Plan Policies (include policy references)</b>	<p>The proposed investment in OCB will deliver the following objectives of the <u>Joint Local Plan</u>:</p> <ul style="list-style-type: none"> <li>• DEV026 Protecting and enhancing biodiversity and geological conservation</li> <li>• DEV027 Green and play spaces</li> <li>• DEV028 Trees, woodlands and hedgerows</li> <li>• DEV041 Derriford Community Park*</li> </ul> <p>The OCB investment will deliver the following objectives of the <u>Plymouth Plan</u>:</p> <ul style="list-style-type: none"> <li>• SO1 – Delivering a healthy city</li> <li>• SO10 – Maintaining a beautiful and thriving countryside</li> <li>• SPT12 – Strategic approach to the natural environment</li> <li>• HEA7 - Optimising the health and wellbeing benefits of the natural environment</li> <li>• HEA1 - Addressing health inequalities, improving health literacy</li> <li>• HEA2 - Delivering the best outcomes for children, young people and families</li> <li>• HEA7 - Optimising the health and wellbeing benefits of the natural environment</li> <li>• INT6 - Enhancing Plymouth's 'green city' credentials</li> <li>• GRO6 – Delivering Plymouth's Natural Network</li> </ul> <p>It will be delivered within the Net Zero Action Plan and in line with the Plymouth Charter.</p> <p><i>*Derriford Community Park has already been delivering BNG from the Forder Valley Link Road scheme for habitat enhancement, quantified through the Defra Biodiversity Metric.</i></p>

**Project Scope:** (To avoid scope creep and cost escalation it is important to have an agreed scope of what the project will and will not deliver. List below what is included and not included in the project 'budget'. Projects should be delivered within scope and budget, but should project change happen then the business case requires revisiting, updating and re-approval)

<b>In Scope</b>	<b>Out of Scope</b>
<ul style="list-style-type: none"> <li>• Capitalise OCB with £0.5m of capital investment to begin capital work programme across 3 pilot sites.</li> <li>• Continue BNG Unit Sales Engagement with local development projects to provide a cost efficient and ecologically strategic solution.</li> <li>• Undertake habitat restoration and enhancement on chosen pilot sites.</li> </ul>	<ul style="list-style-type: none"> <li>• Investment in sites outside of 3 pilot sites – Cann Woods LNR, Ham Woods LNR &amp; Chelson Meadow</li> </ul>

- Share learnings across aligned cities/places through the Future Parks Accelerator and through NEIRF.

### **Project Governance:**

The decision to approve the capital investment is governed through PCC channels culminating in an Executive Decision.

OCN is governed by the Board of Directors and the PCC Member Representative. OCB is governed by its Board of Directors and in turn to OCN.

Governance arrangements for OCN and OCB have been designed with support from external legal counsel and supported by PCC Legal team. At all times transparency and maintaining PCC control have guided this work.

### **Corporate Structure & Governance**

The proposed corporate structure consists of two companies, OCN - the HoldCo - and OCB - the SPV.

OCN is established as a company limited by guarantee. It has one member, PCC, with a board of directors appointed by PCC. The board of directors is responsible for strategic decision making, including:

- Sales, pricing and marketing strategy
- Sales of biodiversity units to local buyers
- Review of, and reporting to PCC on the operating performance of the SPV
- Use of surplus generated by the SPV, including reinvestment in Plymouth's green estate. This will include scope to progress further green investment programmes for example in sustainable urban drainage opportunities.
- Any other "Reserved Matters" set out in the OCN's Articles of Association.

Directors of OCN report to the Member (PCC) representative, acting as sole controller of the company.

The Directors of currently consist of:

1. Anthony Payne
2. Kat Deeney, with further appointments to follow.

Due to the innovative nature of this set-up, it is also proposed to include a Cabinet Member act as an ex-officio Director for assurance on key matters (e.g. sign-off of accounts) and to act as a Champion of the Company.

The OCN board will meet quarterly.

OCB is established as a company limited by shares. The company is established with a sole shareholder, OCN, but is designed so that PCC may sell the majority stake (up to 74.9%) in the company to a third party, without divesting control. The board of directors of OCB has a limited role and is limited to operational items including:

- Negotiating and approving spend on operational contracts

- Negotiating sale of Biodiversity Units
- Approving spend on reactive site maintenance

Directors report to the shareholders, the OCN Board and any third party equity investors in the company (if any). Directors consist of an executive of PCC officers, and may also include investor representation.

### **PCC Governance**

The Member Rep (David Northey, Service Director for Finance) acts as the controlling decision maker for PCC in relation to the OCN. There are a number of Reserved Matters set out in the Articles of Association for OCN which control the ability of OCN to act without PCC approval, these restrictions include:

- Raise funds
- Employ personnel
- Enter into lending of guarantee arrangements
- Sign new lease agreements
- Sell BUs to unapproved purchasers
- Change approval and governance procedures.

These restrictions allow PCC to retain a high degree of control over company operations at arms-length.

### **Contract Milestones and Dates:**

A detailed forward looking workplan is available for review if required

Phase	Start	End
Vehicle establishment	March 2023	September 2023
Fundraising and sales engagement	July 2023	March 2024
Onsite delivery	February 2024	Ongoing

Who are the key customers and Stakeholders	<ul style="list-style-type: none"> <li>● Plymouth residents</li> <li>● Tourists &amp; visitors to Plymouth</li> <li>● Plymouth's natural environment</li> <li>● Residential and commercial developers</li> <li>● Plymouth City Council</li> <li>● Aligned NGOs (incl. National Trust)</li> </ul>	Which Partners are you working with	<p>Internally –</p> <ul style="list-style-type: none"> <li>● Finance – Capital Investment, Commercial and Treasury Management</li> <li>● SSW/ Environmental Operations</li> <li>● Environmental Planning</li> <li>● Legal</li> <li>● Housing Delivery</li> <li>● Development Planning</li> <li>● JLP</li> </ul> <p>Externally -</p> <ul style="list-style-type: none"> <li>● Finance Earth</li> <li>● National Trust</li> <li>● Future Parks Accelerator</li> <li>● Local developers</li> <li>● External Legal Advisors</li> <li>● Environment Bank</li> </ul>
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			<ul style="list-style-type: none"> <li>• Esmee Fairburn</li> <li>• UK Nature Impact Investment Strategy</li> <li>• External Tax Advisors</li> <li>• Natural England</li> <li>• DEFRA</li> <li>• Greater Manchester Environment Fund</li> </ul> <p>Seeking to engage-</p> <ul style="list-style-type: none"> <li>• Environment Agency</li> <li>• National experts on net gain (academic, commercial and public sector partners)</li> </ul>
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## SECTION 2: PROJECT RISK, OUTCOMES AND BENEFITS

**Risk Register:** *The Risk Register/Risk Log is a master document created during the early stages of a project. It includes information about each identified risk, level of risk, who owns it and what measures are in place to mitigate the risks (cut and paste more boxes if required).*

Potential Risks Identified		Likelihood	Impact	Overall Rating	
Risk	The Environment Act secondary legislation is delayed or materially changes, affecting the outcomes of the biodiversity net gain market		Low	Med	Low
Mitigation	JLP Dev26.5 states that net gains in biodiversity will be sought from all major developments. As such some demand is expected to continue under local policy. The Defra Biodiversity metric rewards the early delivery of projects through a time discount factor; as such delays will have a reduced impact on the economics of the proposed vehicle.		Low	Low	Low
Calculated risk value in £ (Extent of financial risk)	£50k	Risk Owner	Chris Avent		
Risk	Lack of demand for BNG units or an inability to sell BNG units		High	High	High
Mitigation	Engagement with developers is underway to assess market demand for BNG units and the		Med	Med	Med

	<p>financial model has accounted for a £10k marketing budget to scale these engagement efforts.</p> <p>A 10% BNG unit redundancy rate has been assumed within the model which acts as a risk buffer in case BNG units are not generated or sold over first 12 years.</p> <p>The chosen sale strategy will have several implications. For example, taking a Habitat Banking sales approach may reduce risk exposure with units being sold only after the BNG is verified. On the other hand, a land banking approach, especially in the short term, ensures that units are available to meet immediate demand and enables transactions in a nascent market.</p> <p>The forecasted sales strategy is conservative with average of 25 BU sales p.a. for first 5 years.</p> <p>Additionally, forward contracts may also be signed with potential off-takers to further reduce the risk.</p>				
<b>Calculated risk value in £ (Extent of financial risk)</b>	£0.5m	<b>Risk Owner</b>	Ocean City Nature		
<b>Risk</b>	Project operation and maintenance risks e.g. contractor failure.		Low	Med	Med
<b>Mitigation</b>	OCN will sub-contract site maintenance to PCC or an independent 3rd party and to minimise risk, fees will be paid in arrears. Insurances will be obtained by PCC (e.g. D&O indemnity) and OCN (e.g. extreme weather insurance, asset related insurances).		Low	Low	Low
<b>Calculated risk value in £ (Extent of financial risk)</b>	£187k p.a. if OCN decides to use 3 <sup>rd</sup> party contractor over PCC	<b>Risk Owner</b>	Chris Avent		
<b>Risk</b>	Unforeseen macroeconomic events delay project delivery and take-up of services.		Low	Medium	Medium
<b>Mitigation</b>	Contingency planning to be in place and reviewed with regularity		Low	Low	Low
<b>Calculated risk value in £</b>	£50k	<b>Risk Owner</b>	Chris Avent		

<b>(Extent of financial risk)</b>				
<b>Risk</b>	Implication of requirement for BNG affecting viability of housing development particularly affordable housing (Risk to Habitat Bank not development market)	Med	Med	Med
<b>Mitigation</b>	Soft engagement with affordable housing developers and Housing Delivery team already underway to ensure OCN design is complementary and identifies mechanism to control this risk. Arms-length OCN gives stronger ability to price units appropriately and take social value of BNG requirements into consideration when pricing BUs	Med	Low	Low
<b>Calculated risk value in £ (Extent of risk)</b>	Not quantifiable	<b>Risk Owner</b>	Chris Avent	
<b>Risk</b>	Risk of property issues e.g. existing rights over the land or covenants against using it except for particular purposes, existing designations or conflict with existing rights holders. This could interfere with the principle of granting a lease to OCN for that site.	Med	Med	Med
<b>Mitigation</b>	Extensive due diligence is being carried out on the chosen pilot sites and in case of any property risks, they can be easily replaced since a total of 29 sites have been identified within the LNRN.	Med	Low	Med
<b>Calculated risk value in £ (Extent of risk)</b>	Low IRO £10k	<b>Risk Owner</b>	Chris Avent	
<b>Risk</b>	Risk that OCN becomes insolvent.	Med	Med	Med
<b>Mitigation</b>	The financial model includes a minimum working capital buffer to mitigate for insolvency risks. This includes the proposed annual expenditure on habitat maintenance and services such as accounting.	Med	Low	Low
<b>Calculated risk value in £ (Extent of risk)</b>	£0 (we are confident that a 12 month working capital buffer is suitable to meet wind up costs).	<b>Risk Owner</b>	Chris Avent	



<b>Outcomes and Benefits</b>	
<p><b>List the outcomes and benefits expected from this project.</b></p> <p>(An <b>outcome</b> is the result of the change derived from using the project's deliverables. This section should describe the anticipated outcome)</p> <p>(A <b>benefit</b> is the measurable improvement resulting from an outcome that is perceived as an advantage. Benefits are the expected value to be delivered by the project, measurable whenever possible)</p>	
<b>Financial outcomes and benefits:</b>	<b>Non-financial outcomes and benefits:</b>
<p>Based on detailed financial assessment and modelling, the following financial outputs are expected / are possible:</p> <ul style="list-style-type: none"> <li>• OCB once operational provides a new ongoing income stream to PCC's Environmental Planning and Operations teams for the maintenance of high-quality habitats and offset existing costs. In the short-term an average of £187k p.a. through contracted services for OCN and long-term through the proposed endowment structure. This represents approximately £5.8m of revenue for PCC over life.</li> <li>• OCB is expected to generate an estimated £7.4million in revenues from the 3 identified pilot sites over 30 years as a minimum.</li> <li>• Further investment and scale up could see benefits multiply to c.£25-30m.</li> <li>• It is proposed that any surpluses generated will be used for the delivery of city priority green infrastructure projects.</li> <li>• If approved, PCC will receive principal and interest repayments on its loan of £0.5m to OCB.</li> </ul>	<ul style="list-style-type: none"> <li>• PCC investment in Nature sites complying with strengthened duties under Environment Act to maintain and enhance biodiversity</li> <li>• Delivery of site enhancement as part of Plymouth's Biodiversity Network as objective of JLP.</li> <li>• Creation of principles and approach for biodiversity offsetting and net gain delivery that also provides maximum social value.</li> <li>• Delivery of an effective offsetting solution for local development projects.</li> <li>• Safeguarding of public access to high quality nature within the city.</li> <li>• Creation of new, local jobs within the restorative economy.</li> <li>• Engagement and collaboration with local eNGOs.</li> <li>• PCC seen as a leader in adaptation to emerging natural capital markets and climate change.</li> <li>• Proof-of-concept for further financially sustainable natural environment investment models.</li> </ul>

### SECTION 3: CONSULTATION

<b>Does this business case need to go to CMT</b>	Yes	<b>Date business case approved by CMT (if required)</b>	26/09/2023
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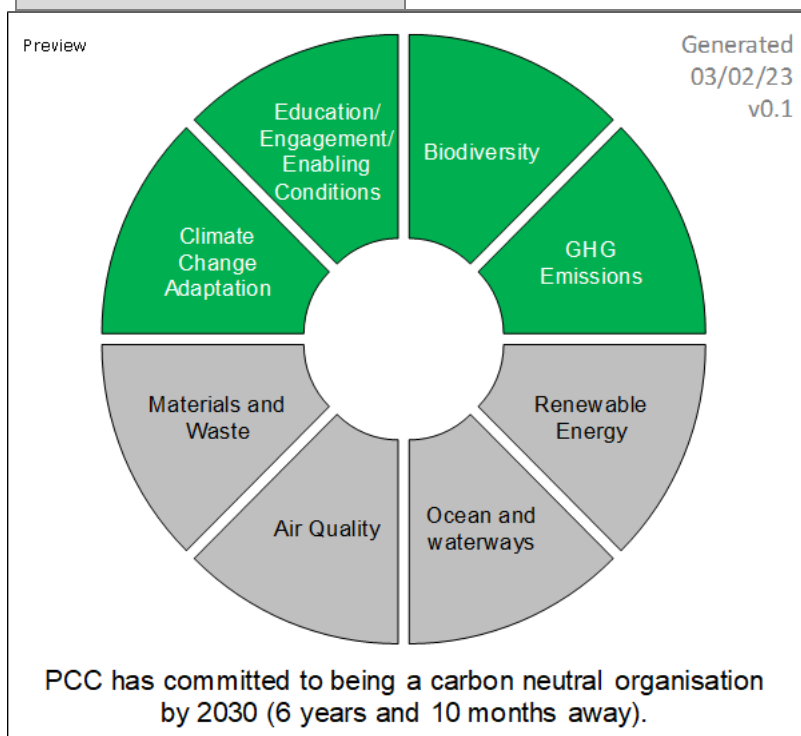
Have you engaged with Planning Department. (If no, please state the reason)	Yes
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<b>If yes, summarise the planning requirements.</b> <i>(If PP is required ensure you engage with planning prior to seeking approval of this Business Case)</i>	The Biodiversity Units generated will need to be registered with the National Biodiversity Register but also with the LPA through Conservation Covenants. NI Planning team acting as advisors. Planning will be consulted on any pilot activity as required.
<b>Is the budget cost reflective of planning requirements</b>	Yes
<b>Who is the Planning Officer you consulted with.</b>	Jo Lee, Jo Perry (JLP), DM team, Mike Oxford
<b>Planning Consent Date</b>	NA

Have you engaged with Building Control. <i>(If no, please state the reason)</i>	No
<b>Is the Building Control pre-application registered</b>	NA
<b>What is the pre-application number</b>	NA
<b>Is this classed as a HRRB building</b>	NA
<b>Is this building classed as 'high risk'</b>	NA
<b>Who is the Building Control Case Officer</b>	NA

Low Carbon	
<b>What is the anticipated impact of the proposal on carbon emissions</b>	The purpose of OCN is to support investment into the strategic delivery of habitat creation and/or restoration across the city. OCN will accelerate habitat creation and/or restoration in advance of development impacts, and will seek to fund the long-term or perpetual maintenance of restored sites through a capitalised endowment fund. While the carbon benefits of the majority habitats do not currently have a verifiable Carbon Credit scheme, PCC is working on as part of a funded pilot project – Nature-Base Solutions for Climate Change – which is building the evidence base for this. Our Climate Wheel Assessment shows that we are confident that the net impact will be beneficial and there will be opportunity to generate future revenues from this.
<b>How does it contribute to the Council becoming Carbon neutral by 2030</b>	OCN will contribute to the Council becoming carbon neutral by 2030 by: <ul style="list-style-type: none"> <li>• Supporting the early delivery of habitat sites with a net carbon negative impact.</li> <li>• Supporting the growth of the restorative economy and expertise within Plymouth.</li> <li>• Ensuring that public access to nature is protected and enhanced, improving awareness of and</li> </ul>

	<p>connection to nature, leading to positive behaviour change and environmental action.</p> <ul style="list-style-type: none"> <li>Any surpluses generated by the OCN will be reinvested into projects identified in Plymouth's Green Infrastructure Development Prospectus (GIDP) which will also promote green infrastructure, sustainable jobs and engagement with Plymouth's natural environment.</li> </ul>
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<b>Have you engaged with Procurement Service</b>		Yes
<b>Procurement route options considered for goods, services or works</b>	Using framework agreement such as EM Lawshare or PCC Request for Quotation process (RfQ).	
<b>Procurements Recommended route.</b>	RfQ Process for the appointment of external legal advisors. RfQ allows legal advisors to participate that are not currently on the EM Lawshare Framework agreement thus opening competition to more specialist law firms.	
<b>Who is your Procurement Lead.</b>	Paul Williams	

Which Members have you engaged with and how have they been consulted (including the Leader, Portfolio Holders and Ward Members)	Portfolio holder briefings – Cllr Briars-Delve, 9 <sup>th</sup> August 2023
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Confirm you have taken necessary Legal advice, is this proposal State Aid compliant, if yes please explain why.	Yes both internal and external legal counsel have been sought and continue to support the development of OCN.
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<b>Who is your Legal advisor you have consulted with.</b>	Alison Critchfield, Karen Trickey and Sue Wallis. (Previously Mo Sajjad and Emma Jackman)
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<b>Equalities Impact Assessment completed</b> <i>(This is a working document which should inform the project throughout its development. The final version will need to be submitted with your Executive Decision)</i>	Yes
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## SECTION 4: FINANCIAL ASSESSMENT

**FINANCIAL ASSESSMENT:** *In this section the robustness of the proposals should be set out in financial terms. The Project Manager will need to work closely with the capital and revenue finance teams to ensure that these sections demonstrate the affordability of the proposals to the Council as a whole.*

The financial information set out here outlines the proposed loan from PCC to OCN in order to undertake habitat restoration and maintenance on PCC sites for the sale of Biodiversity Units to developers.

CAPITAL COSTS AND FINANCING								
Breakdown of project costs including fees surveys and contingency (on present value basis)	22/23 £m	23/24 £m	24/25 £m	26/27 £m	27/28 £m	28/29 £m	Future Yrs. £m	Total £m
Project Development on PCC pilot sites		0.099						0.099
Habitat enhancement and infrastructure on PCC pilot sites		0.172	0.201					0.373
Development contingency			0.028					0.028
<b>Total capital spend</b>		0.271	0.229					0.5

Provide details of proposed funding: <i>Funding to match with Project Value</i>								
Breakdown of proposed funding	Prev. Yr. £m	23/24 £m	24/25 £m	26/27 £m	27/28 £m	28/29 £m	Future Yrs. £m	Total £m
PCC Service Borrowing		0.271	0.229					0.500
<b>Total</b>		0.271	0.229					0.500

REVENUE COSTS AND IMPLICATIONS	
<i>Cost of Developing the Capital Project (To be incurred at risk to Service area)</i>	
<b>Total Cost of developing the project</b>	£161k  These costs are funded via external grants we have secured - Future Parks Accelerator Programme and NEIRF and £99k of the loan value.
<b>Revenue cost code for the development costs</b>	2153
<b>Revenue costs incurred for developing the project are to be included in the capital total, some of the expenditure could be capitalised if it meets the criteria</b>	N/A
<b>Budget Managers Name</b>	Chris Avent

<i>Ongoing Revenue Implications for Service Area</i>							
(Inflated values)	22/23 £	23/24 £	24/25 £	25/26 £	26/27 £	27/28 £	Future Yrs. (Ongoing, Annual)
<b>Service area revenue cost</b>							
Cost of borrowing repayments			0.0704	0.0704	0.0704	0.0704	0.0704
OCN Development costs	0.05	0.111					
<b>Service area revenue benefits/savings</b>							Ongoing, Annual
Loan repayment from OCN to PCC			0.0704	0.0704	0.0704	0.0704	0.0704
Benefits from OCN to PCC through Management Service Agreement			0.187	0.187	0.187	0.187	0.187
Grant Funding Received	0.05	0.111					

Net Cost/Benefit	0	0	0.187	0.187	0.187	0.187	0.187
Which cost centre would the revenue pressure be shown		2114		Has this been reviewed by the budget manager		Yes	
Name of budget manager				Chris Avent			
Loan value	£0.5m	Interest Rate	6.75%	Term Years	10	Annual Repayment	£0.0704m
Revenue code for annual repayments				2114 – but new code required TBC by Finance			
Service area or corporate borrowing				Service			
Revenue implications reviewed by				Emma White			

## SECTION 5: MONITORING PERFORMANCE & POST PROJECT REVIEW

*To conclude, the purpose of a business case is to outline the business rationale for undertaking a project and to provide a means to continually assess and evaluate project progress throughout delivery. It is the responsibility of the project manager to ensure the project remains on time and within budget during delivery and to monitor the project throughout and provide a Post Project Review on completion.*

### Investment Team Monitoring:

*The Investment Team are required to report on completed projects and what they have achieved. To do this information will need to be captured during delivery and on completion of the project from your Post Project Review including:*

- Did the project deliver the intended outcomes and benefits as stated in the business case?
- Which company was the contract awarded, is this a local company?
- How many jobs did this project provide?
- How much income from Council Tax and NHB will be collected?
- How have the carbon emissions been mitigated and how much did this cost?
- Was the project delivered on time and on budget (including contingency)?

### Finance Monitoring :

- It is essential for Capital Finance Team to monitor the financial element of projects during delivery for reporting purposes. Monthly spend profiles against budget, matching with finance profiles will be collected monthly during delivery and on completion of the project.

Version Control: (The version control table must be updated and signed off each time a change is made to the document to provide an audit trail for the revision and update of draft and final versions)

Author of Business Case	Date	Document Version	Reviewed By
Chris Avent	14/07/2023	v 1.0	Alison Critchfield, David Northey, Carolyn Haynes, Wendy Eldridge, Sarah Scott, Sharon Gillet, Philip Robinson, Anthony Payne, Kat Deeney
Chris Avent	28/08/2023	V 2.0	Philip Robinson, Paul Barnard, David Draffen, Anthony Payne, Kat Deeney, CMT members
Chris Avent	29/09/2023	V 3.0	Cabinet members
Chris Avent	03/10/2023	V4	<p>Updated following comments from CMT and Cabinet Planning. Amends to:</p> <ul style="list-style-type: none"> <li>• <b>Page 8</b> – addition of “Due to the innovative nature of this set-up, it is also proposed to include a Cabinet Member act as an ex-officio Director for assurance on key matters (e.g. sign-off of accounts) and to act as a Champion of the Company.”</li> <li>• <b>Page 10/11</b> – Updated risk details (ratings and mitigation) around risk of “Lack of demand for BNG units or an inability to sell BNG units.”</li> <li>• <b>Page 12</b> – update to risk rating and mitigation for risk of “Implication of requirement for BNG affecting viability of housing development particularly affordable housing”</li> </ul>

## SECTION 6: RECOMMENDATION AND ENDORSEMENT

### Recommended Decision

#### It is recommended that the Cabinet:

1. Approves Business Case and approves £0.5m loan to Ocean City Biodiversity for the delivery of the Habitat enhancement activities across the 3 pilot sites and operation of the Company.
2. Confirms that the appointed PCC Member Rep – David Northey as Interim Director of Finance – will be responsible for implementing the loan agreement at suitable point in time and for reviewing and monitoring the repayments from OCB to PCC.

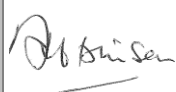
[Tom Briars-Delve, Cabinet Member]		Service Director	
<b>Either email dated:</b>	Date 04/10/2023	<b>Either email dated:</b>	date
<b>Or signed:</b>		<b>Signed:</b>	
<b>Date:</b>		<b>Date:</b>	

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# EQUALITY IMPACT ASSESSMENT – PLYMOUTH HABITAT BANKING VEHICLE

## SECTION ONE: INFORMATION ABOUT THE PROPOSAL

<b>Author(s):</b> This is the person completing the EIA template.	Chris Avent	<b>Department and service:</b>	Place. Environmental Planning	<b>Date of assessment:</b>	04/10/2023
<b>Lead Officer:</b> Please note that a Head of Service, Service Director, or Strategic Director must approve the EIA.	Philip Robinson	<b>Signature:</b>		<b>Approval date:</b>	05/11/2023
<b>Overview:</b>	<p>The business case report recommends that the Council invests £0.5m in its newly created Habitat Banking Company – Ocean City Biodiversity (OCB) – to provide working capital for the Company to undertake habitat improvement activity on 3 PCC sites (Chelson Meadow, Ham Woods LNR and Cann Woods LNR) to generate Biodiversity Units (BU) to be able to engage with the emerging market for Biodiversity Net Gain (BNG). This business case is modelled against delivery on 3 pilot sites covering 109 hectares owned by PCC and is expected to generate 271 BUs for the BNG market.</p> <p>The report illustrates how the business model for the Habitat Bank works and how the investment will be repaid to the Council over a 10 year period at standard commercial rates.</p>				
<b>Decision required:</b>	<p>It is recommended that the Cabinet:</p> <ol style="list-style-type: none"> <li>Approves the Business Case and approves £0.5m loan to Ocean City Biodiversity for the delivery of the Habitat enhancement activities across the 3 pilot sites and operation of the Company.</li> <li>Confirms that the appointed PCC Member Rep – David Northey as Interim Strategic Director of Finance – will be responsible for implementing the loan agreement at suitable point in time and for reviewing and monitoring the repayments from OCB to PCC.</li> </ol>				

## SECTION TWO: EQUALITY IMPACT ASSESSMENT SCREENING TOOL

<b>Potential external impacts:</b> Does the proposal have the potential to negatively impact service users, communities or residents with protected characteristics?	Yes		No	X
<b>Potential internal impacts:</b> Does the proposal have the potential to negatively impact Plymouth City Council employees?	Yes		No	X
Is a full Equality Impact Assessment required? (if you have answered yes to either of the questions above then a full impact assessment is required and you must complete section two)	Yes		No	X

If you do not agree that a full equality impact assessment is required, please set out your justification for why not.

There is no negative impact to service users, communities or residents with protected characteristics, nor any PCC employees, the project is open to all, and enhanced habitats and access to them will contribute to the health and wellbeing of residents and communities across Plymouth.

### SECTION THREE: FULL EQUALITY IMPACT ASSESSMENT

Protected characteristics (Equality Act, 2010)	Evidence and information (e.g. data and consultation feedback)	Adverse impact	Mitigation activities	Timescale and responsible department
<b>Age</b>	<p>All data is from the 2011 Census except for age and sex which has been updated with 2021 data. Data will be updated with the 2021 Census data as it becomes available.</p> <p>Plymouth</p> <ul style="list-style-type: none"> <li>• 16.4 per cent of people in Plymouth are children aged under 15.</li> <li>• 65.1 per cent are adults aged 15 to 64.</li> <li>• 18.5 percent are adults aged 65 and over.</li> <li>• 2.4 percent of the resident population are 85 and over.</li> </ul> <p>South West</p> <ul style="list-style-type: none"> <li>• 15.9 per cent of people are aged 0 to 14, 61.8 per cent are aged 15 to 64.</li> <li>• 22.3 per cent are aged 65 and over.</li> </ul> <p>England</p>			

	<ul style="list-style-type: none"> <li>• 17.4 per cent of people are aged 0 to 14.</li> <li>• 64.2 per cent of people are aged 15 to 64.</li> <li>• 18.4 per cent of people are aged 65 and over.</li> </ul> <p>(Data sourced from the 2021 Census)</p>			
<p><b>Care experienced individuals</b></p> <p>(Note that as per the Independent Review of Children's Social Care recommendations, Plymouth City Council is treating care experience as though it is a protected characteristic).</p>	<p>It is estimated that 26 per cent of the homeless population in the UK have care experience. In Plymouth there are currently 7 per cent of care leavers open to the service (6 per cent aged 18-20 and 12 per cent of those aged 21+) who are in unsuitable accommodation.</p> <p>The Care Review reported that 41 per cent of 19-21 year old care leavers are not in education, employment or training (NEET) compared to 12 per cent of all other young people in the same age group.</p> <p>In Plymouth there are currently 50 per cent of care leavers aged 18-21 Not in Education Training or Employment (54 per cent of all those care leavers aged 18-24 who are open to the service).</p> <p>There are currently 195 care leavers aged 18 to 20 (statutory service) and 58 aged 21 to 24 (extended offer). There are more care leavers aged 21 to 24 who could return for support from services if they wished to.</p>			

<b>Disability</b>	10 per cent of our population have their day-to-day activities limited a lot by a long-term health problem or disability (2011 Census).			
<b>Gender reassignment</b>	<p>There are no official estimates for gender reassignment at either national or local level (awaiting 2021 Census data).</p> <p>However, in a study funded by the Home Office, the Gender Identity Research and Education Society (GIRES) estimate that between 300,000 and 500,000 people aged 16 or over in the UK are experiencing some degree of gender variance.</p>			
<b>Marriage and civil partnership</b>	<p>There were 234,795 marriages in England and Wales in 2018.</p> <p>In 2020, there were 7,566 opposite-sex civil partnerships formed in England and Wales, of which 7,208 were registered in England and 358 were registered in Wales.</p> <p>There were 785 civil partnerships formed between same-sex couples in England and Wales in 2020, of which 745 were registered in England and 40 were registered in Wales.</p>			
<b>Pregnancy and maternity</b>	There were 640,370 live births in England and Wales in 2019, a decrease of 2.5 per cent since 2018. The mid-year 2019 population estimates show			

	<p>that there were 2,590 births in Plymouth.</p> <p>The total fertility rate (TFR) for England and Wales decreased from 1.70 children per woman in 2018 to 1.65 children per woman in 2019.</p>			
<b>Race</b>	<p>92.9 per cent of Plymouth's population identify themselves as White British. 7.1 per cent identify themselves as Black, Asian or Minority Ethnic.</p> <p>Census data suggests at least 43 main languages are spoken in the city, showing Polish, Chinese and Kurdish as the top three (2011 Census).</p>			
<b>Religion or belief</b>	<p>Christianity is the biggest faith in the city with more than 58 per cent of the population (148,917). 32.9 per cent (84,326) of the Plymouth population stated they had no religion (2011 Census).</p> <p>Those who identified as Muslim were just under 1 per cent while Hindu, Buddhist, Jewish or Sikh combined totalled less than 1 per cent (2011 Census).</p>			
<b>Sex</b>	<p>51 per cent of our population are women and 49 per cent are men (2021 Census).</p>			
<b>Sexual orientation</b>	<p>There is no precise local data on sexual orientation in Plymouth (awaiting 2021 Census data).</p>			

**SECTION FOUR: HUMAN RIGHTS IMPLICATIONS**

<b>Human Rights</b>	<b>Implications</b>	<b>Mitigation Actions</b>	<b>Timescale and responsible department</b>

**SECTION FIVE: OUR EQUALITY OBJECTIVES**

<b>Equality objectives</b>	<b>Implications</b>	<b>Mitigation Actions</b>	<b>Timescale and responsible department</b>
<b>Celebrate diversity and ensure that Plymouth is a welcoming city.</b>			
<b>Pay equality for women, and staff with disabilities in our workforce.</b>			
<b>Supporting our workforce through the implementation of Our People Strategy 2020 – 2024</b>			
<b>Supporting victims of hate crime so they feel confident to report incidents, and working with, and through our partner organisations to achieve positive outcomes.</b>			
<b>Plymouth is a city where people from different backgrounds get along well.</b>			

# Habitat Banking Vehicle – Briefing Summary

## Loan Request



### National Context

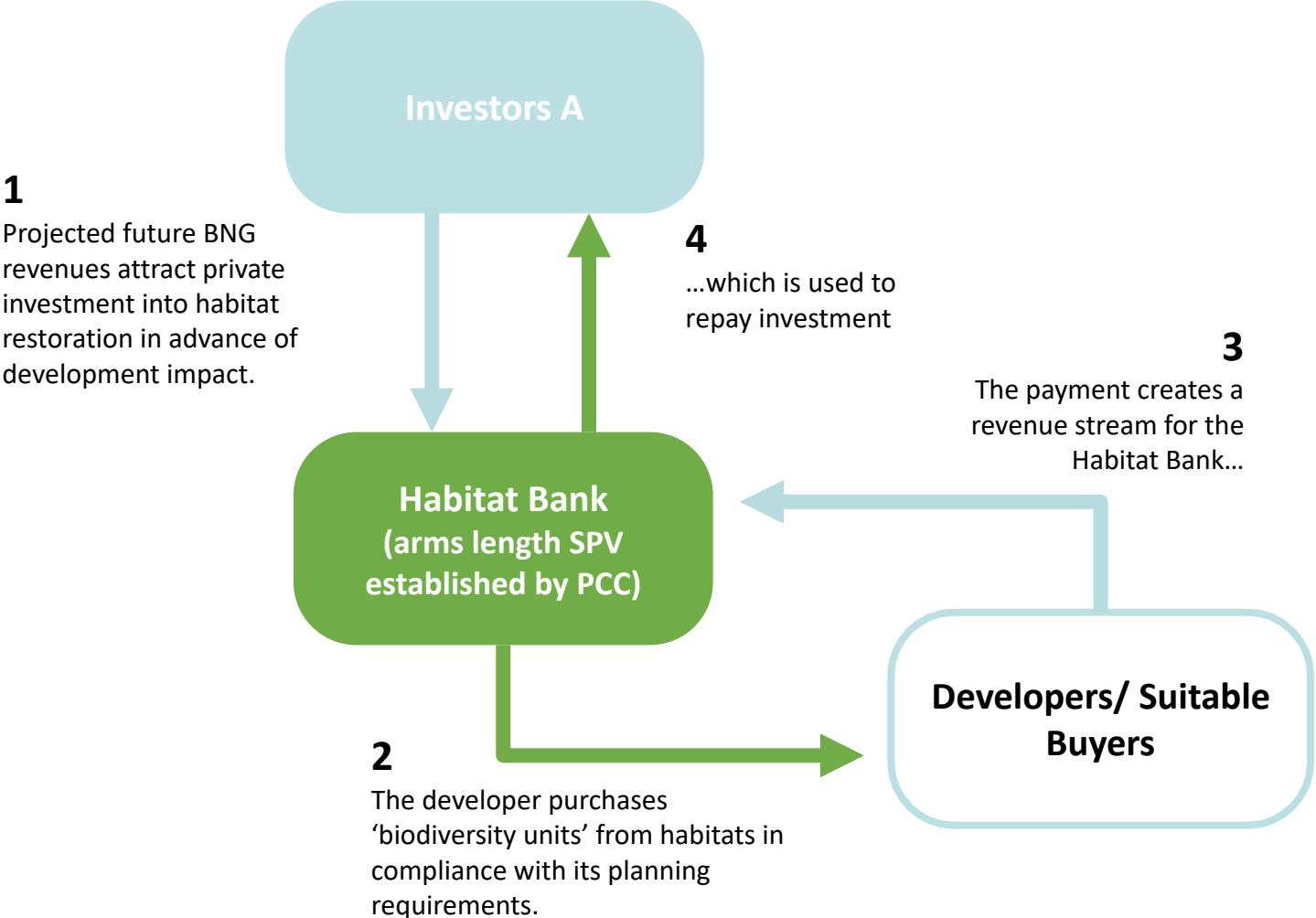
- **Biodiversity Net Gain** policy set out under the **Environment Act 2021** which will come into force January 2024.
- Requires 10% net gain in biodiversity – 30 year maintenance period.
- National requirement.
- This legislation leads to the creation of **Biodiversity Units** (as a form of tradeable currency).

### Local Solution

- Create BU on PCC land to sell to developers – improving nature and places for people in Plymouth.
- In March 2023 Cabinet approved the establishment of a PCC-owned group of companies to act as a Habitat Banking Vehicle (HBV).
- Proposal is loan of £500k to deliver approach on 3 PCC owned pilot sites (covering 109 hectares).



# Habitat Banking Model





# Habitat Banking Vehicle – Pilot Sites



## HBV Pilot Sites

Plymouth City Council

### Legend

- Pilot sites
- Plymouth Planning Policy Boundary



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# Habitat Banking Vehicle – Briefing Summary



- Proposal – PCC is the first ‘Investor’ in the HBV providing £500k of funding to deliver BU on three sites.
- The loan will be paid back over 10 years at commercial rate of 6.75%

CAPEX		
Item	Costs (Loan)	Costs (External)
Project Development	£99,391	
BU Delivery	£372,476	
Vehicle Development		£61,867
Development Contingency	£28,133	
Total	£500,000	£61,867

Income generated.	
BU No. 277	@ Average £25,000

OPEX	
Item	Cost
Project Maintenance	£5,014,549
Infrastructure cont.	£427,427
Total Loan Servicing	£703,683
PCC Management	£335,429
External services	£219,293
Insurance and Audit	£313,311
Corporate Tax	£387,321
Total	£7,401,011



# Habitat Banking Vehicle – Briefing Summary Benefits



- Environment Act will be enacted in 2024 – Doing nothing would mean a net loss in money for nature in the City;
- Proposal builds in enhanced maintenance of the sites for 30 years + infrastructure improvements.
- National pioneer + Locally beneficial



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