



**Oversight and Governance**

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## CABINET

Monday 9 September 2024  
2.00 pm  
Warspite Room, Council House

**Members:**

Councillor Evans OBE, Chair

Councillor Laing, Vice Chair

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

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 12 August 2024.

#### 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.

## Items for decision

#### 6. The Transformation of Armada Way

(Pages 17 - 52)

#### 7. Heat Networks Delivery Approach

(Pages 53 - 80)

#### 8. Building Bridges to Opportunity Position Paper

(Pages 81 - 98)

#### 9. Special Educational Needs and Disabilities Sufficiency Plan 2024-2030

(Pages 99 - 156)

#### 10. Recommissioning of Adult Care Homes

(Pages 157 - 196)

### Items from Scrutiny

- |  |                          |
|--|--------------------------|
| <b>11. Recommendations from Scrutiny Management Board on Delt Contract</b> | <b>(Pages 197 - 200)</b> |
| <b>12. Delt Contract</b>   | <b>(To Follow)</b>       |

### Items for discussion

- |   |                        |
|---|------------------------|
| <b>13. Ageing Well</b>                          | <b>(Verbal Report)</b> |
| <b>14. Chair of Audit and Governance Update</b> | <b>(To Follow)</b>     |
| <b>15. Children's Services Update</b>           | <b>(To Follow)</b>     |

### Items for noting

- |                                   |                        |
|-----------------------------------|------------------------|
| <b>16. Leader's Announcements</b> | <b>(Verbal Report)</b> |
| <b>17. Cabinet Member Updates</b> | <b>(Verbal Report)</b> |
| <b>18. LGA Update</b>             | <b>(Verbal Report)</b> |

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## Cabinet

**Monday 12 August 2024**

### **PRESENT:**

Councillor Laing, Vice Chair in the Chair.

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

Apologies for absence: Councillors Evans OBE and Cresswell.

Also in attendance: Liz Bryant (Head of Legal/Monitoring Officer), David Draffan (Service Director for Economic Development), Nigel Godfrey (Chair of City Centre Company), Holly Golden (Head of Procurement), Ruth Harrell (Director of Public Health), David Haley (Director of Children’s Services), Steve Hughes (Chief Executive of City Centre Company), Patrick Knight (Manager for Economy/Partnerships/Regeneration), Alan Knott (Policy and Intelligence Advisor), Tracey Lee (Chief Executive), Kezia Lock (Economic Development Officer), Tracey Naismith (Head of Community Safety), David Northey (Service Director for Finance), Anthony Payne (Strategic Director for Place), Jamie Sheldon (Senior Governance Advisor), and Gary Walbridge (Interim Strategic Director for Adults, Health and Communities).

The meeting started at 2.00 pm and finished at 3.29 pm.

*Note: The full discussion can be viewed on the webcast of the City Council meeting at [www.plymouth.gov.uk](http://www.plymouth.gov.uk). At a future meeting, the Council 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.*

### 17. **Declarations of Interest**

There were no declarations of interest.

### 18. **Minutes**

Cabinet agreed the minutes from the meeting held 8 July 2024 as a true and accurate record subject to the amendment of the correction of Gary Walbridge’s title to Interim Strategic Director for Adults, Health and Communities.

### 19. **Questions from the Public**

Question was submitted by Mike Sheaff	
<b>Question:</b> A Council Key Performance Indicator showing improvement in “spending money wisely” is “council tax revenue per dwelling”. Last year’s £76 increase obviously exceeded the £26 rise the previous year when a council tax freeze was imposed. What persuades you that council tax increases	<b>Response:</b> The Council Tax Revenue per Dwelling is published nationally and is part of Government benchmarking and allows comparison of Local Authorities’ varying ability to raise Council Tax income to support service demands.

<p>provide assurance you are “spending money wisely”?</p>	<p>The level of Council Tax is determined each year at Full Council by democratically elected Members.</p> <p>It is a useful indicator but it must be remembered Council Tax makes up more than 50% of Plymouth City Council’s core revenue funding, to provide over 300 core services.</p> <p>A Council Tax increase is not something we do lightly given the pressures most households are already facing but the alternative would mean taking away services that people need and rely on. We can promise Plymouth residents that we will continue to be dogged about providing value for money and making every pound count</p>
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20. **Chair's Urgent Business**

Councillor Laing (Deputy Leader and Cabinet Member for Children’s Social Care, Culture and Communications) highlighted the following points:

- a) 12 August 2024 marked the three year anniversary of the Keyham shooting and Plymouth City Council’s (PCC) were with the families, the survivors and the communities in Keyham, Ford and throughout the city who were affected.

Councillor Laing invited Councillor Haydon (Cabinet Member for Community Safety, Libraries, Events, Cemeteries and Crematoria) to provide an update on the protest which happened in Plymouth a week prior:

- b) The murders of three little girls in Southport had sparked large national protests, including one in Plymouth City Centre;
- c) Councillor Evans OBE (Leader of the Council) had written to the Leader of Southport to offer condolences and support;
- d) PCC had received a small amount of online criticism for speaking out against the protest, as the protest was not peaceful but embedded in lies, untruths, misinformation and deep-rooted hatred towards certain communities;
- e) Officers had been reaching out to partners and local organisations and groups to listen and hear their experiences and views;
- f) Thanks were given to the police for their bravery, resilience and patience at the protest and best wishes were given to the small number of police officers who were injured;

- g) Thanks were given to the Council Officers in the Civil Protection Team who oversaw the operation, the Street Service Team who rose before dawn to clean up the city, and those who were involved in the recovery process;
- h) Thanks were given to businesses in the city centre, most of which made the decision to close early. The Theatre Royal cancelled an evening performance and bus companies re-routed services to avoid the protest;
- i) PCC would continue to tackle racism and do more to understand it in Plymouth;
- j) Racism was a hate crime and would not be tolerated in Plymouth and it was incumbent on all citizens to call out and report hate crime, and support those who were victims;
- k) Plymouth would be a united city that embraces and celebrates diversity in all communities.

21. **Plymouth City Centre BID renewal programme**

Councillor Lowry (Cabinet Member for Finance) introduced the item and highlighted the following points:

- a) Plymouth's first BID was back in 2005, and was only the second BID in the UK outside of London;
- b) Highstreets across the country had been struggling, and although Plymouth had been also, it had not to the extent of others due to the work of individuals and this Administration;
- c) The Council had supported and invested in various aspects of the city centre including:
  - i) The Box, where 850,000 people had visited;
  - ii) Bretonside Bus Station was an unwelcoming place as a bus terminal, but was now a successful cinema complex and leisure facility;
  - iii) The new Community Diagnostic Centre (CDC) was a £25 million investment in the city centre and would kick start the regeneration of the West End, and would potentially bring in 100,00 visitors a year;
  - iv) The University of Plymouth had a new £4 million facility;
  - v) A grant of £8.5 million had been secured to repurpose the city centre;
  - vi) There was ongoing regeneration of the Guildhall into a new music and entertainment venue;
  - vii) The work undertaken in Old Town Street and New George Street was coming to a conclusion;

viii) Work on Armada Way would be started and would be a considerable investment in the city centre;

- d) After seeing the investment the Council had put into the city centre, businesses had been more willing to invest;
- e) Since Plymouth Market had had investment, it housed some of the top performing restaurants on Trip Advisor;
- f) The housing agenda in the city centre gave the opportunity to provide new housing.

Nigel Godfrey (Chair of the Plymouth City Centre Company) added:

- g) The partnership between Plymouth City Centre Company and PCC had formed 25 years ago, under Councillor Tudor Evans OBE (Leader of the Council)'s leadership;
- h) The City Centre Company represented over 500 businesses and not only worked to provide a safe, secure and clean city centre, but ensured the ongoing viability of both individual businesses and the city centre as a whole;
- i) The city centre represented the life blood of Plymouth, as the members employed thousands, residents shopped, worked and spent their leisure time and would increasingly be a place where more people would live;
- j) A successful city centre was a sign of confidence and a sign of a successful city;
- k) The City Centre Company remained steadfast in their commitment to be the trusted partner, which glued all of the parties together during good and difficult times.

Steve Hughes (Chief Executive of the Plymouth City Centre Company) added:

- l) The draft business plan was being worked on, and was designed for the business audience who were the BID levy payers in the city centre;
- m) Businesses had noticed the investments that had been made by the Council into the city centre;
- n) Footfall was rising, and vacancy rates were falling due to new businesses opening in the last year. This also put the city centre in a strong position for a more diverse, mixed economy;
- o) Improved public spaces would be used to deliver events from busking to full scale theatrical productions at the new performance space at North Cross or in Old Town Square.

David Draffan (Service Director for Economic Development) added:

- p) Economic Development was always done in partnership;



- q) The plan was to introduce New Use Residential, health, leisure and culture into the city centre;
- r) £250 million worth of projects were happening with another £250 million in the pipeline.

Patrick Knight (Manager for Economy/Partnerships/Regeneration) added:

- s) This was the fifth time the city centre BID was renewed, and in that time £11 million had been raised in the private sector to add to what the Council had supplied;
- t) Kezia Lock (Economic Development Officer) was introduced.

Councillor Penberthy (Cabinet Member for Housing, Cooperative Development and Communities) added:

- u) Businesses within the city centre provided services and employment to residents;
- v) The City Centre Company was a legitimate local voice, and was a way to engage easily when matters arose of differing opinion;
- w) 25 years ago, the residential quarter in the city centre was three small Plymouth Community Homes developments, and there were now substantially more residents in the city centre, not all of which were students;
- x) The role of the City Centre Company going forward would not only be to represent businesses but to help smooth relationships between residents and businesses so the city centre would work for everyone.

Cabinet agreed to:

1. Support the principles and overall approach of the Plymouth City Centre Company BID and its draft Business Plan for 2025 to 2030 (however the BID legislation did not require the Local Authority's endorsement);
2. Endorse the principles and overall approach of the Plymouth City Centre Company BID and its draft Business Plan for 2025 to 2030 (however the BID legislation did not require the Local Authority's endorsement);
3. Approve the City Council's financial and in-kind contributions as set out in this report (totalling £590,000) and to demonstrate its continued commitment to the City Centre Company BID at existing levels through the proposed BID Concordat and Contract for the provision of services within the Plymouth City Centre Business Improvement District area;
4. Authorise the Chief Executive as Ballot Holder to instruct a Ballot Holder to undertake a ballot of appropriate businesses within the City Centre Company Business Improvement District area;
5. Delegate to the Service Director (Economic Development) the right to vote on behalf of the City Council in the Plymouth City Centre Company Business Improvement District

ballot;

6. Delegate to the Service Director (Economic Development) approval of the Plymouth City Centre Company Business Improvement District Operating Agreement, provided it accords with the general principles set out in this report.

7. Make a recommendation to City Council regarding the exercising its power of veto.

22. **Modern Slavery Statement 2023/24**

Councillor Penberthy (Cabinet Member for Housing, Cooperative Development and Communities) introduced the report and highlighted the following points:

- a) The report was the annual statement which had started in 2019 after a charter was signed in 2018;
- b) The report set out the steps the Council was taking to prevent and combat modern slavery;
- c) There were relatively low levels of modern day slavery in Plymouth, however the Council was proactively taking steps to minimise the likelihood of it happening;
- d) Modern day slavery was a largely hidden crime and therefore it was important that the Council were never complacent and would continue to uphold the principles set out in the Modern Slavery Charter;
- e) Since the launch of the Charter, its contents had become normal good practice across almost every part of the public sector and major employers;
- f) The modern slavery statement laid out the Council's commitment to combatting modern slavery and highlighted the work that had been undertaken to combat modern slavery in supply chains alongside highlighting the work that had been done in the city and regionally with partners around community safety;
- g) Raising awareness of the signs of modern slavery was a key focus for the work moving forward.

Councillor Haydon (Cabinet Member for Community Safety, Libraries, Events, Cemeteries and Crematoria) added:

- h) PCC continued to work closely with the police and other partners to ensure communities were aware of modern slavery and professionals were able to recognise the signs and could report concerns appropriately;
- i) PCC worked with colleagues over the past year to ensure those working in the city in the care sector through International Visa Schemes were offered appropriate signposting and support, ensuring they have good working conditions;
- j) The police had been supported in response to concerns of potential modern slavery in business premises to ensure all those involved were taken care of and appropriate

safeguarding was put in place;

- k) Over the coming months, Safer Plymouth would refresh the city's Modern Slavery Toolkit to include updates legislation. This would ensure that all partners would know how and when to report concerns.

Tracey Naismith (Head of Community Safety) added:

- l) The partnership toolkit reflected the changes in legislation and the changes to the National Referral Mechanism;
- m) PCC regularly attended the regional Anti-Slavery Partnership;
- n) There had been national, regional and local concerns raised by those working in the care sector around working conditions, terms of employment, accommodation and feelings they had been treated differently to their white British counterparts. Emma Crowther (Service Director for Integrated Commissioning) and Mark Mortimer (Project Manager) had created a comprehensive response to these concerns;
- o) Plymouth Hope had been commissioned to do specific work with those who worked in that sector to ensure they were accessing support and understanding their rights;
- p) There had not been any cases of modern slavery which had gone into the National Referral Mechanism but there was an understanding that as system there was more that needed to be done to help people to integrate;
- q) The response from Plymouth was being replicate across the region and was a great piece of partnership work.

Holly Golden (Head of Procurement) added:

- r) The Procurement Strategy for the organisation had been recently published and highlighted that modern slavery was one of the key strategic themes to focus on.

Councillor Penberthy (Cabinet Member for Housing, Cooperative Development and Communities) concluded:

- s) Just because Plymouth didn't experience modern slavery on a large scale, it did not mean it was not important.

Cabinet agreed to:

1. Note the progress made on the delivery of the Modern Slavery Statement and the next steps required to further tackle modern slavery;
2. Agree the updated Modern Slavery Statement.

23. **Finance and Capital Monitoring report**

Councillor Lowry (Cabinet Member for Finance) introduced the item and highlighted the following points:

- a) The report covered the first three months of the financial calendar, April, May and June 2024, and reflected on the budget set in February 2024;
- b) The budget was set at £241.6 million and the forecast was a £241.6 million expenditure at the end of the financial year;
- c) In the past there had been variance of anywhere between £8 million and £5 million, but the budget was currently at nil variance;
- d) The Children's directorate had a potential forecast variance of up to £5 million;
- e) There was an increase within the capital budget which was due to additional grant funding that had been received from Central Government;
- f) All prudential indicators were satisfactory for the first quarter.

David Northey (Service Director for Finance) added:

- g) It was the responsibility of any directorate that identified overspend or pressure to mitigate it;
- h) Credential indicators were present in the report due to changes in the Chartered Institute of Public Finance and Accountancy (CIPFA) regulations.

Cabinet agreed to:

1. Note the forecast revenue monitoring position at Period 3 as set out in this report was nil variance.
2. Recommend the Director for Children's Services reported back to the next Cabinet meeting with a detailed plan on the mitigations of £4.942m to achieve a balanced position;
3. The Capital Budget 2024-2029 was revised to £360.488m as shown in Table 1, noting the removal of projects totalling £6.171m from the capital programme and recommended these amendments to Full Council for approval;
4. Note Prudential Indicators Q1.

## 24. **The King's Speech**

Councillor Laing (Deputy Leader and Cabinet Member for Children's Social Care, Culture and Communications) introduced the item and highlighted the following points:

- a) This was the first Cabinet meeting since the King's Speech which highlighted the Government's legislative programme for this Parliament, and the report covered the Bills that had relevance to Local Government;

- b) The recommendations set out in the report would keep Cabinet informed of the progression of the Bills through Parliament by the Policy and Intelligence team;
- c) The Council's Overview and Scrutiny Panels would be invited to track and evaluate the impacts of relevant legislation as part of their ongoing work programmes;
- d) Councillors Haydon (Cabinet Member for Community Safety, Libraries, Events, Cemeteries and Crematoria) and Penberthy (Cabinet Member for Housing, Cooperative Development and Communities), as Council representatives on the Devon, Cornwall and Isles of Scilly Police and Crime Panel, would assess the forthcoming Police and Crime Plan against relevant new legislation, specifically the Crime and Policing Bill.

In response to questions, it was explained:

- e) The Policy team had a plan and were collaborating with other departments within the Council to ensure the plan was at the forefront of the work programme;
- f) The work the Policy team did with Council services was important in understanding implications and also contributed to the development of the policy nationally and how it could feed into Select Committees and other discussions;
- g) MPs played an important role in supporting Plymouth in terms of development of legislation and feeding into debates in Parliament;

Councillor Penberthy (Cabinet Member for Housing, Cooperative Development and Communities) added:

- h) There were 13,074 houses with planning permission in the Joint Local Plan area which had not been built;
- i) There was a problem within Plymouth, South Hams and West Devon with homes being built in areas with viability;
- j) Developers needed to deliver what they had promised, and not sit on enhanced land value;
- k) The Renter's Rights Bill was welcomed;
- l) Section 21 Notices were an issue which lead the Council to deal with more homelessness presentations, which caused disruption, especially to families.

Councillor Aspinall (Cabinet Member for Health and Adult Social Care) added:

- m) The King's Speech mentioned the Tobacco and Vapes Bill;
- n) The Public Health Team had completed a lot of positive work on this subject with adults and schools;

- o) Ruth Harrell (Director of Public Health) and her team had been working on the enforcement to ensure Plymouth was protecting young people against vapes and vapes containing illegal substances.

Cabinet agreed to note the report.

25. **Leader's Announcements**

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

- a) This was the final Cabinet meeting for Anthony Payne (Strategic Director of Place) after working for the Council for 15 years to take up new opportunities outside of Local Government. Thanks were given to Anthony and the following achievements were highlighted: overseeing the team that created The Box and The Barcode, delivering many new homes for the city, modernising the Frontline Street Services Team, regenerating the city centre, creating new communities and valuable housing across the city as well as taking the lead in a number of areas including Net Zero;
- b) Thanks were given to Giles Perritt (Assistant Chief Executive) for his 24 years of service to the Council after his decision to retire. His achievements included leading the Elections team, the Communications team, Civil Protection, Legal and Democratic Services;
- c) The National Marine Park (NMP) summer programme was launched and provided over 900 free sessions at Tinside Lido, and Mount Wise pools, including the Swim Safe Programme, trials in scuba diving and snorkelling, lifeguarding and aqua-fit;
- d) There was a four-day Marine Citizenship Activity Programme at the Mount Batten Water Sports Centre for learning all about local wildlife and the importance of our coastline;
- e) Plymouth's Laureate of Words, Rosemarie Corlett, was inviting people to The Box to join her in her Letters to the Ocean where members of the public could pen heartfelt messages to the sea;
- f) There were volunteer activities such as coastal clean-ups and citizen science events throughout the summer;
- g) The Council had appointed Esther Pearson as the new CEO of the Mount Batten Centre;
- h) Over the past five years, a new vision for the Mount Batten Centre had been developed, with £5 million of Lottery Funding being secured;
- i) The Mount Batten Centre would not only be a gateway for the NMP but also a major drive of inclusion and community engagement, and a centre for international events such as the Cadet World Championships;

- j) The Council had been working closely with the fishing industry since the closure of the fish market in May, and the industry, Plymouth Fishing and Seafood Association and market owners, Sutton Harbour, had been brought together to formally look at options to reopen the market;
- k) A feasibility study and business planning exercise would determine the type and extent of the market and the steps that would be needed to operate a market in the short term, medium term, and to consider longer term sustainability;
- l) The Box recently presented the annual review to Scrutiny and the highlights included:
  - i) 272,000 visitors in 23/25 which was up 10% from the previous year;
  - ii) 26,000 school visits and 27,000 free family workshop sessions since opening;
  - iii) A third of the visitors to The Box were visiting for the first time, and a quarter had not visited a museum before;
  - iv) The Box won the Best Devon Attraction in the Muddy Stiletto Awards and was now in the national finals;
  - v) The Box also won a Trip Advisor Travelers Choice Award;
  - vi) The current show The Time Is Always Now – Artists Reframe the Black Figure had received five star review from national art critics and included work by 22 of the UK and USA’s most important living artists including the woman who painted Michelle Obama’s portrait, and two Turner Prize winners;
- m) Congratulations were given to the Plymouth Olympians who competed in the 2024 Paris Olympics.

26. **Cabinet Member Updates**

Councillor Laing (Deputy Leader and Cabinet Member for Children’s Social Care, Culture and Communications) gave the following updates in Councillor Cresswell (Cabinet Member for Education, Skills and Apprenticeships) absence:

- a) Building Plymouth had been crowned winner at the Constructing Excellent Southwest Awards 2024;
- b) Building Plymouth’s Aspiring Rising Talent Network won the People and Culture Award 2024 at the Constructing Excellence Southwest Awards, which were held on 18 July at Aerospace Bristol.

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

- c) Over 200 boats took part in the Youth Cadet World Championships, all of which were crewed by young people between the ages of 7-17;

- d) Visitors for the Youth Cadet World Championships had come from Argentina, Germany, Belgium, Australia, South Africa, India and more;
- e) It was the Council's responsibility to ensure the water was safe for the public to use and there was still time to sign up to the partnership between the RNLI, Swim Safe and Plymouth Active Leisure, which taught young people how to be seen and safe in the water;
- f) Plymouth Active Leisure's Active Lifestyle team had a responsibility to encourage young people to be healthy, active and fit;
- g) The first of the four Fit and Fed Programmes was held in Victoria Park with 1000 people attending and 750 lunches were served. Partners from across Plymouth were present at the Fit and Fed Programme including Family Hubs, promotion for the Library services, Peninsula Dental, Community Builders, C-Tech Plus, Plymouth Energy Community and Livewell Southwest;
- h) The Fit and Fed sessions in the parks were for anybody in the local community to attend.
- i) Thousands of school clubs were being run across Plymouth and were aimed at young people with special educational needs, young people who receive free school meals or have other requirements to ensure families can access activities for their young people during the school holidays;
- j) The new Petanque facility at Stonehouse Creek opened on 21 August 2024;
- k) A new hockey pitch had been provided for Brickfields in partnership with Stoke Damerel and was scheduled to finish by next Spring;
- l) A Public Health Officer from New Zealand visited Brickfields to get a better idea on how Active Health is run in Plymouth;
- m) PCC were a key partner to the building of the Brickfields Hub and it was the biggest investment in sport that the city had had since the Life Centre;

Councillor Haydon (Cabinet Member for Community Safety, Libraries, Events, Cemeteries and Crematoria) gave the following updates:

- n) The British Firework Championship was set to take place on 14 and 15 August 2024 and had been running for 27 years;
- o) The West End Carnival would take place in the streets around Plymouth Market on 24 August 2024;
- p) Seafest Plymouth would be taking place on 14 and 15 September at the Mount Batton Centre, Tinside Lido, the Royal William Yard and Mount Edgcumbe;
- q) In 2018 it was discussed that two of the aged crematoriums needed to be replaced with new facilities with better access for people with disabilities and to create a



better place to support bereaved families;

i) The new site would include three ceremony rooms designed to meet the varying needs of the public and would suit a number of mourners and desired style of the ceremony;

ii) The new site would also include high quality audio visual equipment for the ceremony to allow those who would not be present to take part;

iii) The waiting areas, alongside the flow of people throughout the building, had been designed to ensure that each funeral party received the highest quality experience when saying goodbye to their loved ones;

iv) New planting had been designed to be sympathetic of the environment and a café had been added to offer an additional wait facility;

v) The café was separate from the crematorium, and could be used by people visiting memorials of loved ones;

vi) The site was a peaceful setting which was now ready to welcome the bereaved and their families and friends;

vii) Thanks were given to all involved in the new crematorium project, including Ruth Harrell (Director of Public Health) and Graham Smith (Head of Bereavement Services);

viii) An open day was being held for all to come and view the new facility;

ix) The walls at the new facility could change colour to meet the needs of the individual.

Councillor Briars-Delve (Cabinet Member for Environment and Climate Change) gave the following update:

r) Plymouth Summer of Nature was an initiative launched by the Council to help people of all ages connect to the city's blue and green spaces through free events;

i) Plymouth's Laureate of Words, Rosemarie Corlett, had held a foraging event and letters to the ocean walks at Ernesettle Creek;

ii) Eco-therapy for young people with special educational needs and disabilities had taken place;

iii) Community composting workshops had been held at Poole Farm;

iv) A Bio-blitz had taken place at Devonport Park to aid with pollination;

v) A beach clean and shark egg case count had taken place at Tinside;

- s) 18 more events were planned before the start of September, all related to nature and blue and green spaces;
- t) £1 million from the Council's Climate Emergency Investment Fund was being used for improvements for two of Plymouth's Youth Centres both in Honicknowle and Efford, and would include installation of solar panels and roof and wall insulations to create lower emissions for those buildings.

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

- u) Sterling House in Honicknowle was a release of surplus Council owned land, and was a long-vacant nursing home. It was demolished by the Council using a combination of land release funds from the Government and the Plan for Homes budget and came to more than £700,000;
  - i) The vacant health centre adjacent to Sterling House was purchased by the Council and demolished and the combined site was advertised to developers in February 2021;
  - ii) The site was sold to Live West for £1, who proposed to deliver 25 affordable, high quality homes, 12 of which would be made available to service veterans self-builders;
  - iii) The Council part-funded a veterans charity, Alabaré, to help support self-builders through the construction process right up into moving into the completed homes as tenants;
  - iv) Construction was completed last week and the quality of the buildings was clear for everybody to see;
  - v) Live West had organised an event to officially open the housing later in 2024;
- v) The surplus storage yard in St Peter's Close in Plympton was repurposed by the Council as a housing site under the Plan for Homes Programme;
  - i) The site was released to Westward Housing Group in 2022 for £25,000 following the submission of a proposal to build five bungalows, three of which had been made available at social rent, and two for shared ownership. One bungalow had been built specifically for a wheelchair user, and the other four were accessible;
  - ii) The three social rent bungalows allowed applicants to 'right size' their accommodation in order to release under occupied family homes;
  - iii) There had been positive feedback from tenants, one of which had fed back that she was in her dream home and was now reunited with her dog. This showed the importance of partnerships and turning unused land into used land;
  - iv) All of the bungalows had air source heat pumps, solar panels, bird and bat boxes, and electric car charging points;

- v) Thanks were given to Westward Housing Group, the builders, the Council team and Homes England who made financial contributions;
- w) The Council built open market housing which was high quality, design lead, environmentally friendly and viable in the city at Broadland Gardens;
  - i) Broadland Gardens had met all of the Section 106 obligations, it was financially viable and surplus made on the site would support more affordable housing in Plymouth;
  - ii) Alderwoman Pengelly's family had agreed to the Council planting a memorial tree for her in the green at Broadland Gardens.

27. **LGA Update**

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

- a) Councillor Shaun Davis had stepped down as Chair of the LGA after being elected as an MP;
- b) Councillor Louise Gittins had been unanimously nominated to be the new Chair of the LGA;
- c) The LGA had published a joint report with the County Council's network which concluded that the SEND system was failing to deliver, was not financially sustainable and needed urgent reform;
- d) The Council were making good progress following the SEND inspection in 2023 and had plans in place to help improve the Early Health and Targeted Support;
- e) The Department for Education had upgraded the threat to the overall financial stability of councils to critical;
- f) The LGA had been doing work around homelessness and although Plymouth had been tackling homelessness, the numbers remained high and the number of people in temporary accommodation was slowly increasing.

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# Cabinet



Date of meeting:	09 September 2024
Title of Report:	<b>The Transformation of Armada Way</b>
Lead Member:	Councillor Tudor Evans OBE (Leader)
Lead Strategic Director:	Anthony Payne (Strategic Director for Place)
Author:	Paul Barnard, Service Director for Strategic Planning & Infrastructure
Contact Email:	Paul.barnard@plymouth.gov.uk
Your Reference:	AW/PWB/240909
Key Decision:	Yes
Confidentiality:	Part I - Official

## Purpose of Report

The purpose of the report is to consider and approve the final construction costs for the Armada Way scheme design that was approved at Cabinet on 19 February 2024 (Minute 117 refers) and to make financial provision within the capital programme for its implementation.

The report briefly reprises the case for change and summarises the sequence of works, taking into account other projects and initiatives in the city centre that will have an impact on the timing of construction in relation to certain elements of the scheme.

## Recommendations and Reasons

It is recommended that Cabinet:

1. Approves the final construction cost for the approved Armada Way design as £29,892,665.

*Reason: To respond to the decision of Cabinet on 19 February 2024 (Minute 117) requiring the Strategic Director for Place, having taken all necessary steps, to confirm the final construction cost for the approved Armada Way design and to provide certainty for the scheme to proceed to construction and be included within the approved Capital Programme.*

2. Recommends the Leader approves additions to the Capital Programme as set out in the report giving a maximum spend allocation of £29,892,665 to finance the construction of the approved Armada Way scheme.

*Reason: To provide certainty for the scheme to proceed to construction as part of the approved Capital Programme.*

3. Notes that to support the on-going maintenance of projects within the city centre for a period of five years starting in 2025/2026 that hard and soft landscaping maintenance be funded from previously identified capital approved resources already forming part of the Capital Programme.

*Reason: To enable efficient and effective maintenance of the city centre public realm improvements for the first five years. This will supplement existing revenue budgets held across the Council, overseen by the Better Places Public Realm Board.*

4. Grants authority to the Service Director for Strategic Planning and Infrastructure to take all such action as necessary to implement the project including all subsequent design amendments (excluding amendments which impact on the retention of any existing trees or the approved translocation of trees), scheme approval submissions, procurement and contract awards associated with developing and delivering the Armada Way scheme through to construction and completion, in consultation with the relevant Cabinet Members.

*Reason: To enable the efficient development and delivery of the Armada Way scheme to meet the requirements and timescales of the various funding programmes.*

5. Delegates to the Cabinet Member for Finance authority to make any decisions which impact on the retention of any existing trees, or the approved translocation of trees associated with developing and delivering the Armada Way scheme through to construction and completion.

*Reason: To ensure open and transparent democratic decision making in relation to any changes related to trees within the scheme should that be required.*

### **Alternative options considered and rejected**

1. Do Nothing – this was rejected as it would not be consistent with the commitments to public realm improvements and other infrastructure policies in the Plymouth Plan and the Plymouth and South West Devon Joint Local Plan. It would also leave Armada Way in an unacceptable state given the works undertaken to date.
2. Abort the Armada Way scheme in its entirety – this was rejected as this would not be consistent with the commitments to public realm improvements and other infrastructure policies in the Plymouth Plan and the Plymouth and South West Devon Joint Local Plan. It would also not be consistent with the commitments already made under the Transforming Cities Fund programme and would result in funding already secured likely having to be paid back.
3. Re-design the Armada Way scheme in its entirety – this was rejected as Cabinet on 19 February 2024 have already approved the final scheme, following changes made to the design in response to the “Let’s Talk Armada Way” consultation and in response to the recommendations of the Growth & Infrastructure Overview and Scrutiny Committee.
4. Implement an Armada Way scheme that retains all 15 original trees – this was rejected as Cabinet on 19 February 2024 have already approved the final scheme, following changes made to the design in response to the “Let’s Talk Armada Way” consultation and in response to the recommendations of the Growth & Infrastructure Overview and Scrutiny Committee. The approved final scheme design requires the translocation of only four of the remaining existing trees; all the others are intended to remain.

5. Implement a different Armada Way final scheme design to that now proposed – this was rejected as Cabinet on 19 February 2024 have already approved the final scheme design, following changes made to the design in response to the “Let’s Talk Armada Way” consultation and in response to the recommendations of the Growth & Infrastructure Overview and Scrutiny Committee.

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

The delivery of the Armada Way scheme is consistent with the overall vision for the city to be one of Europe’s most vibrant waterfront cities, where an outstanding quality of life is enjoyed by everyone. The Armada Way scheme also supports the Council’s mission to making Plymouth a fairer, greener city, where everyone does their bit and reflects all the themes of democracy, responsibility, fairness, and cooperation. Specifically, the Armada Way scheme supports the priority for fewer public realm defects, cleaner, greener streets and sustainable transport set out in the Corporate Plan agreed by Cabinet on 12 June 2023. Over the longer-term it will also support the priority to build more homes for social and affordable rent linked to the ambitions for housing delivery in the city centre, where new homes require essential infrastructure.

The delivery of the Armada Way scheme is also consistent with the strategic themes of the Plymouth Plan, in relation to Plymouth being a welcoming city and a green city. The Armada Way project also supports the strategic objectives set out in the Plymouth Plan for a healthy city, a growing city, and an international city. Specifically, the Armada Way scheme directly supports the delivery of the following Plymouth Plan policies: HEA 1, HEA 5, HEA 6, HEA 7, GRO 1, GRO 4, GRO 7, GRO 8, INT 3 and INT 6.

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

Now that the final construction cost has been verified, the overall position with the funding of the Armada Way scheme design approved by Cabinet on 19 February 2024 can be confirmed. The total construction costs are forecast at £29,892,665.

The project will require a further £10,754,350 to be added to capital programme in addition to the £19,138,315 already reported within the five-year capital programme. A breakdown of the project financing is shown below:

Source of financing	Amount £
Corporate borrowing	9,238,401
Community Infrastructure Levy	656,238
Grant – Transforming Cities Fund	4,543,676
Grant - Future High Street Fund	4,700,000
Approved capital programme	19,138,315
Climate Emergency Investment Fund (CEIF)	2,037,901
Capital receipts	8,716,449
<b>TOTAL FINANCING</b>	<b>29,892,665</b>

To meet the Future High Street Fund grant conditions, project spend is required by 31 March 2025. A virement will be required to the Armada Way project with replacement financing required to the original project this funding has been held against.

Capital receipts from the ring-fenced sale of assets estimated to be worth around £12,750,000 have been identified of which £8,716,449 will be utilised to cover the agreed construction costs. Short-term Corporate borrowing will be needed to underwrite the use of the capital receipts which are expected to be received over a period of two to five years during which the Armada Way scheme will be under construction.

The breakdown of all funding sources is set out pictorially in paragraph 3.7 of the main Cabinet report. Accordingly, there are sufficient resources that have been identified which enables a construction contract of £27,578,202 to be awarded.

The approved scheme design seeks to streamline and simplify layouts to ensure maintenance operations are as straightforward and as efficient as possible and will be contained within existing revenue budgets. The first five years maintenance are anticipated to be lower as a direct result of the practical completion of the Armada Way project. Additional income generating opportunities are being explored to establish revenue funds to meet the ongoing cost of revenue maintenance in future years as demand on maintenance increases. It is also proposed to fund eligible contractual five-year maintenance elements of the project from funds previously identified in approved capital programme.

### **Financial Risks**

The project has already been subject to a number of strategic financial risks which have substantially increased costs, and which have been reported to Cabinet previously. There have also been substantial delays to the commencement of the project arising from various legal challenges and further consultations on the scheme design.

The risks that under the SCAPE framework contractually sit with the contractor, and now form part of the overall tender sum, include (for example): inflation, utilities, voids and basements, issues associated with the underground concrete slab, the need for vacuum extraction for underground works, weather elements, project programme, methods of construction, safety and occupational health hazards, materials, and various environmental and staff availability matters. Should any of these risks arise the costs fall entirely on the contractor, subject to the provisions of standard NEC contractual clauses. Anything not identified as a client / employer risk in the contract is a contractor's risk.

The risks that remain with the City Council as client for the project under the SCAPE framework include unknown private utility networks, unexploded ordinance, archaeology, underground structures, asbestos, tree translocation, play area construction, internet connection to the plant room, materials laydown and storage, and various highway consents and approvals. These have all been considered by the Strategic Director, Service Director for Strategic Planning & Infrastructure, the Armada Way Project Team, and specialist cost consultants to confirm the nature of the risk and how it might be mitigated if it arose. A Project Risk Register sets out the details of this work. In addition, budgetary provision of £410,000 has been included within the overall construction costs to address these risks were they to occur.

The other key financial risk is that if the Transforming Cities Fund money identified for the scheme is not committed by March 2025 there would be a risk of that funding having to be returned.

Currently financing from the Future High Streets Fund has been approved against Civic Centre, this project is subject to a separate report and will require financing to be identified within the financial envelope of the capital programme to replace vired funds.

On-going monitoring of the capital programme will be required to ensure other cost increases do not create further budgetary pressures as part of the Medium-Term Financial Plan.



Any delays in the realisation of capital receipts will increase the period of required borrowing underwriting those receipts. It is imperative that the sales are completed as soon as practicable and for the assumed valuations as a minimum.

### **Carbon Footprint (Environmental) Implications:**

A further Climate Impact Assessment has been undertaken in relation to the scheme now proposed. It concludes, as before, that nature is at the heart of the new scheme and climate impact has been considered throughout the design process. It indicates that the scheme contains a variety of trees and a range of habitats, shrubs, wildflowers, and reed beds as well as bug hotels and bird boxes.

It states that the two key drivers for the scheme are the installation of a Sustainable Urban Drainage Scheme (SUDS) and the principle of using water wisely, alongside the promotion of active travel with a new cycle path to cater for cyclists of all abilities.

The assessment indicates that some of the additional power required for the ornamental water feature will come from solar panels ensuring that a proportion of the energy demands are met from a renewable source.

The assessment concludes that the benefits offered by the scheme are long-term, reaching beyond 2030.

In relation to biodiversity the scheme scores 5 out of 5, meaning that it has a long lasting or extensive positive impact. In relation to Green House Gas emissions the Armada Way scheme scores 4 out of 5. In relation to renewable energy, it scores 3 out of 5, meaning it has no impact or neutral impact. In relation to ocean and waterways it scores 5 out of 5, as it does for climate change adaptation. In relation to air quality, it scores 4 out of 5. In relation to Minerals and Waste it scores 4 out of 5. Lastly, in relation to Education/Engagement and Enabling Conditions it also scores 4 out of 5.

### **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.*

An Equalities Impact Assessment has been undertaken and forms part of the supporting appendices to the report which demonstrates the benefits of the Armada Way scheme.

### **Appendices**

Ref.	Title of Appendix	Exemption (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	Armada Way Briefing Report							
B	Armada Way Equalities Impact Assessment							
C	Armada Way Climate Impact Assessment							

**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
Morgan Sindall Tender Submission			X				

**Sign off:**

Fin	DJN. 24.25. 075	Leg	LS/00 0031 97/12 /LB/2 9/08/ 24	Mon Off	N/A	HR	N/A	Assets	N/A	Strat Proc	N/A
Originating Senior Leadership Team member: Anthony Payne (Strategic Director for Place)											
Please confirm the Strategic Director(s) has agreed the report? Yes											
Date agreed: 09/08/2024											
Cabinet Member approval: Councillor Tudor Evans OBE (Leader of the Council)											
Date approved: 19/08/2024											

# CABINET 09 SEPTEMBER 2024

## Armada Way Cabinet Briefing Report

### I. BACKGROUND

- I.1. On 19 February 2024 Cabinet considered a report on the Armada Way scheme. The report set out the history of Armada Way, the case for change, and the proposed final new scheme design, alongside the policy framework. The report also covered various technical considerations including climate change, climate resilience, environmental sustainability, biodiversity and nature, trees and translocation, conservation and heritage, sustainable transport infrastructure, play infrastructure, public realm infrastructure, safety and security issues, and economy and business matters. The report dealt with the final Armada Way scheme design following the ‘Let’s Talk Armada Way’ Autumn 2023 consultation and engagement exercise and the considerations and recommendations from the Growth & Infrastructure Overview and Scrutiny Panel meeting on 22 January 2024. It also set out alternative design options, and issues of on-going maintenance of the Armada Way and other city centre public realm projects.
- I.2. On 19 February 2024 Cabinet resolved that it:
1. Notes the outcome of the “Let’s Talk Armada Way” October/November 2023 Consultation and Engagement Exercise, as considered and set out in the report.
  2. Agrees to the proposed changes to the Armada Way scheme in response to the “Let’s Talk Armada Way” Consultation and Engagement Exercise, as set out in paragraph 10.1 of the report.
  3. Agrees the response, set out in Section 12 of the report, to the recommendations arising from the Growth and Infrastructure Overview and Scrutiny Committee regarding the Armada Way Scheme.
  4. Approves the Armada Way final scheme design, as summarised in paragraph 1.4 of the report and Appendix L.
  5. Directs the Strategic Director for Place to take all necessary steps to confirm a final construction cost for the approved Armada Way design and to report back to a subsequent meeting of the Cabinet for approval.
  6. Directs the Strategic Director for Place to establish a City Centre Public Realm Board, with representatives from relevant City Council departments and the City Centre Company, to coordinate and monitor all existing public realm revenue maintenance budgets and oversee new income-generating initiatives.
- I.3. Since the February 2024 Cabinet meeting the Strategic Director for Place, the Service Director for Strategic Planning & Infrastructure and the Regeneration & Place-Making Manager have been working with independent cost consultants to analyse every single line of cost set out in the tender submission from the contractor. The results of this detailed exercise and examination of costs, along with potential funding options, are set out in Section 3 of this report.

## 2. THE CASE FOR CHANGE

2.1. Plymouth city centre, in common with most large towns and cities across the country, needs to adapt to changing shopping habits, including the rise of internet-based shopping, and the desire for more experiential retail and leisure visits. The rationale for the Armada Way scheme was therefore to not only provide a more modern, flexible, and adaptable high-quality space, but to enhance the public realm in support of the existing shops in the city centre so that footfall would increase. In addressing the existing tired and inaccessible landscape which currently exists the intention was to also attract a wide range of new retail investors and make the city centre a high-quality destination which would act as a catalyst for further growth in the long-term. In that respect:

- The City Council wants to encourage not only more people to visit Armada Way and the city centre but enhance dwell time which will benefit local businesses. This will increase local spend and encourage new businesses to stay open later, as well as new businesses to open up in the area.
- The scheme has strong support from the city centre business community, as well as land and property owners on Armada Way and from investors who are interested in Plymouth's ambitions for positive economic growth.
- The scheme sets out the City Council's commitment to regeneration of the city centre as a place to do business and to invest in: a view shared and expressed by the Chamber of Commerce, South-West Business Council, British Land, Theatre Royal, and the City Centre Company which represents over 500 local businesses.
- The nature of the city centre has changed, and Armada Way is a fundamental part of ensuring that it will be future proofed for both existing and future businesses. Through creating a series of generators and attractors for people to come and visit and spend time enjoying in Armada Way, especially into evening hours, there will be a positive knock-on effect of encouraging businesses to remain open later in the evening, with potentially new evening uses opening along Armada Way. This is something which has already been evident through the improvements to the public realm at Old Town and New George Street and is a key part in encouraging a mixed-use economy in the city centre through creating an accessible, vibrant, and modern space.
- Armada Way, combined with the plan for 5,000 new homes in the wider city centre area, will create more activation in the public realm, leading to higher footfall for businesses. Natural and formal surveillance will be enhanced through improved lighting and CCTV to increase the sense of security along Armada Way as well as opening up frontages to businesses with clear lines of sight along and across the space.
- The scheme includes for a whole range of level and accessible pop-up and multi-use spaces which can be used by the community or businesses for different events. Greatly improved and up to 6-metre-wide footways and outdoor seating spaces have been provided to allow for businesses selling food and beverages to put out tables and chairs and encourage more of a café and outdoor dining culture along Armada Way. Ample opportunity has been designed to allow for stopping and resting whilst visiting the city centre, including the addition of over 500 seating spaces with a range of different arrangements to suit all users, which will make people more comfortable and happier to spend longer in the space.

- The City Centre Company and cultural organisations will also have the opportunity to attract crowds to events and performances in the currently highly underutilised northern part of Armada Way through a new stepped amphitheatre space. A new Place de Brest will also be enhanced for events through the provision of four new solar canopies, which will help give purpose to the space and allow for covered seating. This will help to increase dwell time in the area, whilst providing cover for events, concessions and people wanting to sit and watch a performance in the space.

2.2. The approved scheme for Armada Way is one of, if not the largest single public realm projects currently being undertaken in the country. It seeks to restore the grand gateway to the city centre, strengthening the connection between the railway station with the Hoe with the continuous historical vista. Its key features are:

1. A total of 202 trees along Armada Way, 50 more than previously existed – ranging from between 3.5 and 8 metres tall when planted. This includes the retention of all 39 of the current Armada Way trees save for 4 of them which will be translocated (i.e. moved) to the arboretum area of The Park, Plympton.
2. Providing biodiversity enhancements through these extensive new trees, together with underplanting, wildflower areas, reedbeds, and bee and insect hotels. The educational experiences will include tree species plaques along the corridor.
3. A ‘destination’ play village the size of five tennis courts, providing a range of spaces for children and young people to run, splash, balance, swing, climb and relax. This will include extensive areas of dancing jets to activate the space throughout the day and night.
4. An extensive new surface water drainage system (SuDS) to manage water smartly. The existing peak surface water run-off has been modelled at 311 litres per second. The implementation of the Armada Way SuDs scheme has also been modelled and shows a reduction to 68.5 litres per second. This equates to 77% of surface water being diverted away from the combined sewer system in heavy rainfall events. The modelling allows for the projected impacts of climate change. The SuDs system is powered in part by solar panels to make it sustainable and will utilise rain gardens, reedbeds and attenuation tanks to store water before circulating to irrigate the new trees.
5. The provision of new lighting columns between 12 metres and 15 metres tall, with feature lighting and projections. These are to improve safety and security, enhancing the evening experience.
6. A greatly improved CCTV system with clear, uninterrupted views across Armada Way. This is intended to help to deter anti-social behaviour.
7. Significant new areas of seating, with a range of different seating options for around 500 people to sit and enjoy the settings.
8. An externally assessed LTN 1/20 compliant cycle path catering for cyclists of all abilities along with cycle racks and Beryl Bike hubs.
9. Pop-up and multi-use spaces with water and power – a range of different accessible pop-up spaces will be available for retail, arts, and entertainment.

- 2.3. Armada Way is a project of strategic importance for the city centre and has long been identified as a priority scheme which will enable the long-term regeneration of the city centre to deliver significant large scale housing growth. It is recognised that the redevelopment of the corridor will help to ensure economic growth in the city centre, whilst enabling the transition from an entirely retail led district to a prosperous mixed-use area. It was also identified as being an important project in securing the overarching environmental ambitions of the City Council for its centre, through the provision of extensive new appropriate greening and large-scale sustainable drainage infrastructure.
- 2.4. As well as being a destination play area in its own right at the heart of the city centre, the provision of a large-scale new play village within Armada Way will substantially benefit local communities which do not currently have these facilities within walking distance of their homes. Modelling has shown that as a local playable space the play village will benefit an existing population of 94 homes within a 400-metre walking distance. This will increase significantly with the planned 5,000 new homes in the city centre and surrounding area, for which the play village will act as the nearest local playable space. In considering the maximum 1,000 metre walking distance aspiration for a strategic or neighbourhood playable space, the number of existing homes benefiting from the new play area increases to 9,847 – an estimated population of some 23,886. This will rise further as a result of the planned increase in city centre residential development. The population reach of the 1,000-metre walking distance from the play village as a neighbourhood / strategic playable space is significant, as within this boundary are some of the most deprived residential areas in the St. Peter's and the Waterfront ward which currently do not benefit from access to a play space of this scale and quality.
- 2.5. The report to Cabinet on 19 February 2024 highlighted the key benefits of the scheme design, which was approved, including the following key issues:
- **Our changing city centre** – with the ambition to bring forward thousands of new homes in the city centre the commitment to completing Armada Way is going to be crucial for future investment partners, including Homes England and the Ministry of Housing, Communities and Local Government. It will also provide the enabling infrastructure to encourage future city centre living, including releasing capacity in the critical drainage area for new homes.
  - **A tired and inaccessible landscape** – addressing the general sense of deterioration in the city centre public realm in providing accessible new areas of activity, cycling infrastructure, and reducing the heavy cost of maintenance because of the way it is currently laid out.
  - **Night- time economy** – by investing in the creation of modern and attractive public realm which encourages use of the different spaces well into the evening by the whole spectrum of society this will allow for additional footfall with a knock-on benefit to encouraging businesses to stay open later addressing the mono-nature of the exiting city centre after current retail hours.
  - **Safety, including for women and girls** – by improving lighting, enhancing CCTV coverage with an entirely new system and through better layouts anti-social behaviour can be reduced by the new scheme and any that does occur more effectively identified and policed.
  - **Encouraging safe, active, and green travel** – through focussing on improved access to, and the usability of city centre spaces, the promotion and encouragement of active and sustainable travel methods, especially in relation to an LTN 1/20-compliant cycle route.

- **Long term environmental resilience** – by adhering to the principle of ‘right tree, right place’ the new tree planting and landscaping plans for Armada Way have been carefully thought through to ensure future resilience, particularly in relation to climate change.
- **Enhancing Armada Way’s heritage, identity, and purpose** – with the ambition to re-design the public realm to restore the original purpose of the grand boulevard and long vista set out in the 1943 Plan for Plymouth.
- **Maintaining a high-quality place** – addressing longer-term issues of resilience and opportunity by future-proofing infrastructure reflecting the needs of the city centre.

### 3. ARMADA WAY CONSTRUCTION COST AND FUNDING

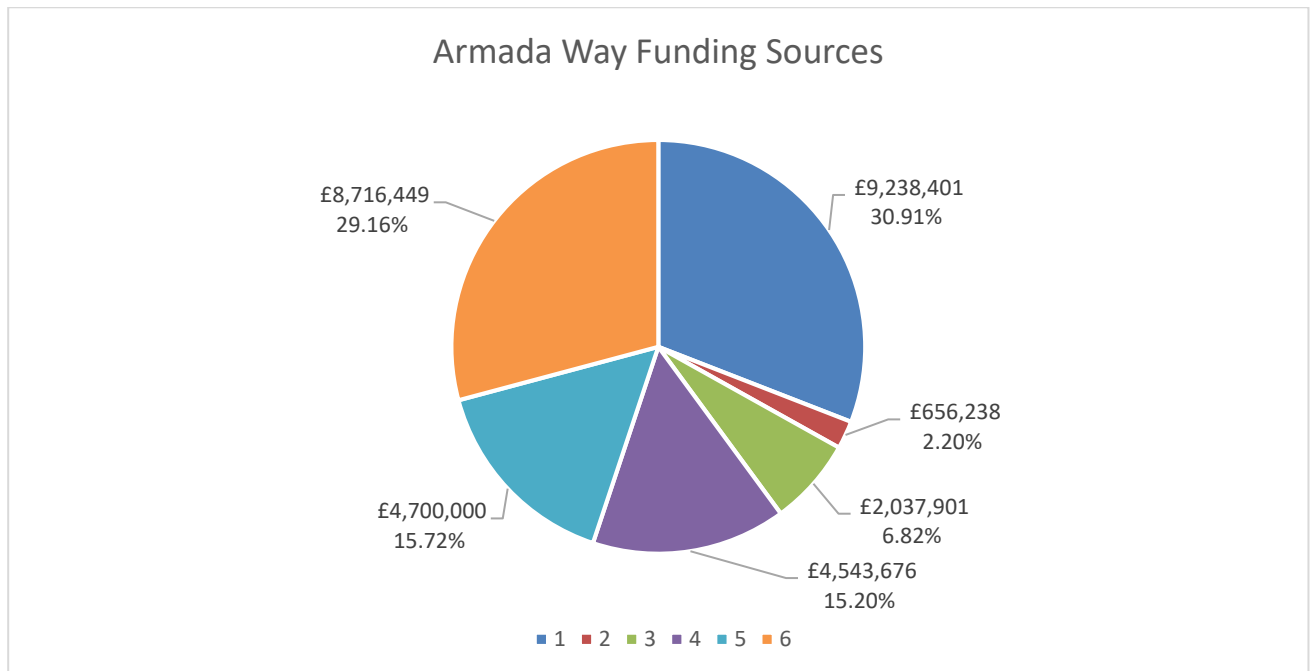
- 3.1. Having received the final tender documentation from the contractor in August 2024 the detailed Bill of Quantities and other tender documentation have been assessed on a line-by-line basis. Schedules of rates, cost of materials and labour, details of prelims, and risk provisions have all been assessed by independent cost consultants who have advised the City Council in challenging the contractor. Following meetings between the Strategic Director for Place, the Service Director for Strategic Planning & Infrastructure, the Armada Way Project Team, and independent cost consultants with the contractor the conclusion has been reached that the construction cost of the scheme is robust and accurate.
- 3.2. However, there are a number of scoping issues which have also had to be considered in finalising the final construction cost. To deliver the Armada Way scheme taking account of practicalities of construction the scheme will have to be delivered in phases as follows:
- Zone 1 (Cophorne Hotel to Mayflower Street) – Construction from October 2024 – July 2025.
  - Zone 2 (Mayflower Street to Place de Brest) – Construction from February 2025 – November 2025.
  - Zone 3 (Cornwall Street to the Sun Dial) – Construction from July 2025 – April 2026.
  - Zone 4 (Armada Way Piazza) – Construction period to be confirmed.
- 3.3. Zones 1 and 2 have to be built concurrently to achieve efficiencies in the programme in order to deliver the overall scheme timetable. Allowing for the contractor’s float, all construction work should be completed by July/August 2026.
- 3.4. In relation to Zone 4 (the piazza area) this will be impacted by the construction works proposed as part of the Royal Parade Transforming Cities Fund project which is also working to a March 2025 deadline for spend. In addition, there are further discussions that need to be held between the Environment Agency and South West Water regarding the wider city centre sustainable drainage programme (which itself will help future proof new development in the city centre in the coming years) which means it is not prudent to let a contract at this point with those uncertainties.

- 3.5. With regard to footway and associated works to the North Cross Roundabout these are potentially impacted by the proposed Advanced Zoning Pilot for district heating so this area and the western flank footway by the Copthorne Hotel will need to be considered at a later date. The granite paving fronting Beckley Point was completed around 2018 and as this is only 6 years old it does not require replacement. Land within Armada Way adjacent to the Congress Hall and Mayflower House sites was always intended to come forward as part of future redevelopment proposals and so it would be unwise to undertake paving in these areas ahead of demolition/redevelopment of those buildings. In addition, in October 2023, the Energy Act received Royal Assent. The Act gives powers for the Government to develop legislation around zoning and regulation of heat networks. The Government has already consulted on the Heat Network Zoning legislation, and it is anticipated this should be in place early in 2025. The City Council has been working with the Department of Energy Security & Net Zero over many years on a variety of retrofit and other heat network initiatives. As part of the Advanced Zoning Pilot Programme Plymouth has been shortlisted for this zoning approach. Two major heat-source areas have been identified where a zonal heat network system has the potential to be taken forward: namely, Derriford and a wide area of waterfront stretching from the dockyard to Cattedown (and including the whole city centre). This is the subject of a report to Cabinet on 09 September 2024. The total planned investment is over £300 Million and will involve an extensive programme of infrastructure works rolling out over several years. Whilst the precise nature and location of supporting heat network infrastructure has yet to be designed and therefore confirmed in detail it would not be prudent to undertake works in this area when these could either be dug up again or implemented in a way that was prejudicial to the Advanced Zonal Pilot approach. Accordingly, these areas of works have been taken out of the tender price so that works can be better coordinated with either (or both) development proposals and/or the heat network infrastructure works at a future date.
- 3.6. Taking account of the above scope variations the total construction costs for Armada Way is as follows:

Item	Cost	Notes
Morgan Sindall Works Tender	£27,578,202	August 2024 final tender submission less descoping elements.
City Council Risk Allowances	£410,000	Client-side risk provisions covering various works.
Other Proposed Works	£698,980	Various specialist works not being undertaken by Morgan Sindall.
City Council Fees	£1,205,483	Specialist contract management, project management, and supervision fees.
<b>TOTAL ARMADA WAY CONSTRUCTION COST</b>	<b>£29,892,665</b>	



- 3.7. In terms of the funding sources, as the chart below shows, the direct cost to local taxpayers for the construction of the Armada Way scheme is just £11.2 million; or 37.73% of the overall construction costs. The remaining 62.27% of the scheme will be funded from sources other than the City Council, including the sale of surplus property.



**Key:**

- 1 = Local Contribution (Corporate Borrowing)
- 2 = Community Infrastructure Levy
- 3 = Local Contribution (Climate Emergency Investment Fund)
- 4 = Transforming Cities Fund
- 5 = Future High Street Fund
- 6 = Capital Receipts

- 3.8. Turning to maintenance of the scheme once implemented, Cabinet on 19 February 2024 instructed the Strategic Director for Place to establish a City Centre Public Realm Board to oversee and coordinate the management of existing revenue budgets across various departments, and in the longer term develop new income generating initiatives to supplement these revenue budgets. For the first five years it is proposed to use previously identified capital approved resources already forming part of the capital programme to support both hard and soft landscaping eligible maintenance which gradually will be replaced with new income sources from 2030/2031. All the city centre public realm schemes seek to deliver sustainable outcomes and address climate change. The new designs being implemented also seek to streamline and simplify layouts, spaces, and infrastructure to ensure maintenance operations are as straightforward and efficient as possible.
- 3.9. The plan for the future is for the Strategic Director for Place to convene a City Centre Public Realm Board which will coordinate and monitor all of the existing budgets. There is already an informal cross-departmental group that undertakes inspections of the city centre to identify items that need repair which is overseen directly by the Cabinet Member for Finance and involves the City Centre Company. Once the early phases of construction have started on the Armada Way scheme it would at that point be appropriate to formally establish the City Centre Public Realm Board to continue to give close attention to maintenance issues. Following a detailed maintenance assessment undertaken in Spring 2023, prepared by independent experts, it was clearly

demonstrated that more could be done within the existing budgets. This assessment work demonstrated that for the first five years, the City Council can maintain the new schemes through the more efficient use of these budgets, supplemented with provision of five-year maintenance contracts commencing at the end of practical completion. This will provide the necessary resources to ensure that not only the Armada Way scheme, but the other city centre public realm projects, can be adequately maintained.


- 3.10. There will be careful monitoring of the existing trees to be retained within the scheme design during the construction works and also with regard to the four trees to be translocated. In order to ensure the project programme is met it is proposed that in the event of any changes that may be required with regard to the retained or translocated trees that the Cabinet Member for Finance is given delegated authority to authorise such changes to ensure there is democratic oversight on this issue.

#### **4. CONCLUSIONS AND RECOMMENDATIONS**

- 4.1. Following careful consideration of the previous consultation and engagement exercises, together with the recommendations of the Growth & Infrastructure Overview and Scrutiny Committee recommendations arising from their meeting on 22 January 2024, Cabinet approved the scheme design for Armada Way at its meeting on 19 February 2024. At that meeting they also concluded that the Armada Way scheme should proceed to implementation with 10 further key design changes.
- 4.2. Following detailed consideration of the tender submission from the contractor, including detailed assessment by independent costs consultants, the total construction cost of the scheme has been confirmed.
- 4.3. The recommendations to the Cabinet are therefore that it:
  1. Approves the final construction cost for the approved Armada Way design as £29,892,665.
  2. Recommends the Leader approves additions to the Capital Programme as set out in the report giving a maximum spend allocation of £29,892,665 to finance the construction of the approved Armada Way scheme.
  3. Notes that to support the on-going maintenance of the projects within the city centre for a period of five years starting in 2025/2026 that hard and soft landscaping maintenance be funded from previously identified capital approved resources already forming part of the Capital Programme.
  4. Grants authority to the Service Director for Strategic Planning and Infrastructure to take all such action as necessary to implement the project including all subsequent design amendments (excluding amendments which impact on the retention of any existing trees or the approved translocation of trees), scheme approval submissions, procurement and contract awards associated with developing and delivering the Armada Way scheme through to construction and completion, in consultation with the relevant Cabinet Members.
  5. Delegates to the Cabinet Member for Finance authority to make any decisions which impact on the retention of any existing trees, or the approved translocation of trees associated with developing and delivering the Armada Way scheme through to construction and completion.

# EQUALITY IMPACT ASSESSMENT – ARMADA WAY

## SECTION ONE: INFORMATION ABOUT THE PROPOSAL

<b>Author(s):</b> The person completing the EIA template.	Helen Trenerry / Martin Ivatt	<b>Department and service:</b>	Regeneration & Placemaking, Strategic Planning and Infrastructure	<b>Date of assessment:</b>	29/08/24
<b>Lead Officer:</b> Head of Service, Service Director, or Strategic Director.	Paul Barnard	<b>Signature:</b>		<b>Approval date:</b>	30/08/2024
<b>Overview:</b>	<p>Construction of the Armada Way public realm scheme. This directly ties into the Joint Local Plan policies PLY6, improving Plymouth's City Centre by making best use of key assets such as the Armada Way boulevard and piazza and PLY37, looking at strategic infrastructure by incorporating the City Centre Strategic Cycle Network and walking improvements into Armada Way. We completed a full Equality Impact Assessment on our Joint Local Plan in February 2017. We also completed a full equality impact assessment for the cabinet report for the full scheme in February 2024.</p> <p>This EIA assesses the impact of the recommendation of Cabinet to approve the final construction cost for Armada Way and the Decisions outlined below.</p>				
<b>Decision required:</b>	<p>Approval of the final construction cost for the approved Armada Way design as £29,892,665, responding to the decision of Cabinet on 19 February 2024 (Minute 117) requiring the Strategic Director for Place, having taken all necessary steps, to confirm the final construction cost for the approved Armada Way design and to provide certainty for the scheme to proceed to construction and be included within the approved Capital Programme.</p> <p>That the Leader approves additions to the Capital Programme as set out in the report giving a maximum spend allocation of £29,892,665 to finance the construction of the approved Armada Way scheme.</p> <p>Notes that to support the prioritisation and on-going maintenance of the Better Places Programme projects within the city centre for a period of five years starting in 2025/2026 that this will be funded from previously identified capital approved resources already forming part of the Capital Programme. This will enable efficient and effective maintenance of the Better Places Programme public realm improvements within the city centre for the first five years to supplement existing revenue budgets held cross the Council, overseen by the Better Places Public Realm Board.</p>				

	<p>Notes that all contract-enabling costs incurred to date, covering pre-contract and design costs have been funded through external funding sources.</p> <p>Grants authority to the Service Director for Strategic Planning and Infrastructure to take all such action as necessary to implement the project including all subsequent design amendments (excluding amendments which impact on the retention of any existing trees or the approved translocation of trees), scheme approval submissions, procurement and contract awards associated with developing and delivering the Armada Way scheme through to construction and completion, in consultation with the relevant Cabinet Members.</p> <p>Delegates to the Cabinet Member for Finance authority to make any decisions which impact on the retention of any existing trees, or the approved translocation of trees associated with developing and delivering the Armada Way scheme through to construction and completion.</p>
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**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>X</b>	<b>No</b>	
<b>Potential internal impacts:</b> Does the proposal have the potential to negatively impact Plymouth City Council employees?	<b>Yes</b>		<b>No</b>	<b>X</b>
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>X</b>	<b>No</b>	
If you do not agree that a full equality impact assessment is required, please set out your justification for why not.	N/A			

**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
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<p><b>Age</b></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>(2021 Census)</p> <p>The public engagement exercise undertaken in October/November 2023 reached a wide range of respondents from different age groups. This was also bolstered with specific youth engagement activities.</p> <p>The number of survey respondents for this question was 1,480.</p> <p>The age groups with the largest number of respondents were people aged between 65-</p>	<p>A full equality impact assessment has already been completed for the full scheme. The impacts are outlined in detail in that document.</p> <p>As noted in respect of the full scheme, there will be some disruption during construction as detailed below.</p> <p><u>Seating</u></p> <p>As areas of Armada Way are closed off for the works, existing formal and informal seating provision will become inaccessible for the duration of the works in that area. This may impact pedestrians who might experience increased fragility and who are in greater need of somewhere to stop and rest.</p> <p><u>Accessibility</u></p> <p>The works will be undertaken in phases, but there will need to be diversions in place while works on each phase is undertaken – this may</p>	<p>Ensure the detailed design process, construction methodology, procurement of contractors and execution of works allows for the safe movement of people of all ages throughout the construction period with advance notice of works and clear signage for diversions to pedestrian routes.</p> <p>Temporary seating will be installed in convenient locations during the construction stage to mitigate against any seating lost.</p> <p>The public engagement programme includes consultation with key stakeholder groups who have protected characteristics. Key points addressed in feedback include the amount and type of</p>	<p>The SRO, Principle Designer and Design Team are responsible during the public engagement and design stage.</p> <p>The SRO, Main Contractor, Principal Designer and Project Team are responsible for ensuring mitigations for seating and accessibility are in place in advance of the construction stage, with communications about any diversions communicated in advance of each phase.</p>
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	<p>74 (21%) and people aged between 55 – 64 (19%).</p> <p>The total breakdown is shown below:</p> <table border="1"> <thead> <tr> <th>Age</th> <th>Count</th> <th>Percentage</th> </tr> </thead> <tbody> <tr> <td>65 to 74</td> <td>315</td> <td>21%</td> </tr> <tr> <td>55 to 64</td> <td>278</td> <td>19%</td> </tr> <tr> <td>35 to 44</td> <td>235</td> <td>16%</td> </tr> <tr> <td>45 to 54</td> <td>226</td> <td>15%</td> </tr> <tr> <td>25 to 34</td> <td>174</td> <td>12%</td> </tr> <tr> <td>75 to 84</td> <td>117</td> <td>8%</td> </tr> <tr> <td>Prefer not to say</td> <td>73</td> <td>5%</td> </tr> <tr> <td>20 to 24</td> <td>44</td> <td>3%</td> </tr> <tr> <td>16 to 19</td> <td>9</td> <td>1%</td> </tr> <tr> <td>85+</td> <td>8</td> <td>1%</td> </tr> <tr> <td>15 and under</td> <td>1</td> <td>0%</td> </tr> <tr> <td><b>Total number of respondents</b></td> <td><b>1480</b></td> <td><b>100%</b></td> </tr> </tbody> </table>	Age	Count	Percentage	65 to 74	315	21%	55 to 64	278	19%	35 to 44	235	16%	45 to 54	226	15%	25 to 34	174	12%	75 to 84	117	8%	Prefer not to say	73	5%	20 to 24	44	3%	16 to 19	9	1%	85+	8	1%	15 and under	1	0%	<b>Total number of respondents</b>	<b>1480</b>	<b>100%</b>	<p>increase the distance that pedestrians need to travel.</p>	<p>seating included in the final design.</p> <p>The public engagement information and survey was available via a number of forums in order to reach as many different people and groups as possible. This included a website, QR code, consultation representatives on the street available to talk, hard copy surveys available in the library, a dedicated email address and phone number.</p>	
Age	Count	Percentage																																									
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<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</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>There are no adverse impacts anticipated.</p> <p>The new scheme will generate new places to sit, relax and eat for people of all ages and backgrounds. It will also offer improved safety with better lighting and CCTV with clear views across Armada Way to help deter anti-social behaviour. This might particularly provide reassurance to young women and girls. Engagement</p>	<p>No action required.</p>																																								

<p>protected characteristic).</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>	<p>has begun with Make Space for Girls on how any potential further enhancements could be made in this area.</p>								
<p><b>Disability</b></p>	<p>9.4 per cent of residents in Plymouth have their activities limited ‘a lot’ because of a physical or mental health problem.</p> <p>12.2 per cent of residents in Plymouth have their activities limited ‘a little’ because of a physical or mental health problem (2021 Census)</p> <p>The chart below demonstrates the number of respondents by disability to the public engagement exercise undertaken in October/November 2023.</p> <p>The number of survey respondents for this question was 1465.</p> <p>The majority of survey respondents didn’t have a health problem or disability that affected their day-to-day activities (71%); 16% of respondents were ‘limited a little’, 7% of respondents were ‘limited a lot’ and 6% of respondents selected ‘prefer not to say’.</p> <table border="1" data-bbox="378 1299 952 1458"> <thead> <tr> <th>Daily activities limited due to health problem or disability</th> <th>Count</th> <th>Percentage</th> </tr> </thead> <tbody> <tr> <td> </td> <td> </td> <td> </td> </tr> </tbody> </table>	Daily activities limited due to health problem or disability	Count	Percentage				<p>Enhancing the safe movement of people of all abilities is one of the guiding principles of the Better Places programme and as such the completed schemes (including Armada Way) will improve the environment for people with disabilities.</p> <p>As noted in respect of the full scheme, there will be some disruption during construction as detailed below.</p> <p><u>Seating</u></p> <p>As areas of Armada Way are closed off for the works, existing formal and informal seating provision will become inaccessible for the duration of the works in that area.</p>	<p>The design team will work closely with groups including PADAN, the Hearing and Sight Centre, Age Concern, Dementia Friendly and Public Health and Cabinet Members as necessary through the construction to attempt to address specific needs and concerns.</p> <p>The public engagement programme includes consultation with key stakeholder groups who have protected characteristics and key points addressed in feedback include the amount and type of seating included in the final design.</p>	<p>The SRO, Principle Designer and Design Team are responsible during the public engagement and design stage.</p> <p>The SRO, Main Contractor, Principal Designer and Project Team are responsible for ensuring mitigations for seating and accessibility are in place in advance of the construction stage, with communications about any diversions communicated in advance of each phase.</p>
Daily activities limited due to health problem or disability	Count	Percentage								

No	1043	71%
Yes, limited a little	230	16%
Yes, limited a lot	97	7%
Prefer not to say	95	6%
<b>Total number of respondents</b>	1465	100%

This may impact pedestrians who might experience disability and who are in greater need of somewhere to stop and rest.

Accessibility

The works will be undertaken in phases, but there will need to be diversions in place while works on each phase is undertaken – this may increase the distance that pedestrians need to travel and may be a deviation from a learned route.

The public engagement information was available in Easy Read on request.

The public engagement information and survey was available via a number of forums in order to reach as many different people and groups as possible. This included a website, QR code, consultation representatives on the street available to talk, hard copy surveys available in the library, a dedicated email address and phone number.

Temporary seating will be installed in convenient locations during the construction stage to mitigate against any seating lost.

Streets and spaces will be designed to meet requirements under the Equalities Act 2010, taking into account what is reasonable and proportionate Inclusive Mobility Standard DFT



			<p>Guidance wherever possible and Building Regulations.</p> <p>Approved Document Part M for access to any buildings.</p> <p>Ensure the construction methodology, procurement of contractors and execution of works allows for the safe movement of people of all abilities throughout the construction process with advance notice of works and clear signage for diversions to accessible pedestrian routes.</p>	
<p><b>Gender reassignment</b></p>	<p>0.5 per cent of residents in Plymouth have a gender identity that is different from their sex registered at birth. 0.1 per cent of residents identify as a trans man, 0.1 per cent identify as non-binary and, 0.1 per cent identify as a trans women (2021 Census).</p>	<p>There are no adverse impacts anticipated.</p>	<p>No action required.</p>	
<p><b>Marriage and civil partnership</b></p>	<p>40.1 per cent of residents have never married and never registered a civil partnership. 10 per cent are divorced, 6 percent are</p>	<p>There are no adverse impacts anticipated.</p>	<p>No action required.</p>	

	<p>widowed, with 2.5 per cent are separated but still married.</p> <p>0.49 per cent of residents are, or were, married or in a civil partnerships of the same sex. 0.06 per cent of residents are in a civil partnerships with the opposite sex (2021 Census).</p>			
<p><b>Pregnancy and maternity</b></p>	<p>The total fertility rate (TFR) for England was 1.62 children per woman in 2021. The total fertility rate (TFR) for Plymouth in 2021 was 1.5.</p>	<p>As noted in respect of the full scheme, there will be some disruption during construction as detailed below.</p> <p><u>Seating</u></p> <p>As areas of Armada Way are closed off for the works, existing formal and informal seating provision will become inaccessible for the duration of the works in that area. This may impact pedestrians in need of somewhere to stop and rest. This may include women who are pregnant, with young babies and/or need somewhere to stop and breastfeed.</p> <p><u>Accessibility</u></p> <p>The works will be undertaken in phases, but there will need to be diversions in place while</p>	<p>Ensure the detailed design process, construction methodology, procurement of contractors and execution of works allows for the safe movement of people of all ages throughout the construction period with advance notice of works and clear signage for diversions to pedestrian routes.</p> <p>Temporary seating will be installed in convenient locations during the construction stage to mitigate against any seating lost.</p> <p>The public engagement programme includes</p>	<p>The SRO, Principle Designer and Design Team are responsible during the public engagement and design stage.</p> <p>The SRO, Main Contractor, Principal Designer and Project Team are responsible for ensuring mitigations for seating and accessibility are in place in advance of the construction stage, with communications about any diversions communicated in advance of each phase.</p>

		<p>works on each phase is undertaken – this may increase the distance that pedestrians need to travel.</p>	<p>consultation with key stakeholder groups and the survey included pointed questions to obtain feedback on the use of spaces directly targeting parents and families, such as priorities linked to the proposed play village.</p>	
<p><b>Race</b></p>	<p>In 2021, 94.9 per cent of Plymouth’s population identified their ethnicity as White, 2.3 per cent as Asian and 1.1 per cent as Black (2021 Census)</p> <p>People with a mixed ethnic background comprised 1.8 per cent of the population. 1 per cent of the population use a different term to describe their ethnicity (2021 Census)</p> <p>92.7 per cent of residents speak English as their main language. 2021 Census data shows that after English, Polish, Romanian, Chinese, Portuguese, and Arabic are the most spoken languages in Plymouth (2021 Census).</p> <p>The chart below demonstrates the number of respondents by ethnicity group to the public engagement exercise undertaken in October/November 2023.</p> <p>The survey collected demographic information by the groupings outlined in the chart.</p> <p>The number of survey respondents for this question was 1463.</p>	<p>There are no adverse impacts anticipated, but we will carry out works in phases and have regard to events that may get planned during the construction period.</p>	<p>New or replacement signage where proposed to be assessed for ease of understanding.</p> <p>The public engagement information was available in other languages on request.</p>	<p>The Senior Responsible Officer is responsible for the mitigations put in place during the public engagement.</p>

	<p>Most survey respondents identify as White (87.6%); 7.4% of respondents selected 'prefer not to say' and 2.4% of respondents used the text box to describe their ethnicity.</p> <table border="1" data-bbox="376 339 952 1145"> <thead> <tr> <th data-bbox="376 339 651 427">Ethnic group or background</th> <th data-bbox="651 339 763 427">Count</th> <th data-bbox="763 339 952 427">Percentage</th> </tr> </thead> <tbody> <tr> <td data-bbox="376 427 651 472">White</td> <td data-bbox="651 427 763 472">1281</td> <td data-bbox="763 427 952 472">87.60%</td> </tr> <tr> <td data-bbox="376 472 651 517">Prefer not to say</td> <td data-bbox="651 472 763 517">108</td> <td data-bbox="763 472 952 517">7.40%</td> </tr> <tr> <td data-bbox="376 517 651 715">If not listed, please use this space to describe your ethnicity how to wish</td> <td data-bbox="651 517 763 715">35</td> <td data-bbox="763 517 952 715">2.40%</td> </tr> <tr> <td data-bbox="376 715 651 794">Mixed or Multiple ethnic groups</td> <td data-bbox="651 715 763 794">20</td> <td data-bbox="763 715 952 794">1.40%</td> </tr> <tr> <td data-bbox="376 794 651 874">Asian or Asian British</td> <td data-bbox="651 794 763 874">10</td> <td data-bbox="763 794 952 874">0.70%</td> </tr> <tr> <td data-bbox="376 874 651 986">Black, Black British, Caribbean or African</td> <td data-bbox="651 874 763 986">7</td> <td data-bbox="763 874 952 986">0.50%</td> </tr> <tr> <td data-bbox="376 986 651 1066">Different ethnic group</td> <td data-bbox="651 986 763 1066">2</td> <td data-bbox="763 986 952 1066">0.10%</td> </tr> <tr> <td data-bbox="376 1066 651 1145">Total number respondents</td> <td data-bbox="651 1066 763 1145">1463</td> <td data-bbox="763 1066 952 1145">100%</td> </tr> </tbody> </table>	Ethnic group or background	Count	Percentage	White	1281	87.60%	Prefer not to say	108	7.40%	If not listed, please use this space to describe your ethnicity how to wish	35	2.40%	Mixed or Multiple ethnic groups	20	1.40%	Asian or Asian British	10	0.70%	Black, Black British, Caribbean or African	7	0.50%	Different ethnic group	2	0.10%	Total number respondents	1463	100%			
Ethnic group or background	Count	Percentage																													
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Total number respondents	1463	100%																													
<p><b>Religion or belief</b></p>	<p>48.9 per cent of the Plymouth population stated they had no religion. 42.5 per cent of the population identified as Christian (2021 Census). Those who identified as Muslim account for 1.3 per cent of Plymouth's population while</p>	<p>There are no adverse impacts anticipated, but we will carry out works in phases and have regard to events that may get planned during the construction period.</p>	<p>No action required.</p>																												

	Hindu, Buddhist, Jewish or Sikh combined totalled less than 1 per cent (2021 Census).																		
<b>Sex</b>	<p>51 per cent of our population are women and 49 per cent are men (2021 Census).</p> <p>Our City Survey 2022 identified that ‘Females’ (40%) were <u>significantly</u> less likely to feel <b>safe after dark</b> than ‘Males’ (60%).</p> <p>The chart below demonstrates the number of respondents by sex to the public engagement exercise undertaken in October/November 2023.</p> <p>The number of survey respondents for this question was 1472.</p> <p>Most of the respondents that responded to the survey were female (53%). 41% of the respondents were male and 7% preferred not to say.</p> <table border="1"> <thead> <tr> <th>Sex</th> <th>Count</th> <th>Percentage</th> </tr> </thead> <tbody> <tr> <td>Female</td> <td>776</td> <td>53%</td> </tr> <tr> <td>Male</td> <td>598</td> <td>41%</td> </tr> <tr> <td>Prefer not to say</td> <td>98</td> <td>7%</td> </tr> <tr> <td>Total number of respondents</td> <td>1472</td> <td>100%</td> </tr> </tbody> </table>	Sex	Count	Percentage	Female	776	53%	Male	598	41%	Prefer not to say	98	7%	Total number of respondents	1472	100%	<p>There are no adverse impacts anticipated.</p> <p>The new scheme will offer improved safety with better lighting and CCTV with clear views across Armada Way to help deter anti-social behaviour. This might particularly provide reassurance to young women and girls.</p>	No action required.	
Sex	Count	Percentage																	
Female	776	53%																	
Male	598	41%																	
Prefer not to say	98	7%																	
Total number of respondents	1472	100%																	
<b>Sexual orientation</b>	88.95 per cent of residents aged 16 years and over in Plymouth describe their sexual orientation as straight or heterosexual. 2.06 per cent describe their sexuality as bisexual, 1.97 per cent of people describe their sexual orientation as gay or lesbian. 0.42 per cent of residents describe their sexual orientation using a different term (2021 Census).	<p>There are no adverse impacts anticipated, but we will carry out works in phases and have regard to events that may get planned during the construction period.</p>	No action required.																

**SECTION FOUR: HUMAN RIGHTS IMPLICATIONS**

Human Rights	Implications	Mitigation Actions	Timescale and responsible department
	Article 11 of the Human Rights Act provides a qualified right to people to freedom of peaceful assembly. It may be necessary to restrict this right in the interest of public safety during the construction phase.	We will only consider doing this when is mandated by a competent and documented risk assessment.	The SRO, Main Contractor, Principal Designer and Project Team are responsible for ensuring mitigations are in place during the construction stage.

**SECTION FIVE: OUR EQUALITY OBJECTIVES**

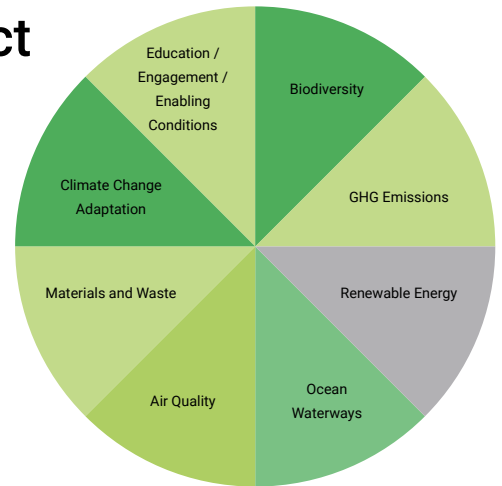
Equality objectives	Implications	Mitigation Actions	Timescale and responsible department
<p><b>Work together in partnership to:</b></p> <ul style="list-style-type: none"> <li>▪ <b>promote equality, diversity and inclusion</b></li> <li>▪ <b>facilitate community cohesion</b></li> <li>▪ <b>support people with different backgrounds and lived experiences to get on well together</b></li> </ul>	Positive impact – improved public spaces within the City Centre will promote increased use by all sectors of the community and host more and better events. A number of new play spaces and other activity areas are being proposed which will encourage participation and physical exercise for children. This supports the delivery of the Joint Local Plan policy PLY6 includes creating a vibrant destination, with leisure, culture, visitor accommodation and food and drink uses, especially making best use of key assets such as the Armada Way boulevard and piazza.	Whilst there may be temporary loss of amenity we will carry out works in phases and have regard to planned events which will minimise disruption.	Benefits to be realised upon completion of the scheme, expected to be spring 2026 Senior Responsible Officer.

<p><b>Give specific consideration to care experienced people to improve their life outcomes, including access to training, employment and housing.</b></p>	<p>Positive impact – the new scheme will generate new places to sit, relax and eat for people of all ages and backgrounds. It will also offer improved safety with better lighting and CCTV with clear views across Armada Way to help deter anti-social behaviour.</p>		
<p><b>Build and develop a diverse workforce that represents the community and citizens it serves.</b></p>	<p>No implications.</p>		
<p><b>Support diverse communities to feel confident to report crime and anti-social behaviour, including hate crime and hate incidents, and work with partners to ensure Plymouth is a city where everybody feels safe and welcome.</b></p>	<p>Positive impact – improved public spaces with clearer views, improved street lighting and enhanced CCTV coverage.</p>		<p>Benefits to be realised upon completion of selected schemes, expected to be Spring 2026. Senior Responsible Officer.</p>

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# Revised Armada Way - Climate Impact Assessment FINAL



**Assessment ID:** REV595

**Assessment Author:** Richard Bara

## Assessment Project Summary:

This is an extensive public realm project that embeds a number of holistic benefits to improve sustainability characteristics of a pedestrianised inner city urban highway.

The scheme has considered the climate impact of the proposal from its very inception and seeks to significantly improve the fundamental condition, and quality the landscape's soils, use of existing natural materials, management of rainfall, and provision of environments for trees and plant-life, providing unique aquatic habitats, reedbeds, open water, bee and bug hotels as well as bird boxes.

The scheme also embeds solar panels to help offset power requirements for its water features and ornamental lighting.

The scheme promotes active travel with the provision of a segregated cycleway, improved footpath routes for the public, as well and useable spaces either side of the route for public enjoyment. this is all made possible by the redesigned layout which incorporates the principle of the Beaux Arts Design improving visibility along the length of Armada Way, ordering the spaces to make them more practical and improving legibility of the city centre for all.

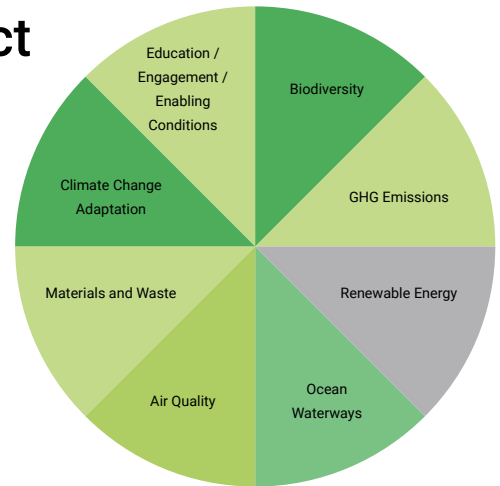
The benefits of this scheme are long term and go well beyond 2030.

## Assessment Final Summary:

As can be seen from the resulting assessment wheel the scores for the various criteria are well balanced and predominately provide long lasting to short term positive benefits for this environment. This is as expected given the holistic approach the scheme has taken from its onset as a comprehensive public realm regeneration, balancing the various needs and expectations of the City, it's residents, businesses and the wider public, and identifying these through its many public consultation exercises.

Over recent years Armada Way has seen a serious decline in footfall, with many empty shop units. It has features that are in dire need of repair and haven't been updated since the 80s. There are areas that are unusable or inaccessible, with growing concerns over public safety, which have resulted in virtually no night-time economy.

# Revised Armada Way - Climate Impact Assessment FINAL



The area is dated, run-down and in serious need of investment.

Our ambition is to bring a large amount of residential development into the centre, giving new leases of life to tired, vacant buildings, encouraging more people to dwell in and use the city centre both during the day and at night.

The current layout of Armada Way does not encourage investment or inspire confidence from developers.

Plymouth City Council wants to change this and feels that Armada Way deserves investment to put it on a similar footing to other major city centres across the country.

The intention for the new scheme is to:

Recapture the scale and grandeur of Armada Way. Include more trees and greenery.

Include a huge and exciting new destination play village for families. Help wildlife and nature.

Be water smart.

Improve safety for all, especially women and young girls. Have more places to sit, relax and eat.

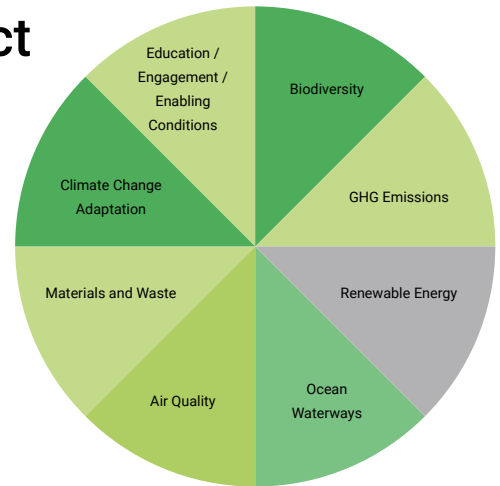
Include a new cycling path for people of all abilities.

Have plenty of pop-up spaces for retail, arts, culture, and entertainment.

## Biodiversity Score: 5

**Biodiversity Score Justification:** Nature is at the heart of this scheme. It will positively support wildlife in the city centre. It is proposed that there will be a total of 202 trees in the scheme - 49 more than there were before. All the trees planted will be at a height of 3.5-8m. The trees will be a diverse mix of UK native and ornamental trees avoiding a monoculture. The species have been selected for their resilience to disease and climate change. They are also less likely to suffer in future from stress and sporadic growth from the base of the trunk and will be planted in high quality root infrastructure allowing for the future cultural requirements and growth. In addition to

# Revised Armada Way - Climate Impact Assessment FINAL



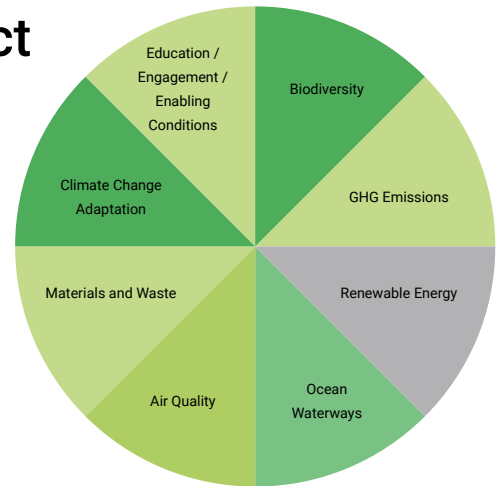
the trees and shrubs, the underplanting, which in the main will be drought resistant and highly floriferous, will provide pollen and nectar for wildlife as well as homes, and wildflowers will be planted to encourage pollinators like bees. Bug hotels and bird boxes will also be installed throughout to encourage wildlife. Reed beds will provide natural filtration for the water being recirculated from the drainage system so that chemicals don't have to be used. This water will maintain the trees in addition to filling the shallow stream running down the scheme. Short-term negative impacts of the scheme include the immediate removal of tree canopy where the trees were felled in March 2023, until the new trees are planted. The long lasting and positive impacts offered by the scheme are deemed to outweigh the short-term negative impact of temporary loss of tree canopy to create an overall score that is a long lasting and extensive positive impact. In addition to this a further 525 trees will be planted across the city to achieve a biodiversity net gain of 20%.

**Biodiversity Score Mitigate: No**

**GHG Emissions Score: 4**

**GHG Emissions Score Justification:** The project will create a one-off increase in greenhouse gas emissions during the construction phase through soil disturbance, the laying of granite as a hard landscape material and the use of construction vehicles and machinery onsite as well as the transportation of materials. However, materials have been selected for durability and longevity, which will reduce the need for replacement and ongoing maintenance with associated embedded carbon. These valuable materials can be recycled over time. The scheme will also recycle existing natural and man-made materials into the new project (soil, slabs and kerbs) saving significant quantities of greenhouse gases in relation to transport and product manufacture. There will be a longer-term energy requirement for the running of the new rill which requires pumps in order to operate as well as the new lighting. However, the scheme includes the installation of solar panels and battery storage to offset the additional energy requirements and the installed lighting will be a highly energy efficient LED lighting system. The mature trees have been removed from Armada Way and will be replaced by an increased quantity of younger, healthier, semi-mature trees (an additional 49 trees) specified to thrive in an urban environment, which will ultimately sequester more carbon in the long term. One of the driving factors of the scheme is to promote active travel through walking and cycling as an alternative to car use, thereby reducing greenhouse gas emissions in the long-term. We anticipate this scheme after implementation would typically generate a combined total number of cycle movements of

# Revised Armada Way - Climate Impact Assessment FINAL



around 400 per day.

**GHG Emissions Score Mitigate: No**

**Renewable Energy Score: 3**

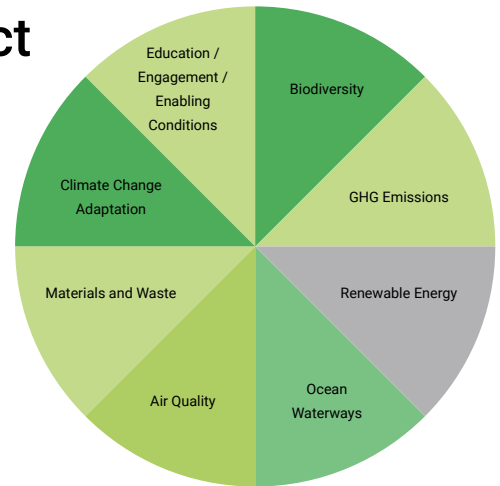
**Renewable Energy Score Justification:** The scheme will require energy in order to run the SuDS and ornamental water feature. However, the scheme includes installation of solar panels to help offset some of the additional energy needed to power the water feature. The existing street lighting scheme is being replaced with an LED street lighting system which is more efficient than the old scheme. The spread of light is greatly improved.

**Renewable Energy Score Mitigate: No**

**Ocean and Waterways Score: 5**

**Ocean and Waterways Score Justification:** The scheme will deliver a sustainable drainage system (SuDS) to manage all of the surface water which falls on Armada Way. This will involve the use of rain gardens, and in certain parts of the site this will allow water to naturally infiltrate into the ground. Any excess will make its way to underground storage tanks which will fill with rainwater after being filtered through natural reed beds. The water will be recirculated around Armada Way through an ornamental stream which will run along the length of the proposed scheme. The water will also be used to irrigate the trees at times of drought. Through this process, the majority of clean rainwater will be prevented from entering the combined sewer and therefore avoids the need for the water company to treat it in its sewage treatment plants. It also removes significant quantities of water from the combined system which at times of high rainfall can cause the system to overflow and damage to the quality of bathing waters. The system, therefore, is more climate resilient and uses water wisely which will be beneficial at times of extreme weather events. The SuDS will be primarily powered by gravity and as such fails safe in all events. The ornamental rill is powered by solar energy via pumps using battery storage. This system delivers a long lasting and extensive positive impact as it reduces maintenance and watering costs by retaining rainwater to water the trees; it reduces the likelihood of foul water ending up in our catchment watercourses and eventually in the Sound; and reduces flood risk for our city centre.

# Revised Armada Way - Climate Impact Assessment FINAL



**Ocean and Waterways Score Mitigate: No**

**Air Quality Score: 4**

**Air Quality Score Justification:** This scheme includes a total of 202 trees, 49 more than there were previously, as well as more beneficial greenery including underplanting, wildflower meadows and reedbeds to encourage wildlife generally and pollinators. One of the driving factors of the regime is to promote active travel through walking and cycling, thereby reducing greenhouse gas emissions through the alternative use of cars and improving air quality in the long term. We anticipate this scheme after implementation would typically generate a combined total number of cycle movements of around 400 per day.

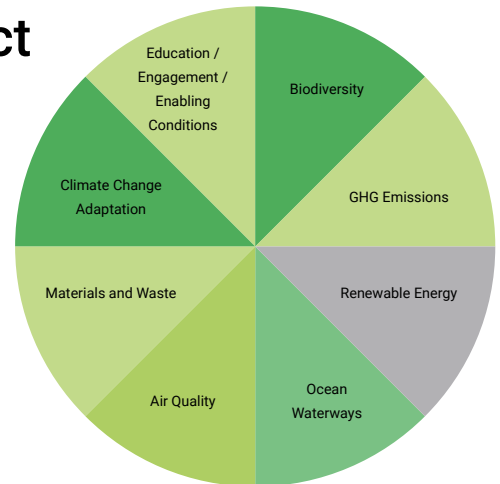
**Air Quality Score Mitigate: No**

**Materials and Waste Score: 4**

**Materials and Waste Score Justification:** There will be a short-term negative impact during the construction phase due to waste that is generated and materials that are taken up. However, materials have been selected for durability and longevity, which will reduce the need for replacement and ongoing maintenance with associated embedded carbon. These valuable materials can be recycled over time. The scheme will also recycle existing natural and manmade materials into the new project, saving significant quantities of greenhouse gases in relation to transport and product manufacture. The scheme will deliver SuDS which uses clean rainwater wisely and avoids it being used as waste water which has significant benefits. There will be a comprehensive construction and waste management plan. The scheme includes like for like recycling infrastructure. The final scheme will include bins at regular intervals along Armada Way. The provision of waste bins will be of the combined litter and recycling type, recognising the role that recycling bins have in encouraging a more sustainable approach to waste, which is essential near shops in the city centre. The scheme incorporates a minimum of one water bottle refilling station, supporting the Plan for Plastics.

**Materials and Waste Score Mitigate: No**

# Revised Armada Way - Climate Impact Assessment FINAL



## Climate Change Adaptation Score: 5

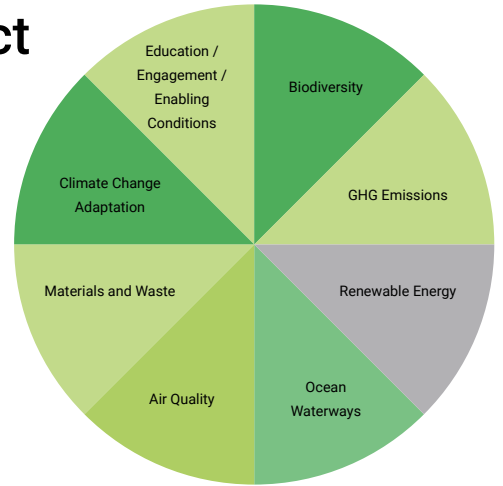
**Climate Change Adaptation Score Justification:** The scheme will deliver a sustainable drainage system (SuDS) to manage all the surface water which falls on Armada Way. This will involve the use of rain gardens and underground storage tanks which will fill with rainwater after being filtered through natural reed beds. The water will be recirculated around Armada Way through an ornamental stream which will run along the length of the proposed scheme. The water will be used to irrigate the trees. Through this process, the majority of clean rainwater will be prevented from entering the combined sewer and therefore avoids the need for the water company to treat it in its sewage plants. It also takes out significant quantities of water from the combined system which at times of high rainfall can cause the system to overflow and damage to the quality of bathing waters. The system, therefore, is more climate resilient and uses water wisely which will be beneficial in times of extreme weather events. The SuDS will primarily be powered by gravity and as such fails safe in all events. The ornamental rill is partly powered by solar energy generated from the scheme's solar panels. This system delivers a long lasting and extensive positive impact as it reduces maintenance and watering costs by retaining rainwater to water the trees; it reduces the likelihood of foul water ending up in our catchment watercourses and eventually in the Sound; and reduces flood risk for our city centre. In addition, the species of the trees which have been selected for planting in Armada Way have been specifically selected for their resilience to disease and climate change. These trees will have a significant effect on the microclimate of Armada Way through the transpo-evaporation of water which has the effect of reducing the urban heat island. Thought has been given to providing shelter and shade throughout the scheme with the installation of solar canopies and the planting of trees under which people can stop, rest and be both sheltered and shaded from the weather.

## Climate Change Adaptation Score Mitigate: No

## Education / Engagement / Enabling Conditions Score: 4

**Education / Engagement / Enabling Conditions Score Justification:** There are opportunities within the scheme for interpretation to explain the benefits to the public and impart positive messaging to the public, promoting the use of PVs, SuDS, bio-diversity gain, use of recycled materials, the functioning of the ornamental rill, using water wisely including irrigation, the future installation of district heating and other future-proofing, infrastructure delivered by the scheme which helps to make it more carbon neutral. There will also be opportunities for engagement with

# Revised Armada Way - Climate Impact Assessment FINAL



schools about the environmental benefits this scheme delivers. One of the driving factors of the regime is to promote active travel through walking and cycling, thereby reducing greenhouse gas emissions through the use of cars in the long term. There will be extensive engagement around behaviours linked to the conflicts between these different modes of travel.

**Education / Engagement / Enabling Conditions Score Mitigate: No**

### Wheel Key

- Long lasting or severe negative impact
- Short term or limited negative impact
- No impact or neutral impact
- Short term or limited positive impact
- Long lasting or extensive positive impact

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# Cabinet



Date of meeting:	09 September 2024
Title of Report:	<b>Heat Networks Delivery Approach</b>
Lead Member:	Councillor Tom Briars-Delve (Cabinet Member for Environment and Climate Change)
Lead Strategic Director:	Anthony Payne (Strategic Director for Place)
Author:	Jon Selman (Net Zero Delivery Officer)
Contact Email:	Jonathan.selman@plymouth.gov.uk
Your Reference:	
Key Decision:	Yes
Confidentiality:	Part I - Official

## Purpose of Report

Plymouth City Council has been selected by the Department of Energy Security & Net Zero as one of 28 cities to be part of the government's Heat Network Zoning Pilot Programme. As one of the pilots, the Council is benefitting from significant government investment and support in order to deliver strategic heat networks for the city. Heat networks provide the cheapest low carbon energy source available, utilising and distributing waste heat that occurs naturally and which is a by-product of certain processes. The report updates the Cabinet on progress in relation to the development and delivery of a strategic heat network, and seeks support for a recommended approach.

## Recommendations and Reasons That Cabinet:

1. Support the zonal approach to heat network roll out in Plymouth, as set out in the report, and the procurement of a development partner to take forward these proposals to delivery.

*Reason – To enable the timely delivery of a key project that will decarbonise heat and improve energy security in the city, and to implement its commitments to heat network delivery in the Net Zero Action Plan.*

2. Grant delegated authority to the Service Director for Strategic Planning & Infrastructure, in consultation with Cabinet Member for Environment & Climate Change, to determine the following matters in respect to the heat network delivery project:

- (a) Approval of revenue business case;
- (b) Procurement of development partner;
- (c) Submission of an application to the Green Heat Network Fund to support the delivery of the first phase of the project; and
- (d) Any other matter to secure delivery of the project, subject to such being within approved budget.

*Reason – To enable the relevant decisions to be taken expeditiously having regard to the government's timetable for the Advanced Zoning Programme and the Green Heat Network Fund.*

### Alternative options considered and rejected

1. Do nothing. This would significantly delay progress in securing investment and delivery of a significant decarbonisation project, together with the associated social benefits.
2. Municipal delivery approach. This would create significant capital and revenue financial implications and the Council would retain all the risks.
3. Joint Venture with shareholding. This would also create significant capital financial implications, depending on the level of shareholding and the Council would also retain significant risks.
4. Private sector led, with no Council procurement. The Council would not be able to influence a range of factors including social and local value, but also delivery.

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

Strong alignment with Corporate Plan priority green investment, jobs and skills.

Plymouth Plan Policy GRO7 specifically sets out 'promoting the creation of infrastructure to supply low carbon heat through the delivery and expansion of district energy networks'.

Plymouth and South West Devon Joint Local Plan (March 2019) requires developments to connect, or be able to connect, to a heat network, if within a 'district energy opportunity area'.

Heat networks has been identified in every Climate Emergency Action Plan and Net Zero Action Plan (NZAP) between 2020 and 2024.

Plymouth Economic Strategy (draft) (March 2024) targets inward investment and growth activity from businesses linked to Net Zero opportunities, including specifically heat networks.

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

Department of Energy Security & Net Zero are already directly supporting technical project development, project management, commercial and financial advice, to develop the proposals for the first phase of a strategic heat network, including supporting a grant application towards the costs of the first phase and procurement of a delivery partner.

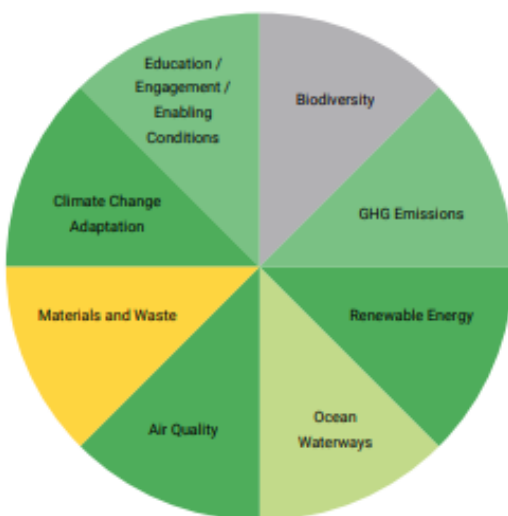
Ringfenced Section 106 and HeatNet funding has already been secured, covering the remaining Council project support costs with procurement and legal support.

The recommended option can be delivered without any requirement for Council capital funding.

### Financial Risks

Through the recommended approach, with the procurement of a development partner, the Council would not be deploying any capital funding for the delivery of the scheme, and therefore the financial risk is very low.

### Carbon Footprint (Environmental) Implications:



Significant carbon savings from delivery of the scheme, by displacing natural gas, and utilising waste and renewable heat sources. Proposals for first phase suggest carbon savings of 7,000 tons per annum, and with build out of a strategic heat main in the southern waterfront zone this could increase to 26,000 tons per annum. An initial scheme within a Derriford zone, has been evaluated to deliver more than 5,000 tons per annum. In overall terms this is equivalent to 3% of Plymouth's current carbon emissions. With further development of these proposals and full zonal development this could be as high as 5%. The proposals will also improve air quality by displacing NOX emissions from gas boilers.

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

No significant risks or implications in terms of health and safety or community safety. Lowest cost low carbon solution being delivered to local communities in the zone, able to harness and utilise waste heat sources. In short term, no guarantee this will be cheaper than current gas service, although less vulnerable to global shocks/ volatility. However, significant long-term equalities benefits as heat is decarbonised nationally. Positive sustainability outcomes in terms of potential carbon savings and reduction in air pollution.

**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	Briefing report Plymouth Heat Networks Delivery Approach							
B	Equalities Impact Assessment							
C	Climate Impact Assessment							

**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) <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:**

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Originating Senior Leadership Team member: Paul Barnard (Service Director for Strategic Planning and Infrastructure)

Please confirm the Strategic Director(s) has agreed the report? Yes

Date agreed: 15/08/2024

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

Date approved: 27/08/2024

# CABINET Briefing Report

## Heat Networks Delivery Approach



### National context

1. Heat represents the biggest energy use in the UK, accounts for 46% of all the energy used, and around 30% of UK carbon emissions. 90% of these heat related emissions are from burning gas. Providing heating and hot water to buildings constitutes 28% of Plymouth's carbon emissions. To reach Net Zero by 2050, Climate Change Committee sets out that the sector needs to be almost completely decarbonised. It is however, one of the hardest sectors to decarbonise, due to the variety of building stock, different ownerships and extent of engagement required.

2. To date progress to decarbonise this sector this has been very slow indeed across the UK. 'Plymouth's greenhouse gas reporting and sector emissions monitoring and projections 2022' (University of Exeter) estimates that to achieve Net Zero 72,000 heat pump installations are needed by 2030 (as one of the primary technologies) – which requires the installation of an additional 8,977 heat pumps annually. To date EPC data suggests the installation of only 180 heat pumps in Plymouth to 2022. Heat networks provide an opportunity to accelerate progress significantly by providing an 'at scale' approach, utilising waste heat that will otherwise only contribute further to global warming.

3. Climate Change Committee, in its Sixth Carbon Budget sets out different pathways to Net Zero, all of which show Heat Networks contributing to 20% of overall heat demand by 2050 and 42% of non-domestic properties. As well as driving the decarbonisation of heat, they also highlight other benefits, including improved energy security and improved air quality.

4. Heat networks can provide space heating, hot water and cooling, and are considered to be a key infrastructure for decarbonising heat, as they can access and utilise larger scale sources of waste and renewable heat, offering a clean and low-carbon supply at competitive prices to businesses and households. Waste heat is by far the cheapest source of heat but also decouples supply of heat from some of the volatility of energy prices, associated with fossil fuels. Conservative estimates suggest that industrial waste heat could cover at least 25% of district heating generation. In Sweden 45% of all heat used in heat networks came from sources of waste heat in 2018. Figure 1 provides an illustration of what a heat network is.

5. Many buildings are expensive or difficult to retrofit with a low carbon heat source in isolation. Studies have shown that approaches to decarbonisation in higher density urban areas, using district energy networks with heat pumps can involve lower capital and operational costs than individual heat pumps.

6. Another advantage is the improvement to air quality through the reduction in the significant NOx emissions relating to gas boiler use.

7. In October 2023, the Energy Act received Royal Assent. The Act gives powers for the Government to develop legislation around zoning and regulation of heat networks. The Government has already consulted on the Heat Network Zoning legislation and suggested this should be in place early in 2025. Ofgem have been appointed as regulator.

8. Heat network zoning will be designated by Government, on the basis of heat demand density, using a national model. Heat networks are expected to be the lowest cost solution for decarbonising heat in these areas. Local authorities and heat network developers will be able to quickly identify

where new heat networks should be built, but also there will be requirements for certain buildings to connect.

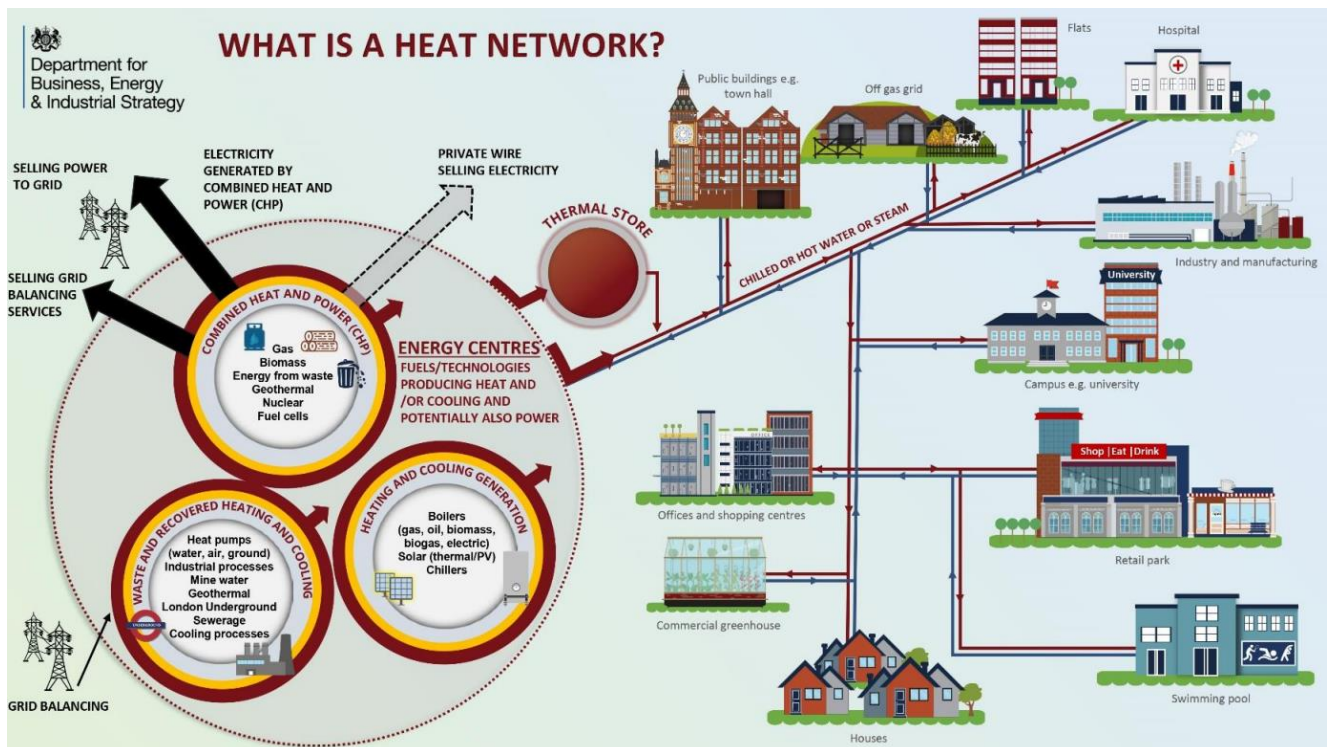


Figure 1. 'What is a Heat Network' illustration

9. Local authorities will be consulted on the zones and invited to oversee management of zones, as Zone Coordinators, along with the Central Authority (central government) overseeing the zoning nationally. The recent consultation of heat network zoning suggests that resources will be made available to Local Authorities to fulfil this statutory role. Should Local Authorities not wish to carry out this role, then it is likely this would be carried out by the Central Authority.

10. The Government have also set out delivery options for heat networks, which are likely to be:
- Local authorities invited/ enabled to lead process of procurement, if fulfilling Zone Coordinator role under Heat Network Zoning secondary legislation
  - Government will take the lead as the Heat Network Zoning Authority (the Central Authority) under Heat Network Zoning secondary legislation, in absence of local authority interest.
  - Advanced Zone Programme areas (including Plymouth, as one of 17 cities) are able to move forward first (with government support and funding committed) and are likely to be the first zones designated nationally.

## Plymouth opportunity

11. The City Council has been working with the Department of Energy Security & Net Zero (DESNZ) as part of the Heat Network Zoning Pilot Programme (28 cities). This pilot has identified two preliminary zones as shown in Figure 2 (please note these are pilot zones and subject to final policy approval).

12. Plymouth was shortlisted by DESNZ through its Advanced Zoning Programme (AZP) along with 16 other cities. Plymouth AZP studies show a deliverable scheme in west and south of City with capital value of approximately £300m, and also at Derriford (an additional £50m). The southern area is based principally around two large waste heat sources; the South West Water Central Plant, and the Devonport Energy from Waste plant. At Derriford the scheme is focused around waste heat from



the NHS medical waste incinerator, together with expanding the existing ground source scheme at Plymouth Marjon University to provide heating and cooling across this area.

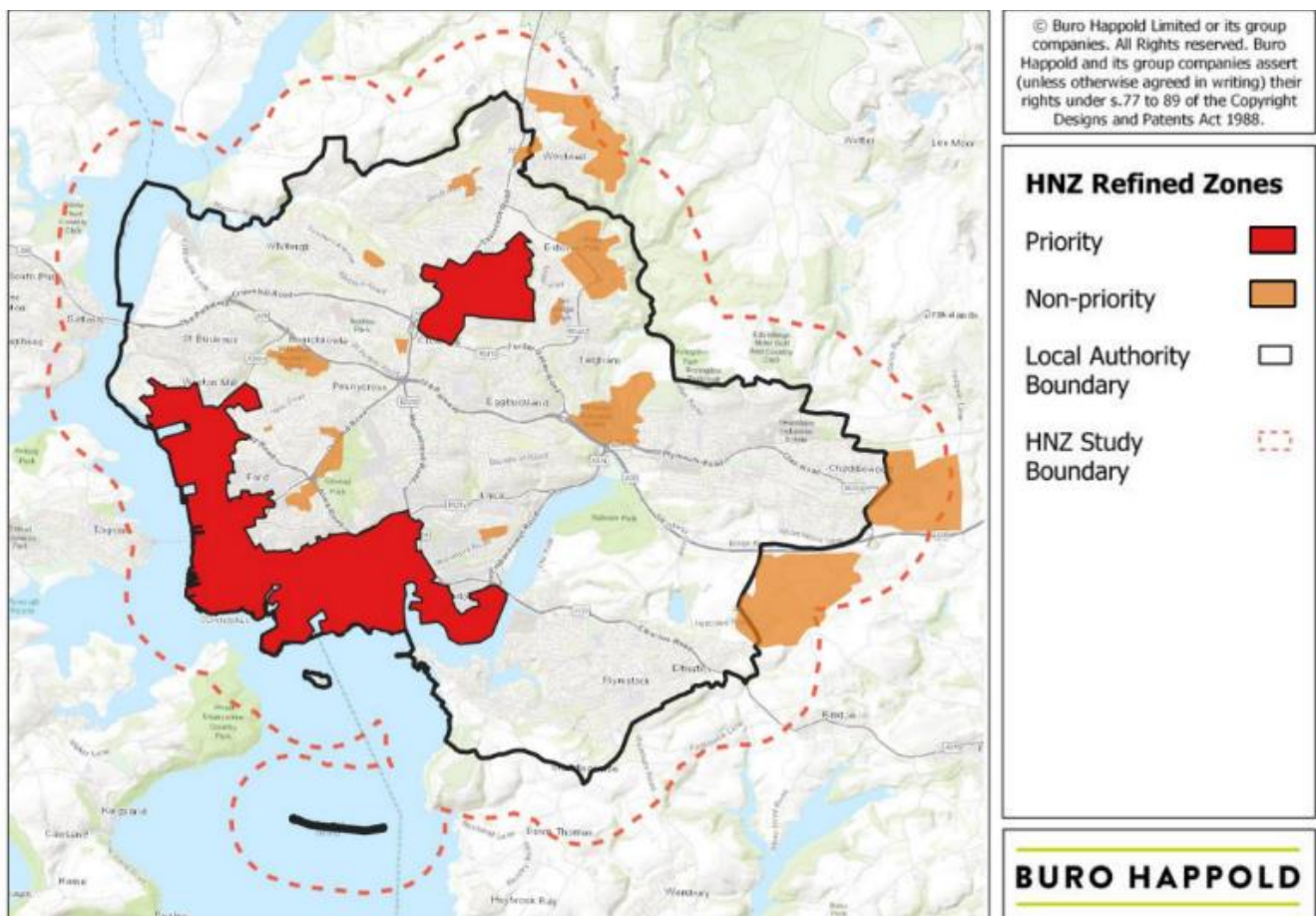


Figure 2. Two potential Heat Network Zones in Plymouth

13. Annual carbon savings with significant build out for both zones have been estimated to be **31,000tCO<sub>2</sub>**, which represents over 3% of the current city emissions but we would expect the carbon savings to be higher as this network is expanded and to be in excess of 5%. Figure 3 shows a potential strategic heat network across the southern waterfront zone alone, with estimated carbon savings of 26,000tCO<sub>2</sub>/ annum. This is therefore an intervention with significant impact in the journey to a net zero city. Additionally, the strategic heat network creates significant opportunities for creating new pathways in the city for green jobs and skills, which is one of the Plymouth Economic Strategy's key areas of focus.

14. Plymouth has been further supported through the AZP process to move to delivery. DESNZ has directly appointed consultants to support Plymouth, in terms of technical/ financial/ commercial development for the first phase of zonal roll out, which would enable an application for grant funding to the Green Heat Network Fund. This will also support the procurement of a zonal 'Development Partner', to work with the City Council and bring investment, deliver, operate and maintain the network.

15. Plymouth has been further supported through the AZP process to move to delivery. DESNZ has directly appointed consultants to support Plymouth, in terms of technical/ financial/ commercial development for the first phase of zonal roll out, which would enable an application for grant funding to the Green Heat Network Fund. This will also support the procurement of a zonal 'Development Partner', to work with the City Council and bring investment, deliver, operate and maintain the network.

16. The build out of these zonal opportunities would require a number of phases, over a number of decades and a potential initial phase is shown in Figure 4.

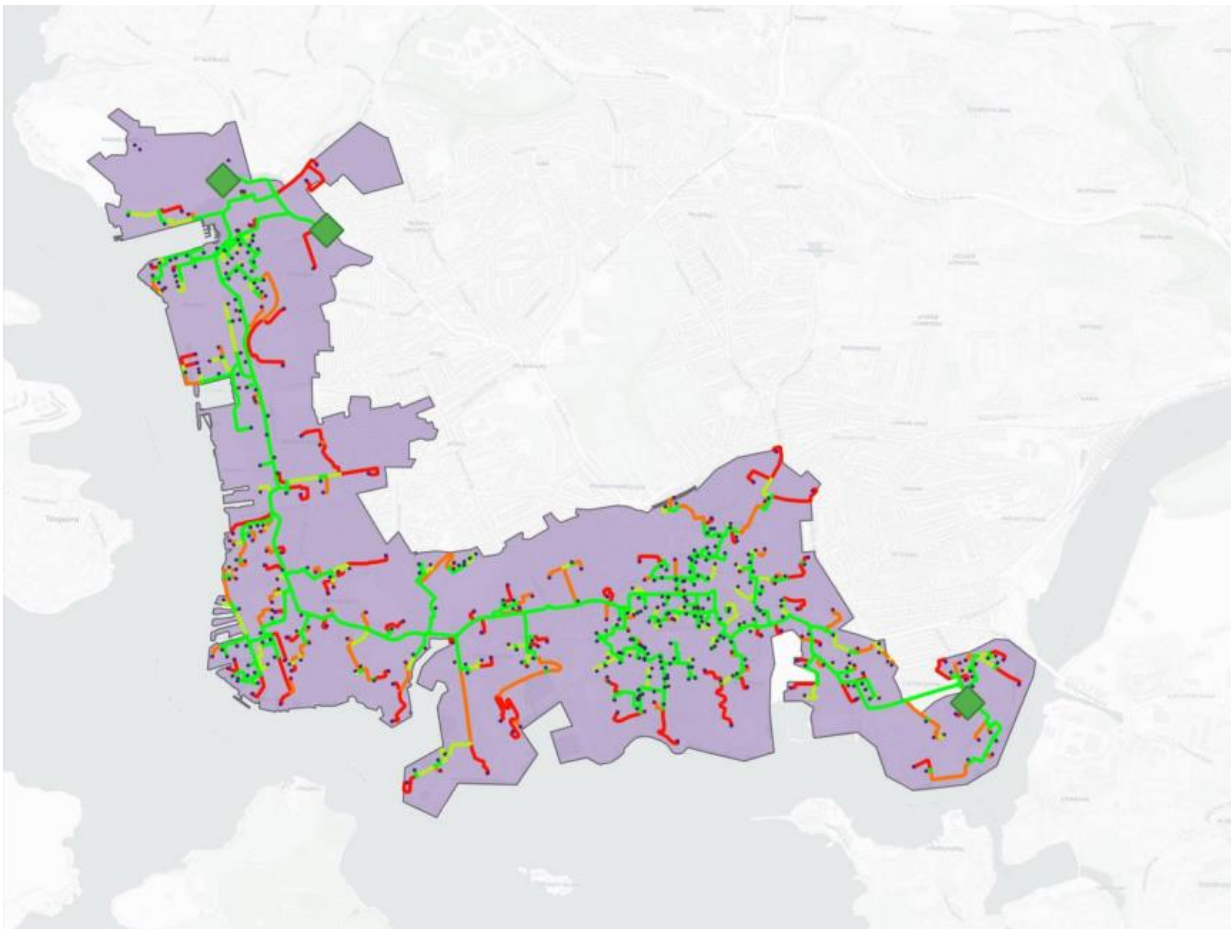


Figure 3. Potential strategic heat network across southern zonal area.

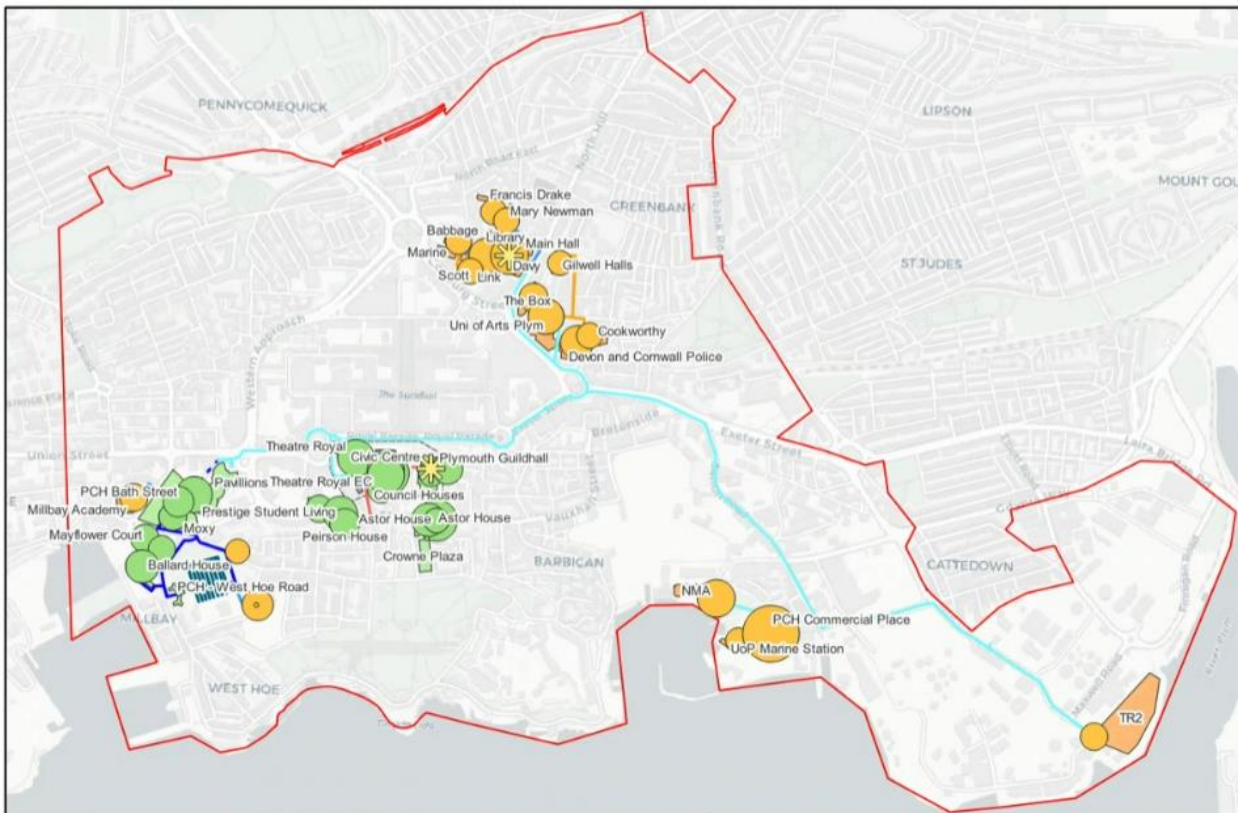


Figure 4. Potential first phase.



## Corporate policy alignment

17. Delivery of heat networks has been identified in every **Climate Emergency Action Plan** and **Net Zero Action Plan** (NZAP) between 2020 and 2024, including:
- Submitting funding applications to support development and delivery of heat network
  - Feasibility studies and testing for different heat sources
  - Delivering heat network cluster around Civic Centre
  - Participation in government's Heat Network Zoning pilot.
18. **The NZAP 2024-27** includes the latest action commitment:
- Develop a strategic heat network delivery programme for the city, including the city centre/waterfront and Derriford areas, including the procurement of a delivery partner, aided through participation in the Government's Advanced Zoning Programme.
19. **The Plymouth and South West Devon Joint Local Plan** (March 2019) requires developments to connect, or be able to connect, to a heat network, if within a 'district energy opportunity area'. As a result, many developments in the City Centre and other areas, have already been designed to be ready to connect to a heat network.
20. **The Plymouth Plan** Policy GRO7 specifically sets out 'promoting the creation of infrastructure to supply low carbon heat through the delivery and expansion of district energy networks'.
21. **The Plymouth Economic Strategy 2024** targets inward investment and growth activity from businesses linked to Net Zero opportunities, including specifically heat networks.
22. Additionally, the current **Corporate Plan** identifies green investment, jobs and skills as a corporate priority.

## Market and investment interest

23. Informal engagement with the market over the past few years and in 2024, has demonstrated strong interest from **heat network developers**, with significant investment to deploy, looking to prioritise which cities work with over the next few years. Indeed, heat networks are not necessarily dependent on public sector investment. Our engagement in **Government pilot / AZP** work will further increase this market interest.
24. Estimated investment in this sector nationally is £80 billion to 2050, which requires significant expansion of supply chain, with associated jobs and skills required.
25. The **Green Heat Network Fund** (Government grant) is a funding source focused on heat networks. DESNZ are providing a support package through the AZP programme, part of which will allow the City Council to apply for GHNF towards an initial phase, as there is already significant demand for this funding.
26. The **UK Investment Bank (UKIB)** prioritises cheap loans to the public sector for major green infrastructure investments, including specifically district heating networks. It also provides finance to private sector organisations.

## Delivery options appraisal


27. A new approach to delivery of heat networks has been proposed by DESNZ to reduce the time and cost to delivery, but also achieve delivery over a zonal scale required to meet the UK's net zero commitments. Some Local Authorities are now using this approach to work with the private sector to bring investment, deliver, operate and maintain this infrastructure, recognising that they do not have the capacity, skills or resources required to achieve this alone. The approach typically involves the procurement of a development partner based on a set of criteria, and seeking to maximise the local and social benefits, through this process. This procurement approach normally takes 6 months to complete.
28. The City Council has engaged Burges Salmon, an independent law firm, to complete an assessment of potential routes to market, including options for delivery vehicles, alongside commercial advisers (Energy Direction Ltd). This reviewed a number of options, against a number of criteria (which may have different weighting).
29. In summary, the principal approaches are:
- Option 1: City Council owned: the City Council plays a leading role by establishing a wholly-owned subsidiary;
  - Option 2: 50/50 Joint Venture (JV) model: the City Council plays a significant role by establishing a 50/50 corporate joint venture vehicle (which will be the heat network developer) with a private sector partner;
  - Option 3: City Council led procurement, with two variations on this approach:
    - 3a. Golden share JV model: the City Council plays a residual, strategic role by holding a single "golden share" in a corporate joint venture vehicle (which will be the heat network developer), while a private sector partner has primary responsibilities in relation the heat network developer;
    - 3b. Joint delivery agreement model: the City Council enters into a joint delivery agreement (and governance agreement) with a private sector partner who is responsible for delivering and operating the heat networks within boundary conditions set by the City Council;
  - Option 4: Private model: a private sector heat network developer promotes a scheme independently or is selected through a competition run by the Government, to be responsible for the delivery and operation of the Heat Project. The City Council plays no active role in the development or delivery of heat networks.
30. The results are summarised in Figure 5. Only the City Council owned or JV 50/50 options (Options 1 and 2) would require any City Council capital funding, with the City Council owned option (Option 1) particularly carrying significant risks for the organisation. The Private Option (Option 4) would however limit the City Council's influence, such as in terms of maximising local or social benefits.
31. Burges Salmon, Energy Direction and the Council's procurement team highlighted the need to engage further with market before finalising the detailed option, to ensure any procurement approach is successful and is something that the market can work with. Initial market testing has shown strong interest from the industry, that they have significant funding to deploy and also they can work with either a City Council led procurement (Option 3, including both sub-options a and b) or alternatively a JV arrangement (Option 2). Responses highlight certain characteristics of the proposals being attractive, including the availability of large waste heat sources and the scale of opportunity in Plymouth.

	Private	JDA	JV Golden Share	JV 50/50	PCC owned
Risk Allocation	Green	Green	Green	Yellow	Red
Financial Implications to PCC	Green	Green	Green	Yellow	Red
Governance	Green	Green	Green	Yellow	Yellow
Operational Decision Making	Yellow	Yellow	Yellow	Yellow	Green
Alignment with AZP timescale	Green	Green	Green	Red	Red
Alignment with Legislation	Green	Green	Green	Green	Yellow
PCC influence	Red	Yellow	Yellow	Yellow	Green
Social Value	Yellow	Yellow	Yellow	Yellow	Green
Alignment with Market	Green	Green	Green	Yellow	Yellow
Attracting Finance	Green	Green	Green	Yellow	Red
Managing delivery	Green	Green	Yellow	Yellow	Red

Figure 5. Burges Salmon analysis of the main delivery options.

32. Burges Salmon have advised that it is important for the City Council to establish early on whether it wishes to have a shareholding early on using assets, land, intellectual property or finance (e.g. UKIB at low rates), which will in effect favour a Joint Venture approach.

33. Under the different delivery models there are different risks and rewards as set out briefly in Figure 6.



Option	Risk	Reward
<b>PCC Owned and Managed</b>	Substantial ongoing finance required Major financial risks and liabilities Reputational risks if the energy company fails	Retain full control over project Retain all profits if successful Social value outcomes able to be maximised
<b>Joint Venture with Shareholding</b>	Limited liability as a shareholder Greater financial implications and risks, depending on level of shareholding Greater reputational risks	Greater influence on social value and other outcomes Potential revenue generation
<b>PCC led procurement</b>	Can be delivered without significant financial implications or risks for PCC No PCC liability for delivery or operation of the network what company Some reputational risks	Influence on social value and other outcomes Little or no opportunity for revenue generation
<b>Private Sector only</b>	No financial implications or risks for PCC No control of phasing / locations Greater risk of cherry picking.	Little or no influence on outcomes No opportunity for revenue generation

Figure 6. Risk/ Reward analysis of the main delivery approaches.

## Preferred delivery approach

34. On the basis of officer analysis of the different approaches and the risk/reward assessment, we are able to reach the following conclusions:

- That the recommended option is that of City Council led procurement (Option 3), given its limited risks and significant scope for reward. As part of the subsequent Business Case, options 3a) and 3b) will be assessed in greater detail to determine the optimum approach, which can then be taken forward.
- That the City Council owned and managed option, and the Joint Venture (50:50 or alternative) options (Options 1 and 2) carry significant cost and risk for the City Council, and could be ruled out.
- That the private sector option (Option 4) is not attractive in that it would leave the City Council with minimal influence on a range of factors, including local or social outcomes.

35. Funding is already committed by DESNZ to directly support development of the design for Phase I, the associated business case and procurement.

36. The preferred option **does not** require the City Council to commit any capital investment to delivery. The Council's role would be in relation to procuring a development partner who could take **all** of the financial risk.

37. Some clear benefits would seem apparent from the City Council taking the lead in this way:

- It would be able to maximise benefits for Plymouth including jobs, skills, carbon, fuel poverty alleviation, and cost of heat (e.g. City Council buildings).
- It helps ensure a development partner is secured who best aligns with City Council objectives.
- It provides the City Council with greater control over the delivery process - e.g. where and when pipeline is laid in streets along the route.
- It helps ensure that supply chain interest is focused on Plymouth as one of the national frontrunners, rather than pushing the city to the back of the queue.
- Roll out is likely to be much earlier than if selection of a district heat delivery partner does not begin until zoning is formally introduced and implemented (from 2025/26).

## Advanced Zoning Programme support and timescales.

38. Involvement in the Advanced Zoning Programme (AZP) gives the City Council a favourable position in securing grant from DESNZ's £280m Green Heat Network Fund (GHNF). It provides DESNZ support to apply through AZP programme towards Phase I. This is particularly important as this will be the final round of the Green Heat Network Fund, with no current guarantee that it will be extended, beyond the final deadline of January 2025.

39. Significant consultancy support has already been provided directly committed by DESNZ, to support the following:

- Design of Phase I technical proposals, commercial and financial advice.
- Procurement of a development partner
- GHNF application.

40. The City Council has entered into a non-binding commitment with DESNZ to aim to meet pre-set milestones:

- Current – July 2024: develop zonal outline business case
- July 2024: approval for zonal outline business case, including scope for GHNF bid
- May/ June 2025: selection of preferred delivery partner

- October 2025: final business case developed by preferred partner, demonstrating how Phase I delivery will be commercialised / Approval gateway Phase I (stop/go decision for the City Council and preferred partner)
- December 2025: start construction.

41. DESNZ is also considering offering further support to AZP councils to move to delivery.

### Indicative timeline for City Council led procurement.

42. Assuming the City Council is leading the process, below is an indicative timeline showing the respective roles to procure a Development Partner.

Milestone	2024				2025				2026	2027	WHO LEADS?
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1-4	Q1-4	
Technical reference and financial model Phase I scheme	Yellow	Yellow	Yellow								DESNZ
Phase I: Green Heat Network Fund application				Yellow							DESNZ
Phase I: GHNF decision					Green						GHNF
PCC Business Case approval			Light Green								PCC
PCC Procurement Development Partner				Light Green	Light Green						PCC
PCC Negotiation and final agreement with preferred bidder						Light Green					PCC
HND develops Phase I to commercialisation							Blue	Blue			HND
Approval Gateway PCC & HND								Light Green			PCC/ HND
HND Financial Close								Blue			HND
HND Commences Construction									Blue	Blue	HND

DESNZ: Department for Energy Security & Net Zero

HND: Heat Network Developer

GHNF: Green Heat Network Fund

43. Across both zones, the initial estimated investment value has been assessed to be in excess of £350M (£300m City Centre/ Waterfront and £50m Derriford).

44. Roll out in phases from 2026 to 2050 (and beyond). Phase I likely to include University area, Civic quarter and Millbay, using surplus heat from the South West Water Central Water Treatment Works, Cattedown.

### Implications for the City Council

45. Funding has already been identified to cover the revenue costs by the City Council to support the procurement (alongside Government DESNZ funding), from a variety of Section 106 contributions and grant funding, all of which is specifically ring-fenced for heat networks and cannot be used for any other purpose.

46. There is **no** requirement for the City Council to provide any capital funding.

47. The City Council could also support delivery by applying for Green Heat Network Fund grant funding towards phase I of a heat network, with the delivery partner taking on the grant agreement, rather than the City Council.

48. The City Council would be able to put forward some of its buildings for connection to the heat network, to access low carbon heat at a competitive rate (cost determined through the procurement), further supporting decarbonisation of its estate.

49. Council land at Prince Rock or other locations could be provided for an energy centre to support the first phase of the development. Options are being explored with Facilities Management and Land & Property which would also generate a rental income. Decarbonisation of the Council's estate is one of the core priorities of its Net Zero Action Plan 2024-27.

50. The City Council is able to secure commitments to a range of City Council priorities (skills/ jobs/ fuel poverty) by procuring the partners in the project.

Option	Capital implications	Revenue implications
<b>City Council owned</b>	Phase I £60m Southern Zone £300m Both Zones £350m	Significant revenue/ staff resourcing requirements, especially during development stages, with range of specialist skills. Significant governance arrangements needed.
<b>Joint Venture (50/50)</b>	Phase I £30m Southern Zone £150m Both Zones £175m	Typically staff resources can be provided by JV partner, although client-side staff resources needed. Some governance requirements.
<b>City Council led procurement</b>	No Capital requirement	Can largely be managed through existing staff, with some external support. Limited governance.
<b>Private</b>	No Capital requirement	No revenue implications

#### Characteristics

- Long term investment of 40 years plus.
- Slow returns over medium term, once capital repaid.
- High capital deployment early in the scheme development.
- Capital requirement could be reduced through grant. UKIB potential source of loan finance.
- Preliminary financial modelling Phase I indicates a positive Internal Rate of Return, sufficient to attract a private sector partner.

## Potential risks for City Council with possible mitigations

51. Some of the potential risks for the Council are set out below and possible mitigations. These will be developed in more detailed for the final Business Case.

Risk	Consequences	Possible mitigations
<b>Fail to attract suitable Development Partner</b>	Delays to development. Alternative options for delivery pursued (most likely by Zone Coordinator).	Continuing market engagement. Secure grant funding to support scheme.
<b>Lack of performance of Development Partner</b>	Slower development. Outputs not achieved. Scale not achieved	Contractually binding timescales for project development. Contract reviews and key milestones for delivery/ outputs. Development Partner loses opportunity to deliver a viable project
<b>Lack of take up/ connections</b>	Slower delivery. Smaller scale.	Planning policies ensure that new and existing buildings are required to connect. Requirement to Connect rules likely to apply when zoning enters into force.
<b>Delivery issues e.g. costs escalations/ unforeseen</b>	Slower delivery. Changes to scheme/ approach.	First phase sufficiently commercialised in advance of procurement, to reduce risks, and further work before final decision gateway. Risks primarily with Development Partner.
<b>Fail to meet requirements for Zonal Developer</b>	Development Partner not accepted by Ofgem as Zone Developer. Other Development Partners selected	Ofgem, as Regulator will authorise Zone Developers. Procurement will demonstrate a competitive process in line with this, also due diligence through the evaluation criteria.
<b>Reputational risks</b>	Plymouth City Council as scheme sponsor associated with scheme progress.	Contractual mechanisms/ commitments, and engagement. Role of Ofgem will also ensure provide additional oversight.
<b>Cherry picking</b>	Slight risks if areas where proposals don't meet hurdle rates	Contractually binding commitments/ reviews can be included in project documents assessed at the decision gateway. Potential grant options in areas which are sub-economic.
<b>Entity goes bust</b>	Under zonal legislation, Ofgem likely to step in and reappoint for continuity.	Regular monitoring and reviews under contract. Option through contract for 'last resort' step in rights.

## Next steps

52. The next steps include the following:
- Engagement with key stakeholders, including South West Water and future heat customers, will continue to take place. Whilst the final agreements will be directly with the appointed development partner, agreement will be sought on 'in principle' Heads of Terms with key stakeholders for the supply of surplus heat into the network, and agreement on the locations for energy centres to create certainty on these key aspects.
  - Work will continue to determine the optimum delivery approach and to allow the development of the relevant templates and documentation for the procurement.
  - A community engagement strategy will be developed to inform the procurement and ensure this key aspect is addressed by the selected development partner.
  - Further work will be completed to inform the social value aspects of the procurement.
53. The resources to take forward these next steps has already been committed by the Department of Energy Security & Net Zero, with some ringfenced Section 106 revenue funding also available to support delivery, including community engagement.
54. A provisional timetable for decision making is set out below:
- October/ November 2024 – Executive Decision to approve the revenue business case, to launch procurement for delivery partner against favoured delivery option and apply to Green Heat Network Fund to support the first phase.
  - December 2024 – procurement process commences
  - January 2025 – Green Heat Network Fund application submitted
  - April 2025 - Green Heat Network Fund decision
  - May/ June 2025 – preferred partner selected
  - October 2025 – stop/go decision in consultation with Cabinet Member for Climate Change and the Environment



# EQUALITY IMPACT ASSESSMENT – HEAT NETWORKS DELIVERY VEHICLE

## SECTION ONE: INFORMATION ABOUT THE PROPOSAL

<b>Author(s):</b> The person completing the EIA template.	Jon Selman	<b>Department and service:</b>	Place, SP&I	<b>Date of assessment:</b>	31/07/2024
<b>Lead Officer:</b> Head of Service, Service Director, or Strategic Director.	Jonathan Bell	<b>Signature:</b>	J A Bell	<b>Approval date:</b>	07/08/2024
<b>Overview:</b>	This Cabinet Report relates to the principle of procuring a development partner to enable development of heat network infrastructure to achieve the City’s commitments to carbon reduction and renewable energy. It seeks endorsement of this approach, but also delegates the subsequent decisions on the Business Case, to progress this approach.				
<b>Decision required:</b>	1. Support the zonal approach to heat network roll out in Plymouth, set out in the report and the procurement of a development partner to take forward these proposals to delivery in Plymouth.  2. Grant delegated authority to the Service Director for Strategic Planning & Infrastructure (in consultation with Cabinet Member for Environment & Climate Change) to determine the following matters in respect to the heat network delivery project: <ul style="list-style-type: none"> <li>(a) Approval of revenue business case;</li> <li>(b) Procurement of development partner;</li> <li>(c) Submission of an application to the Green Heat Network Fund to support the delivery of the first phase of the project; and</li> <li>(d) Any other matter to secure delivery of the project, subject to such being within approved budget</li> </ul>				

## 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

<p>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)</p>	<p><b>Yes</b></p>	<input type="checkbox"/>	<p><b>No</b></p>	<p><input checked="" type="checkbox"/></p>
<p>If you do not agree that a full equality impact assessment is required, please set out your justification for why not.</p>	<p>Full EIA is not required, as any impacts of this approach would be equally felt throughout communities in the zonal area and this proposal will deliver the cheapest form of low carbon energy, with potential to deliver cost savings over the longer term.</p>			

**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>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>(2021 Census)</p>	N/A		

Protected characteristics (Equality Act, 2010)	Evidence and information (e.g. data and consultation feedback)	Adverse impact	Mitigation activities	Timescale and responsible department
<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>	<p>N/A</p>		

Protected characteristics (Equality Act, 2010)	Evidence and information (e.g. data and consultation feedback)	Adverse impact	Mitigation activities	Timescale and responsible department
<b>Disability</b>	9.4 per cent of residents in Plymouth have their activities limited 'a lot' because of a physical or mental health problem. 12.2 per cent of residents in Plymouth have their activities limited 'a little' because of a physical or mental health problem (2021 Census)	N/A		
<b>Gender reassignment</b>	0.5 per cent of residents in Plymouth have a gender identity that is different from their sex registered at birth. 0.1 per cent of residents identify as a trans man, 0.1 per cent identify as non-binary and, 0.1 per cent identify as a trans women (2021 Census).	N/A		
<b>Marriage and civil partnership</b>	40.1 per cent of residents have never married and never registered a civil partnership. 10 per cent are divorced, 6 percent are widowed, with 2.5 per cent are separated but still married. 0.49 per cent of residents are, or were, married or in a civil partnerships of the same sex. 0.06 per cent of residents are in a civil partnerships with the opposite sex (2021 Census).	N/A		
<b>Pregnancy and maternity</b>	The total fertility rate (TFR) for England was 1.62 children per woman in 2021. The total fertility rate (TFR) for Plymouth in 2021 was 1.5.	N/A		

Protected characteristics (Equality Act, 2010)	Evidence and information (e.g. data and consultation feedback)	Adverse impact	Mitigation activities	Timescale and responsible department
<b>Race</b>	<p>In 2021, 94.9 per cent of Plymouth's population identified their ethnicity as White, 2.3 per cent as Asian and 1.1 per cent as Black (2021 Census)</p> <p>People with a mixed ethnic background comprised 1.8 per cent of the population. 1 per cent of the population use a different term to describe their ethnicity (2021 Census)</p> <p>92.7 per cent of residents speak English as their main language. 2021 Census data shows that after English, Polish, Romanian, Chinese, Portuguese, and Arabic are the most spoken languages in Plymouth (2021 Census).</p>	N/A		
<b>Religion or belief</b>	<p>48.9 per cent of the Plymouth population stated they had no religion. 42.5 per cent of the population identified as Christian (2021 Census).</p> <p>Those who identified as Muslim account for 1.3 per cent of Plymouth's population while Hindu, Buddhist, Jewish or Sikh combined totalled less than 1 per cent (2021 Census).</p>	N/A		
<b>Sex</b>	51 per cent of our population are women and 49 per cent are men (2021 Census).	N/A		

Protected characteristics (Equality Act, 2010)	Evidence and information (e.g. data and consultation feedback)	Adverse impact	Mitigation activities	Timescale and responsible department
<b>Sexual orientation</b>	88.95 per cent of residents aged 16 years and over in Plymouth describe their sexual orientation as straight or heterosexual. 2.06 per cent describe their sexuality as bisexual, 1.97 per cent of people describe their sexual orientation as gay or lesbian. 0.42 per cent of residents describe their sexual orientation using a different term (2021 Census).	N/A		

**SECTION FOUR: HUMAN RIGHTS IMPLICATIONS**

Human Rights	Implications	Mitigation Actions	Timescale and responsible department
	N/A	N/A	

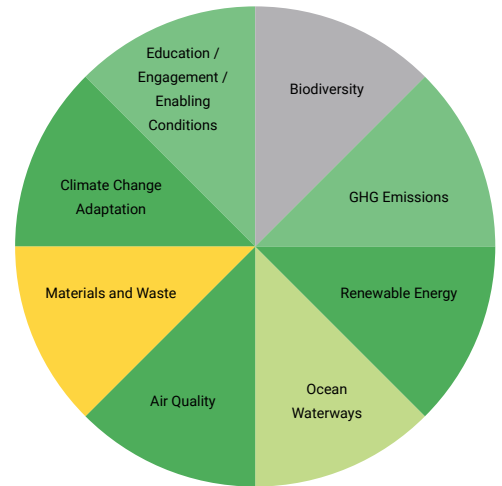
**SECTION FIVE: OUR EQUALITY OBJECTIVES**

Equality objectives	Implications	Mitigation Actions	Timescale and responsible department
<b>Work together in partnership to:</b> <ul style="list-style-type: none"> <li>▪ promote equality, diversity and inclusion</li> <li>▪ facilitate community cohesion</li> <li>▪ support people with different backgrounds and lived experiences to get on well together</li> </ul>	No obvious implications, however as a safeguard PCC will seek to ensure equalities and diversity policies are fully adopted by the Development Partner as an organisation and through their activities working with customers, supply chains etc and through a community engagement strategy.	Criteria can be built into the procurement of a Development Partner, with a clear approach to community engagement, alongside the national role of the regulator for Heat Networks (Ofgem).	PCC SP&I working with Procurement in the development of the Business Case and subsequent procurement process over 2024/2025 with appointment of preferred bidder anticipated in June 2025.
<b>Give specific consideration to care experienced people to improve their life</b>	Positive impacts- potential to provide training opportunities as part green	Potential for the procurement to include clear criteria to evaluate	PCC SP&I working with Procurement in the

<p><b>outcomes, including access to training, employment and housing.</b></p>	<p>skills programme as part of social value outcomes.</p>	<p>social value outcomes including care experienced people.</p>	<p>development of the Business Case and subsequent procurement process over 2024/2025 with appointment of preferred bidder anticipated in June 2025.</p>
<p><b>Build and develop a diverse workforce that represents the community and citizens it serves.</b></p>	<p>Positive impacts- potential to provide training opportunities as part green skills programme as part of social value outcomes.</p>	<p>Ensuring our partner has a strong approach and policies on equalities and diversity.</p>	<p>PCC SP&amp;I working with Procurement in the development of the Business Case and subsequent procurement process over 2024/2025 with appointment of preferred bidder anticipated in June 2025.</p>
<p><b>Support diverse communities to feel confident to report crime and anti-social behaviour, including hate crime and hate incidents, and work with partners to ensure Plymouth is a city where everybody feels safe and welcome.</b></p>	<p>N/A</p>	<p>N/A</p>	



# Plymouth Heat Networks Delivery FINAL



**Assessment ID:** PLY818

**Assessment Author:** Jonathan Selman

## Assessment Project Summary:

Procurement of a Development Partner to deliver low carbon heat networks over several zones, defined through national legislation. These heat networks will use waste or renewable heat to displace use of gas boilers and therefore generate carbon savings.

## Assessment Final Summary:

The proposal for a strategic heat network will create many long term positive benefits and outcomes, including: a significant scale of GHG emission reductions; improvements in air quality; reduction in temperature of urban water being discharged into the sea; a significant increase in deployment of waste and renewable energy; an increase in resilience to climate change, by the provision of cooling solutions; and a programme of education, skills, training and jobs associated with the green sectors. The impact on biodiversity is expected to be neutral or insignificant, and the impacts of construction waste or material use during the construction phase can be minimised through relevant measures.

**Biodiversity Score:** 3

**Biodiversity Score Justification:** No known impacts- primarily in streets and footpaths with limited or no biodiversity value.

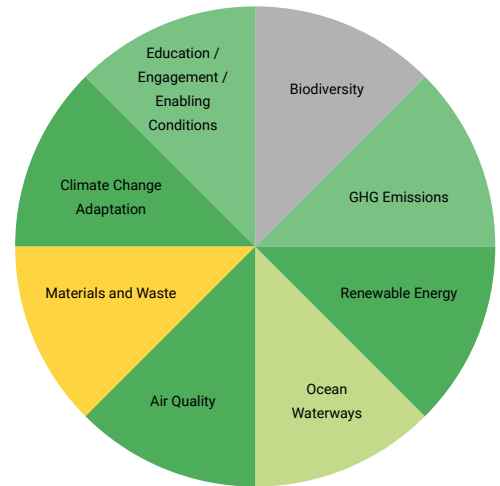
**Biodiversity Score Mitigate:** No

**GHG Emissions Score:** 5

**GHG Emissions Score Justification:** This approach is driven by decarbonisation and will make very significant carbon reductions through displacement of fossil fuels. Heating buildings comprises 28% of Plymouth's carbon emissions. Annual carbon savings with significant build out for both zones have been estimated to be 31,000tCO<sub>2</sub>, which represents over 3% of the current city emissions but we would expect the carbon savings to be higher as this network is expanded and to be in excess of 5%. Estimated carbon savings for the southern zone are 26,000tCO<sub>2</sub>/annum. This is therefore an intervention with significant impact in the journey to a net zero city.

**GHG Emissions Score Mitigate:** No

# Plymouth Heat Networks Delivery FINAL



## Renewable Energy Score: 5

**Renewable Energy Score Justification:** The source of heating for the heat network will come from larger waste heat sources, which are readily available and underutilised, but also through the deployment of heat pumps (water and air) to use for hot water, space heating or cooling. The southern area is based principally around two large waste heat sources; the South West Water Central Plant, and the Devonport Energy from Waste plant. At Derriford the scheme is focused around waste heat from the NHS medical waste incinerator, together with expanding the existing ground source scheme at Plymouth Marjon University to provide heating and cooling across this area.

**Renewable Energy Score Mitigate:** No

## Ocean and Waterways Score: 4

**Ocean and Waterways Score Justification:** Removing heat from treated effluent arising from the central water treatment work in Cattedown before it is discharged into the sea.

**Ocean and Waterways Score Mitigate:** No

## Air Quality Score: 5

**Air Quality Score Justification:** The displacement of fossil fuel heat sources, primarily gas, which produces NOX emissions and is a very significant air pollutant, by using waste and renewable sources will significantly improve air quality.

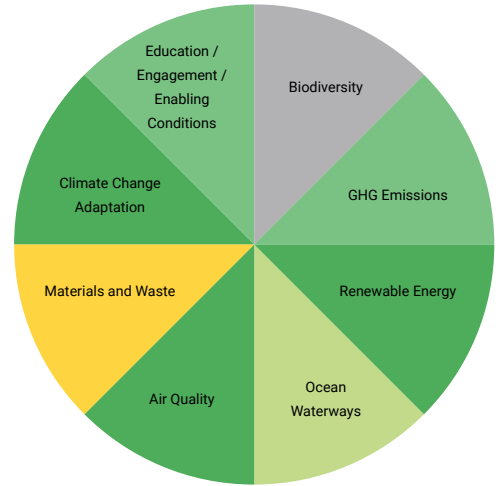
**Air Quality Score Mitigate:** No

## Materials and Waste Score: 2

**Materials and Waste Score Justification:** Construction process will generate some waste and material use.

**Materials and Waste Score Mitigate:** Yes

# Plymouth Heat Networks Delivery FINAL



**Materials and Waste Revised Score: 2**

**Materials and Waste Revised Score Justification:** Requirement to be included in contract for construction waste management and other provisions.

**Climate Change Adaptation Score: 5**

**Climate Change Adaptation Score Justification:** The heat network proposals will create greater resilience to climate change, by providing a cooling solution, as cooling demand increases, and will permanently remove heat from the urban heat island rather than exacerbating this, as traditional air conditioning tends to, by rejecting this heat into an already hot atmosphere.

**Climate Change Adaptation Score Mitigate: No**

**Education / Engagement / Enabling Conditions Score: 5**

**Education / Engagement / Enabling Conditions Score Justification:** This long term project will help building owners to decarbonise rapidly through connecting to the heat network. Social value outputs will create training, skills and jobs and also facilitate wider education. Community engagement will be a key and necessary part of the strategy.

**Education / Engagement / Enabling Conditions Score Mitigate: No**

## Wheel Key

- Long lasting or severe negative impact
- Short term or limited negative impact
- No impact or neutral impact
- Short term or limited positive impact
- Long lasting or extensive positive impact

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# Cabinet



Date of meeting:	09 September 2024
Title of Report:	<b>Building Bridges to Opportunity Position Paper</b>
Lead Member:	Councillor Chris Penberthy (Cabinet Member for Housing, Cooperative Development, and Communities)
Lead Strategic Director:	Ruth Harrell (Director of Public Health)
Author:	Nick Shaw (ODPH),
Contact Email:	<a href="mailto:nick.shaw@plymouth.gov.uk">nick.shaw@plymouth.gov.uk</a> ; <a href="mailto:caroline.marr@plymouth.gov.uk">caroline.marr@plymouth.gov.uk</a>
Your Reference:	
Key Decision:	No
Confidentiality:	Part I - Official

## Purpose of Report

Position paper outlining a planned approach to create a locally informed framework for anti-poverty action and apply this to Plymouth City Council strategies and services to identify areas of excellence and gaps in provision for addressing poverty and child poverty in the city.

## Recommendations and Reasons

1. To support the launch of the Building Bridges to Opportunity programme and request that 6 monthly updates come to Cabinet;

*Reason: Low risk plan to develop a framework to explore current PCC policies, strategies, and services through the lens of poverty and child poverty. Taking a measured approach with sufficient engagement will ensure holistic and system wide involvement and increase the chances of a successful outcome and create wider awareness of the work being undertaken.*

2. Request the Leader of the Council to formally appoint a champion for this programme.

*Reason: Appointment of a champion will support cross-council commitment to this programme of work.*

## Alternative options considered and rejected

1. To continue with current approach and activity and to not bring together existing activity and work with partners to better coordinate efforts, plans and interventions to tackle poverty across the city.

*This has been rejected so that we can counter the real and perceived siloed working and ensure the city is making every effort to provide a more joined up approach to this issue.*

2. Undertake programme without a champion.

*This has been rejected due to the risk of programme failure due to a lack of cross-council input into development of the framework and review of current activities.*

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

The plan proposed in this position paper directly supports the Plymouth Plan with direct impact on 'delivering the best outcomes for children, young people and families' alongside a range of other policies aligned to reducing poverty and its impact including creating conditions for economic growth, meeting local housing needs, and reducing health inequalities. This piece of work clearly aligns with our Corporate Plan, particularly in relation to 'Fairness' and 'Co-operation' – this work will assist in helping to address inequality and inequity in our city, and it can only be done through better partnership working.

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

No current implications for the Medium Term Financial Plan; initial phases as outlined in position paper will use staff resource from existing structures.

### Financial Risks

No current financial risk based on plan as outlined in position paper.

### Carbon Footprint (Environmental) Implications:

No impact on council 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.*

Plan as proposed will act to consolidate the Council and its strategic partner's work on child poverty and identify where there are areas of excellence and gaps in relation to work carried out to address poverty in the city.

### 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	Building Bridges to Opportunity Position Paper							
B	EIA							

### 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.						
	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>
N/A							

**Sign off:**

Fin	DJN. 24.25. 065	Leg	LS/00 0013 12/1/ AC/2 2/8/2 4.	Mon Off	N/A	HR	N/A	Asset s	N/A	Strat Proc	N/A
Originating Senior Leadership Team member: Ruth Harrell (Director of Public Health)											
Please confirm the Strategic Director(s) has agreed the report? Yes Date agreed: 23/08/2024											
Cabinet Member approval: Councillor Chris Penberthy (Cabinet Member for Housing, Cooperative Development and Communities) <i>approved via email</i> Date approved: 30/08/2024											

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# BUILDING BRIDGES TO OPPORTUNITY

## Position Statement



## BACKGROUND AND RATIONALE

Plymouth City Council has a clear ambition to tackle poverty in the city and to raise the living standard of its residents. This is evident from commitments in the Plymouth Plan and other core council strategies. Whether it's the cost-of-living crisis that continues to persist, supporting residents and communities through the COVID pandemic or the ongoing impact on children living in poverty, the Council and its partners don't just respond, they are proactive in the work they undertake to support resident's and communities and to ensure that every resident, young or old, has the opportunity to thrive, to fulfil their potential and ambitions and be a positive contributor to society.

### City Context

As evidenced in the [Plymouth Report 2023](#), there is a long-standing awareness of the deprivation that exists in Plymouth. Inequality occurs both geographically across the city and within and across communities, with disadvantaged and marginalised populations most severely affected.

Plymouth has two Lower layer Super Output Areas (LSOAs) in the most deprived 1 per cent in England. These are home to 3,617 residents - 1.4 per cent of the total Plymouth population. Furthermore, Plymouth has 28 LSOAs in the most deprived 10 per cent in England and these are home to 46,075 residents - 17.6 per cent of the population<sup>1</sup>. The documented extent of poverty, deprivation and inequality that exists in pockets across Plymouth is strongly linked to poor health outcomes across the city, and the net effect of this means that there is a substantial gap in life expectancy and a lower-than-average healthy life expectancy. Health issues such as obesity and poor mental health are more prevalent in people from disadvantaged backgrounds<sup>2</sup>.

The pockets of deprivation and poverty in Plymouth relate to the city's economy with these areas seeing a cycle of poverty which they struggle to exit because of low paid jobs and an ever-increasing cost of living. The type and nature of jobs in the city mean that some working families are still struggling to afford to pay for essentials such as food and heating and to maintain a good quality home. Plymouth's pay currently stands at 92.3 per cent of the UK average and the city has a higher rate of economic inactivity than seen nationally. The Plymouth Plan 2014-2034 recognises and seeks to overcome some of these challenges to support people in Plymouth to live in happy, healthy, safe and aspiring communities, where social, economic and environmental conditions and services enable choices that add quality years to life and reduce the gap in health and wellbeing between communities.

### A City of Opportunity

As 'Britain's Ocean City', few places can rival Plymouth's rich cultural history, natural and built environment, and community assets. The city has a population of almost 264,800, a real economic output of over £5.4 billion and a growing workforce of almost 116,000 people.

Plymouth has strong public sector anchor organisations including three institutes of higher education and a large teaching hospital providing secondary and tertiary services across the region, as well as being home to the Plymouth Sound National Marine Park and the Plymouth and South Devon Freeport. Specific sectors such as Marine and Defence, Manufacturing, Medical, and Digital industries are central to the

<sup>1</sup> [English indices of deprivation 2019 - GOV.UK \(www.gov.uk\)](#)

<sup>2</sup> [What Are Health Inequalities? | The King's Fund \(kingsfund.org.uk\)](#)

success of Plymouth's economy and present key high value opportunities, including Ocean Futures, advancements in Health Tech, and Immersive Digi-Tech.

### **Rationale**

Plymouth City Council is deeply committed to improving the lives of Plymouth residents. We know the profound effect poverty has on people – it impacts everything from life expectancy to employment opportunities. Too many people are struggling, and this has been magnified by the current rising costs of essentials such as food and energy bills. We recognise that no one person or organisation holds all the levers to address poverty, so it is more important than ever that we work together with our partners to take tangible action and break down barriers to tackle poverty across the city.

To maximise our opportunities this programme of work seeks to capture how current strategies, services, and initiatives are addressing poverty, identify areas of excellence and gaps in provision, and share learning across the organisation and with partners. To facilitate this, we will co-develop a framework with our partners and our residents to capture current evidence based and locally informed approaches to addressing poverty in Plymouth.

## LOCAL POLICY

The work that is being undertaken is firmly situated within the [Plymouth Plan](#): a ground-breaking strategic plan which looks ahead to 2034. It sets a shared direction of travel for the long-term future of the city bringing together several strategic planning processes into one place. Fundamentally, the Plymouth Plan recognises that many things about the place that a person is born into and lives their life can have a profound impact on their wellbeing, their health and even the length of their life. The plan outlines the vision for Plymouth around three strategic themes of a 'Healthy City', a 'Growing City' and an 'International City'. The content of the plan also reflects the best evidence for achieving this, linking to the Marmot policy objectives.

This framework will link with the following policies:

HEA 1 – Addressing health inequalities

HEA 2 – Delivering the best outcomes for children, young people and families

HEA 4 – Playing an active role in the city

HEA 5 – Delivering strong and safe communities and good quality neighbourhoods

HEA 8 – Meeting local housing needs

GRO 1 – Creating the conditions for economic growth

GRO 2 – Delivering skills and talent development

INT 8 – Celebrating diverse communities

The 'Building Bridges to Opportunity' framework is also complimentary to Thrive Plymouth, which is seeking to improve health and wellbeing outcomes and more specifically reduce the inequality gap in those risk factors and outcomes across the city and between specific groups of people.

## NATIONAL POLICY

This programme is strongly aligned with the values of the current UK Government and Prime Minister Sir Keir Starmer's recent announcement of a ministerial Child Poverty Task Force supported by a new Child Poverty Unit in the Cabinet Office. It will also support the delivery of two of the UK Government's National Missions:

1 – Kickstart economic growth - To secure the highest sustained growth in the G7 – with good jobs and productivity growth in every part of the country making everyone, not just a few, better off.

4 – Break down barriers to opportunity – To break down the barriers to opportunity for every child, at every stage and shatter the class ceiling.

**DEVELOPING A FRAMEWORK**

To reduce the impact of poverty on the people of Plymouth three overlapping lenses need to be considered.

As previously mentioned, we know that living in conditions of poverty and deprivation is linked with poorer health outcomes, including shorter life expectancy and a larger proportion of life living in poor health<sup>3</sup>. A key aspect of a framework to address poverty needs to include measures to mitigate this and reduce the harm that people experience because of their living conditions. Reducing harm does not in itself address the underlying issues of poverty and deprivation within the population, the second part of the framework addresses helping people to lift themselves out of poverty.

We also know that some groups are at particular risk of falling into poverty including people from ethnic minority groups, people with disabilities, and single parent families. However, with an uncertain economic climate and job market, and the general possibility of injury and illness, the risk of falling into poverty is experienced by many more people than those who are most at risk. The third lens focusses on reducing this risk of people falling into poverty.

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<sup>3</sup> [What Are Health Inequalities? | The King's Fund \(kingsfund.org.uk\)](https://www.kingsfund.org.uk/what-are-health-inequalities/)

Over the next 12 months we will develop a framework of themes around these three lenses and capture how Plymouth City Council and its strategic partners are addressing poverty through their existing strategies and plans.

## PROPOSED PRINCIPLES

### Whole Systems

It is evident that poverty is a complex issue with many factors affecting who experiences poverty and what impact it has on their lives. As such it is perhaps equally evident that to address poverty, we need to take a whole systems approach and act as a systems leader through our work with communities and partners across the public, private, and voluntary and social sectors. Whole system approaches encompass both co-development of solutions and consideration of all aspects of the system including the built and natural environment, community assets, formal and informal services, and the cultural and policy context<sup>4</sup>.

### Lifecourse

Part of recognising this complex nature of poverty is the acknowledgement that poverty is both multi- and trans-generational. That is, it affects people across all generations, and poverty in one generation affects the experience of other generations particularly within the context of individual families. While the multi-generational nature of poverty is perhaps self-evident, its trans-generational nature is not. This is perhaps best illustrated by taking child poverty as an example. A child living in poverty is generally caused by poverty in the family unit. The child's caregivers are usually the income generators and if they are unable to generate sufficient income to meet the needs of themselves and their dependants this results in poverty for all members of the family.

This effect is propagated from one generation to the next with evidence that there is a lasting impact on educational attainment and job opportunities for people who grow up in more deprived areas increasing the risk of these people falling into poverty<sup>5</sup>. There is however little evidence for the commonly held belief of cultures of worklessness and multiple generations of families remaining unemployed or not seeking employment<sup>6</sup>. This multi- and trans-generational nature of poverty necessitates taking a lifecourse approach to addressing it<sup>7</sup>.

To successfully address child poverty there not only needs to be services to reduce the harm they experience, but also interventions and policies that help parents lift themselves out of and stay out of poverty, and initiatives in place to ensure children have the best opportunities for good quality education and employment, and secure and healthy home environments as they move into their own adulthood.

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<sup>4</sup> [What are the elements of a whole system approach to community-centred public health? A qualitative study with public health leaders in England's local authority areas | BMJ Open](#)

<sup>55</sup> [The long shadow of deprivation: differences in opportunities across England \(HTML\) - GOV.UK \(www.gov.uk\)](#)

<sup>6</sup> [Are 'cultures of worklessness' passed down the generations? | Joseph Rowntree Foundation \(jrf.org.uk\)](#)

<sup>7</sup> [Poverty and Health Disparities: Breaking the Intergenerational Cycle of Disadvantage: The Three Generation Approach - PMC \(nih.gov\)](#)

## WORK TO DATE

This programme of work has been led by the Cabinet Member for Housing, Cooperative Development and Communities, and is building on the Child Poverty Action Plan [Child poverty action plan 2022-25 | PLYMOUTH.GOV.UK](#). It will broaden the remit of our current Child Poverty work and will ensure that there is a wider focus on poverty across the city.

Initial stages of this work have involved a workshop with relevant officers from across the Council, input from the Office of the Director of Public Health and the Policy and Intelligence Team, and consultation with Cabinet Members. Out of this has come the three lenses model above and an initial series of themes (See Appendix A) which will inform the development of the final framework.

## GOVERNANCE

It is proposed that the Child Poverty Cabinet Advisory Group chaired by the Cabinet Member for Housing, Cooperative Development and Communities will become the steering group for this programme. The existing Child Poverty Cabinet Advisory Group is currently reviewing its Terms of Reference to reflect the Building Bridges to Opportunity programme and their role in this. As part of this the chair will ensure that appropriate counsellors, officers, and partners are included and agree an officer working group to lead on the programme implementation. This will be reported to Cabinet.

We propose that the Building Bridges to Opportunity Programme will report to Cabinet at regular intervals.

## PROPOSED PLANS FOR NEXT 12 MONTHS

### Outcome 1 – Co-produce a framework for addressing poverty in Plymouth:

- Working with both internal and external stakeholders including community members and people with lived experience.
- Based around the three lenses of reducing the impact of poverty, helping people lift themselves out of poverty, and reducing the risk of people falling into poverty.
- Considering the principles of whole systems working and a lifecourse approach.

### Outcome 2 – Work with council teams and strategic partners to:

- Develop a shared narrative around poverty, its drivers and impact on our population, and the role of Plymouth City Council and its strategic partners in addressing this.
- Map existing strategies, plans, and initiatives to the framework.
- Identify core initiatives in each plan and assess their impact using existing key performance indicators and explore how the impact could be improved.
- Identify areas of excellence and gaps in current provision.
- Share learning.

## RECOMMENDATION TO CABINET

Recommendation 1: For Cabinet to support the launch of this programme and request 6 monthly updates to come to Cabinet.

Recommendation 2: For Cabinet to request the Leader of the Council to make a formal appointment of a champion for this programme.

**Appendix A – Proposed Theme from initial engagement work**

<b>Theme 1:</b>	<b>Pursuing a prosperous and inclusive economy</b> - Having access to good quality employment, which offers jobs for a wide range of different skill types and levels, with flexibility to support people with caring responsibilities or disabilities.
<b>Theme 2:</b>	<b>Reaching potential</b> - Giving people, especially children, a different view of a life to aspire to, can help to drive increased attainment. Society as whole has an obligation to the children and young people in the city to encourage them to look beyond what they know and see day to day and aspire to reach their potential whatever that might be.
<b>Theme 3:</b>	<b>Improving lifelong learning education and transitions</b> - Supporting people to learn when they are ready to, and offering a wide range of opportunities if circumstances change through life, and a different type of employment becomes more suitable.
<b>Theme 4:</b>	<b>Addressing homelessness, housing and household support</b> - Living in poor quality or unstable housing has very negative impacts on mental health and wellbeing.
<b>Theme 5:</b>	<b>Strengthening families and communities, including supporting groups of people that are more likely to experience poverty</b> - The role of the family and the wider community is key and can offer support in ways which can help at an earlier point and sometime more effectively than many of the statutory services.
<b>Theme 6:</b>	<b>Improving health and wellbeing outcomes for people on low incomes</b> - Health and work are interrelated; poor conditions or lack of work can lead to poor health, but also poor health can lead to reduced incomes.
<b>Theme 7:</b>	<b>Financial assistance and helping people on low incomes to maximise their income and minimise their costs</b> - Having a low income can be expensive and so help with budgets and tariffs, and community programmes such as social supermarkets can help the money go further. In addition, many people do not get all the benefits that they are entitled to.

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# EQUALITY IMPACT ASSESSMENT – BUILDING BRIDGES TO OPPORTUNITY

## SECTION ONE: INFORMATION ABOUT THE PROPOSAL

<b>Author(s):</b> The person completing the EIA template.	Ruth Harrell	<b>Department and service:</b>	ODPH	<b>Date of assessment:</b>	28/08/24
<b>Lead Officer:</b> Head of Service, Service Director, or Strategic Director.	Ruth Harrell	<b>Signature:</b>	R. Harrell	<b>Approval date:</b>	28/08/24
<b>Overview:</b>	Building bridges to opportunities is a new programme which will take a cross cutting focus on poverty across the city and across the city-wide strategies.				
<b>Decision required:</b>	Agree for Cabinet to support the launch of this programme and request 6 monthly updates to come to Cabinet. The Leader of the Council to formally appoint a champion for this programme.				

## 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>	x
<b>Potential internal impacts:</b> Does the proposal have the potential to negatively impact Plymouth City Council employees?	<b>Yes</b>		<b>No</b>	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 three)	<b>Yes</b>		<b>No</b>	x
If you do not agree that a full equality impact assessment is required, please set out your justification for why not.	There are overlaps with protected characteristics being more likely to fall into poverty, having more harm from relative poverty, and finding that climbing out of poverty is especially difficult. This programme			

will seek to identify areas in existing strategies where this can be addressed.

**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>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>(2021 Census)</p>			

<p><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).</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>			
<p><b>Disability</b></p>	<p>9.4 per cent of residents in Plymouth have their activities limited ‘a lot’ because of a physical or mental health problem.</p> <p>12.2 per cent of residents in Plymouth have their activities limited ‘a little’ because of a physical or mental health problem (2021 Census)</p>			

<p><b>Gender reassignment</b></p>	<p>0.5 per cent of residents in Plymouth have a gender identity that is different from their sex registered at birth. 0.1 per cent of residents identify as a trans man, 0.1 per cent identify as non-binary and, 0.1 per cent identify as a trans women (2021 Census).</p>			
<p><b>Marriage and civil partnership</b></p>	<p>40.1 per cent of residents have never married and never registered a civil partnership. 10 per cent are divorced, 6 percent are widowed, with 2.5 per cent are separated but still married.</p> <p>0.49 per cent of residents are, or were, married or in a civil partnerships of the same sex. 0.06 per cent of residents are in a civil partnerships with the opposite sex (2021 Census).</p>			
<p><b>Pregnancy and maternity</b></p>	<p>The total fertility rate (TFR) for England was 1.62 children per woman in 2021. The total fertility rate (TFR) for Plymouth in 2021 was 1.5.</p>			

<p><b>Race</b></p>	<p>In 2021, 94.9 per cent of Plymouth’s population identified their ethnicity as White, 2.3 per cent as Asian and 1.1 per cent as Black (2021 Census)</p> <p>People with a mixed ethnic background comprised 1.8 per cent of the population. 1 per cent of the population use a different term to describe their ethnicity (2021 Census)</p> <p>92.7 per cent of residents speak English as their main language. 2021 Census data shows that after English, Polish, Romanian, Chinese, Portuguese, and Arabic are the most spoken languages in Plymouth (2021 Census).</p>			
<p><b>Religion or belief</b></p>	<p>48.9 per cent of the Plymouth population stated they had no religion. 42.5 per cent of the population identified as Christian (2021 Census).</p> <p>Those who identified as Muslim account for 1.3 per cent of Plymouth’s population while Hindu, Buddhist, Jewish or Sikh combined totalled less than 1 per cent (2021 Census).</p>			
<p><b>Sex</b></p>	<p>51 per cent of our population are women and 49 per cent are men (2021 Census).</p>			
<p><b>Sexual orientation</b></p>	<p>88.95 per cent of residents aged 16 years and over in Plymouth describe their sexual orientation as straight or heterosexual. 2.06 per cent describe their sexuality as bisexual, 1.97 per cent of people describe their sexual orientation as gay or lesbian. 0.42 per cent of residents describe their sexual orientation using a different term (2021 Census).</p>			

**SECTION FOUR: HUMAN RIGHTS IMPLICATIONS**

Human Rights	Implications	Mitigation Actions	Timescale and responsible department
	None		

**SECTION FIVE: OUR EQUALITY OBJECTIVES**

Equality objectives	Implications	Mitigation Actions	Timescale and responsible department
<p><b>Work together in partnership to:</b></p> <ul style="list-style-type: none"> <li>▪ promote equality, diversity and inclusion</li> <li>▪ facilitate community cohesion</li> <li>▪ support people with different backgrounds and lived experiences to get on well together</li> </ul>	<p>There are no negative implications from this programme; in fact it is explicitly focussed on supporting the city around these equality objectives.</p>	<p>None required</p>	
<p><b>Give specific consideration to care experienced people to improve their life outcomes, including access to training, employment and housing.</b></p>	<p>There are no negative implications from this programme</p>	<p>None required</p>	
<p><b>Build and develop a diverse workforce that represents the community and citizens it serves.</b></p>	<p>There are no negative implications from this programme</p>	<p>None required</p>	
<p><b>Support diverse communities to feel confident to report crime and anti-social behaviour, including hate crime and hate incidents, and work with partners to ensure Plymouth is a city where everybody feels safe and welcome.</b></p>	<p>There are no negative implications from this programme</p>	<p>None required</p>	

# Cabinet



Date of meeting:	09 September 2024
Title of Report:	<b>Plymouth City Council Special Educational Needs and Disabilities Sufficiency Plan 2024-2030</b>
Lead Member:	Councillor Sally Cresswell (Cabinet Member for Education, Skills and Apprenticeships)
Lead Strategic Director:	David Haley (Director for Childrens Services)
Author:	Amanda Paddison (Head of Access to Learning)
Contact Email:	Amanda.paddison@plymouth.gov.uk
Your Reference:	
Key Decision:	Yes
Confidentiality:	Part I - Official

## Purpose of Report

This plan will address the current status of the Special Educational Needs and Disabilities (SEND) provision within the City and the challenges that the City faces with increasing demand for specialist provision. It sets out options for the future of SEND provision within Plymouth.

## Recommendations and Reasons

- I. To agree the SEND Sufficiency Plan 2024-2030 which sets out the proposed options for expansion of special educational provision within Plymouth to meet increasing demand.

*Reason:*

*Plymouth currently has insufficient SEND capacity within the city. Children are being placed in independent special school provision outside of the city to meet their needs due to capacity pressures. This does not fit with our ambition as a city to educate children close to their homes in high quality educational provision and is putting additional financial pressures on the designated schools grant.*

## Alternative options considered and rejected

- I. We could do nothing and keep our provision as it is. We do have a statutory duty to provide school places for children. By not expanding we would see an increase in the number of children placed in costly independent special school placements which would place additional pressure on our designated schools grant budget and could damage the reputation of the local authority if we are unable to provide special educational provision to the children who need it.

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

This plan links to the delivery of Plymouth's SEND Strategy vision to ensure that there is sufficient provision to enable children to be education within Plymouth and within their local community. It links to A Bright Future and the council's purpose of ensuring children and young people are healthy and happy, safe, aspire and achieve. It also supports the Plymouth Plan to deliver the best outcomes for children, young people and their families by ensuring that there are sufficient high quality schools and





**Sign off:**

Fin	DJN. 24.25. 070	Leg	LS/00 0013 12/1/ AC/2 8/8/2 4.	Mon Off	N/A	HR	N/A	Asset s	N/A	Strat Proc	N/A
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Originating Senior Leadership Team member: David Haley (Director of Children’s Services)

Please confirm the Strategic Director(s) has agreed the report? Yes

Date agreed: 02/07/2024

Cabinet Member approval: *Councillor Sally Cresswell (Cabinet Member for Education, Skills and Apprenticeships) approved verbally*

Date approved: 08/07/2024

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High Expectations, High Support, High Challenge



# **PLYMOUTH CITY COUNCIL SPECIAL EDUCATIONAL NEEDS AND DISABILITIES SUFFICIENCY PLAN**

## **2024 – 2030**

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## 1. Introduction:

This plan will address the current status of the Special Educational Needs and Disabilities (SEND) provision within the City and the challenges that the City faces with increasing demand for specialist provision. It sets out options for the future of SEND provision within Plymouth.

### **The purpose of this Plan is to:**

- Provide the current context for the provision for SEND in Plymouth and in so doing, provide an understanding of need and future structure and size of the provision.
- Provide relevant data and evidence to inform decision making alongside the Plan as the Council fulfils its sufficiency duty in order to deliver adequate numbers of high quality and inclusive provision, moving into the mid-term.

## 2. Our Vision for Children and Young People with Additional Needs and Disabilities:

Plymouth's SEND Strategy vision is to ensure that the education provision for all children and young people with SEND is increased so that our children can stay in Plymouth and thrive in their local communities. As outlined in A Bright Future, Plymouth City Council's (PCC) purpose is to ensure children and young people are healthy and happy, safe, aspire and achieve. PCC also wishes to ensure:

1. Children and young people are at the centre of our thinking, and we work with families to determine how we can meet their children's needs and plan how we will deliver support and provision in the future.
2. All settings that provide education and support to children, young people and their families are welcoming of children and young people with SEND.
3. Children and young people with SEND can access the help and support they need to thrive and achieve within their local communities. They can attend education provision that meets their needs, access services and play an active role in the community close to where they live.
4. Families have easy access to information which helps them understand how best to meet their child's needs and access the help that is offered.
5. We have a good, shared understanding of our children with SEND in Plymouth and our educational offer matches their needs.

We want Plymouth to be the best place to be a child, where communities thrive and where families are supported to be the best that they can be. A place where children and young people can access educational opportunities in mainstream settings and there is a reduction in the number of specialist out of city placements. Our Sufficiency Plan contributes to this purpose and will reduce the number of children who have to access provision outside of Plymouth.

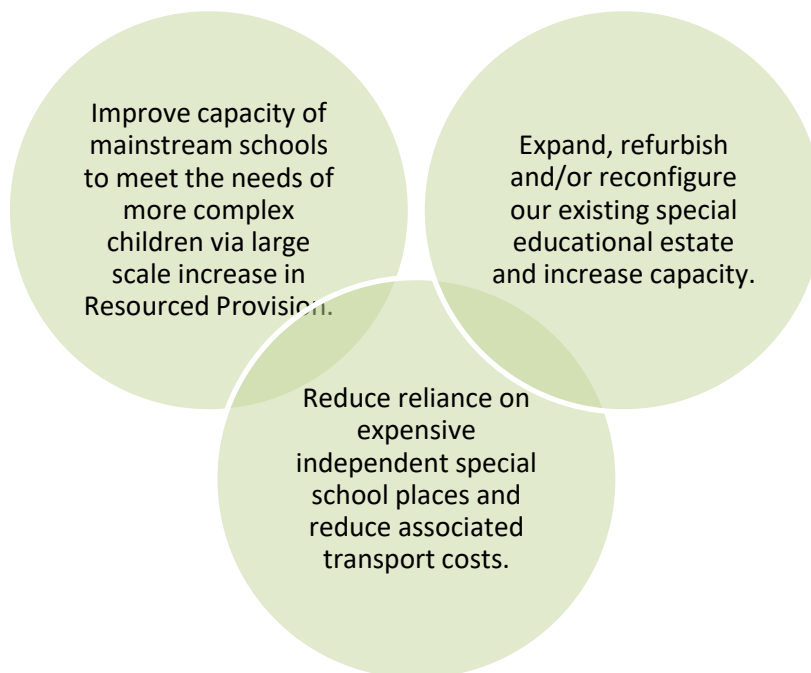
### 3. Our Aims for Plymouth Children and Young People:

Our aim in producing this Sufficiency Plan is to enable the educational system to realise better outcomes for children and young people with SEND and their families.

We will do this by:

- Unpacking some of the key things we know about Plymouth children and young people with SEND, including how many there are, what their particular needs are and how this might change over time.
- Exploring the provision that is currently available in Plymouth to meet these needs, the capacity of that provision and how much it costs.
- Understanding the connection between our increasing number of children and young people with SEND and our future demand for special educational provision within the city.
- Delivering sufficient, high-quality specialist provision to meet our children's needs.

### 4. Our Ambitions for The Future:



The SEND Sufficiency Plan will support the aims of A Bright Future to ensure that children and young people are able to attend a good quality educational provision and will increase the offer for children and young people with SEND within their local area by increasing SEND provision within localities. It will also support the Plymouth Plan to deliver the best outcomes for children, young people and their families by ensuring that there are sufficient high-quality schools.

### 5. National Context:

The Government's vision for children and young people with SEND is the same as for all children and young people - that they achieve well and lead happy and fulfilled lives. The

Children and Families Act 2014 places important statutory responsibilities on local authorities for supporting children and young people. This is a vital role that local authorities retain in our increasingly school-led education system and one that requires long-term strategic planning, informed by detailed local knowledge enhanced through consultation with parents and carers, and good relationships with local schools.

Local authorities must ensure there are sufficient good school places for all pupils, including those with SEND.

In March 2017, the government committed £215 million of capital funding via the High Needs Provision Capital Allocation Grant (HNPCA) from 2018 to 2021 to help local authorities create new school places and improve existing facilities for children and young people with SEN and disabilities, in consultation with parents and providers.

In May 2018, the government announced a £50 million increase to this HNPCA fund and in December 2018 a further £100 million to local authorities, taking the total investment in this fund to £365 million. Individual allocations are published at: [SEND provision capital funding for pupils with EHC plans - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/news/send-provision-capital-funding-for-pupils-with-ehc-plans) funding for pupils with Education, Health and Care Plans (EHCP). This capital funding is not ring-fenced, and local authorities can use it as they see fit to improve special provision for children and young people with EHCPs. This funding can be invested in mainstream schools and academies, special units, special schools and academies, early years settings, and further education colleges, or to make other provision for children and young people aged from 0 to 25. The Department for Education (DfE) expect that local authorities will seek to use this funding in a way that helps them manage the cost pressures on their high needs revenue budgets. Since 2018 Plymouth has been allocated a total of £15,184,231.20 via the HNPCA.

Significant reforms to childcare will remove barriers to work for nearly half a million parents with a child under 3 in England not working due to caring responsibilities, reducing discrimination against women, and benefitting the wider economy in the process. The new funded hours will sit alongside the existing funded hours: 15 hours for the most disadvantaged 2-year-olds, universal 15 hours for all 3- and 4-year-olds and the extended 30 hours for eligible 3- and 4-year-olds. The new funded hours will be introduced in phases and is dependent on the parent/carer meeting eligibility criteria.

## **6. Current Demand for Early Years within Plymouth – Implications for Early Years SEND provision:**

We currently have 200 childcare providers citywide registered with Ofsted to take early years children. There is currently no dedicated SEND early years provision within Plymouth and all childcare providers offer places to children with SEND. This is currently a gap in our SEND provision within the city and future developments will address the need for SEND specialist early years provision to meet the needs of our most complex children within early years. The number of childcare places citywide for all early years children including those with SEND is calculated as 10,764 - 15-hour places.

Early years childcare providers manage their space and calculate how many children and what age group they take at any one time. Currently we do not monitor how they divide their spare capacity; we would however assume that this would be based on market needs.

We currently have an estimated 7,763 funded spaces taken, leaving a spare capacity citywide of 3,301 x 15-hour places. Currently we do not know how many of these places are taken up with privately paying parents.

We estimate that the new childcare entitlements will create a need for an initial 1,511 x 15 hour funded childcare places for children aged 0-2 years.

All settings support children with SEND and we have seen a 5% increase in the children with SEND at early years childcare settings needing one to one support. We anticipate that this will continue to rise as SEND rises across the city. We have factored this increase in when planning SEND places for early years children. As currently there is no dedicated specialist SEND early years setting some children have comprehensive packages of support within a mainstream early years setting to ensure that the provider can meet their individual needs.

Providers can apply for additional funding to support children with SEND from the SEND Inclusion Funding (SENDIF). During 2023/24 there were 566 children receiving additional support funded via SENDIF. This is 7.2% of the overall number of funded childcare places within Plymouth. Continued monitoring of SENDIF applications will ensure early identification of any wards where there is increased demand and settings that have a high number of early years children with SEND. Increased numbers of children with SEND within a setting can impact on the availability of spaces as often these children need a higher staffing ratio. We are already seeing some wards within the city having very high levels of SEND within early years provision with some settings having over 30 children identified in need of additional support.

Currently both Budshead and St Budeaux area of the city have settings where over 30 children are in need of additional support to meet their SEND needs.

The Department for Education (DFE) has allocated Plymouth a £435k Childcare Expansion Capital grant to support the delivery of the 30-hours early years entitlement and wraparound provision. The purpose of this grant is to enable providers to create more childcare places for children by providing funding for capital projects. This fund is to expand all childcare places and will include provision for children with SEND. The conditions of the grant specify the type of capital projects that can be funded. All expansion of early years provision will come from this grant and there will be no need for any additional funding to be identified.

The Sufficiency Plan will support Theme 1 of the Plymouth Plan and Plymouth's ambition to become a welcoming city where children have access to an environment that provides outstanding early learning opportunities by supporting the increase of high-quality early years SEND provision across the city.

## **7. Current Demand Within Plymouth – School Age Children:**

Pupil numbers in Plymouth primary schools between 2009/10 and 2017/18 grew steadily, driven by an increase in live births since 2002, this included pupils identified with SEND. The total number of primary school children in Plymouth rose from 17,927 in January 2011 to 20,882 in January 2018, an increase of 16%.

From 2011/12 the birth rate began to decline. However, it remained above 3000 births per year until 2015/16. Since then, the number of births has been below 3000, with last year's (2022/23) birth total being the lowest recorded up to this point at 2417. Although we are



seeing declining numbers of live births, we are seeing that children with complex needs are surviving longer due to advances in medical intervention.

In line with what we know about live birth data it is expected that Primary pupil numbers will continue with the decline that began in 2018/19; the peak of pupils being 20,882 in 2017/18, and up to the forecast point of this SCAP return (2027/28) will be approximately 17,400. There will be declines in pupil numbers in all our primary planning localities. In September 2023, Y6 will be the last of the 'above 3000 pupils' cohorts in primary school; from this point onwards, cohorts are forecast to be between 2600 and 3000. Therefore, we believe we are now on the downward side of the bulge curve. Although our pupil numbers are declining our analysis identifies that the number of children in need of a special school place will continue to rise.

The bulge has now moved into secondary education; however, due to previous low secondary pupil numbers, secondary schools adopted flexible policy between 2009 and 2017 to reduce their pupil capacity but secondary pupil numbers had been in a slow decline since 2005. When the increase moved into secondary phase the schools were asked to be flexible in order to accommodate this increase in secondary pupil numbers knowing that this figure would begin to fall again after 2025/2026. No correlating major increase in SEND pupil numbers was identified in line with the bulge in births at the time. However, during the past 5-year period we have seen an increase in the number of requests for EHC needs assessments. Until 2017/18, secondary pupil numbers in Plymouth were falling, following the trend seen in primary schools prior to the increase in the birth rate detailed above. From September 2018, the number of pupils in secondary schools has begun to climb as the bulge moves through the secondary phase, we are also seeing an increase in the number of children supported by an EHCP within the secondary phase.

It is expected that in line with the primary growth seen prior to 2017/18, and a current trend of increasing numbers coming from other LAs in year 7, secondary school numbers will continue to grow until 2025/26. The largest cohorts to start school since September 2000 will then be in years 7 to 13 and will total approximately 19,000 pupils.

The growth in secondary phase has been absorbed by requesting some mainstream secondary schools to take additional numbers, the University Technical College (UTC) lowering its age range to take from year 7 and due to the fact that we have two Key Stage 4 establishments which offer places from year 9.

Based on the January 2023 Pupil Level Annual Schools Census (PLASC) data, PCC currently has **98** schools, including **7** Special Schools (the count includes academies and LA provisions). These provide an overall total of **39,424** pupil places across nursery, primary and secondary phases of education.

Pupils within a SEND need are broken down as follows:

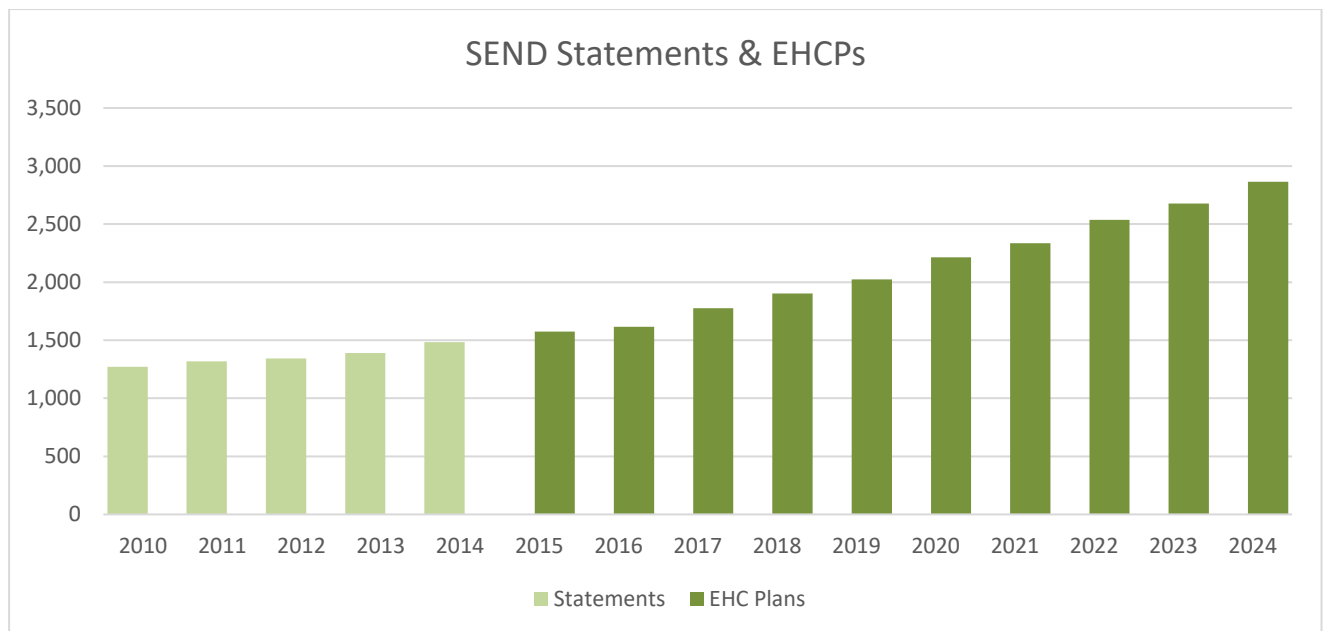
	Number of pupils	Percentage of all pupils	National comparator
Pupils with any form of SEND support	7261	18.5%	13%
Pupils with and EHCP	1731	4.5%	4.3%

The Special Schools currently provides for only **737** of these pupils, **1.87%** of all pupils.

### 8. Plymouth SEND EHCP Cohort:

At a time of significant pressure for local government, the SEND cohort of children with EHCPs has continued to increase year on year since 2010. Nationally the total number of EHCPs has continued to increase. The number of children and young people with an EHCP increased to 517,000, as at census day in January 2023, up by 9% from 2022. This has increased each year since 2010.

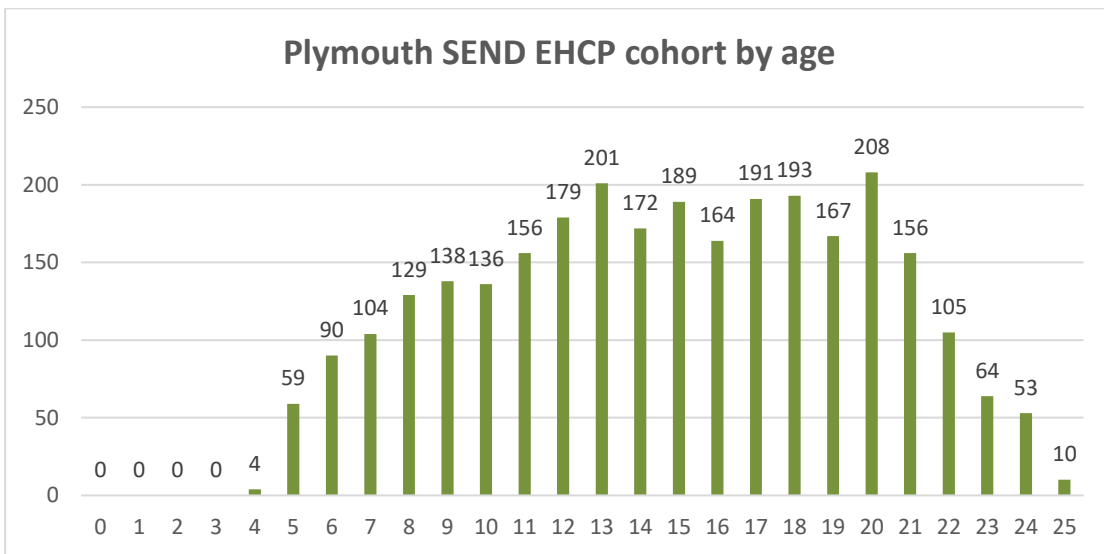
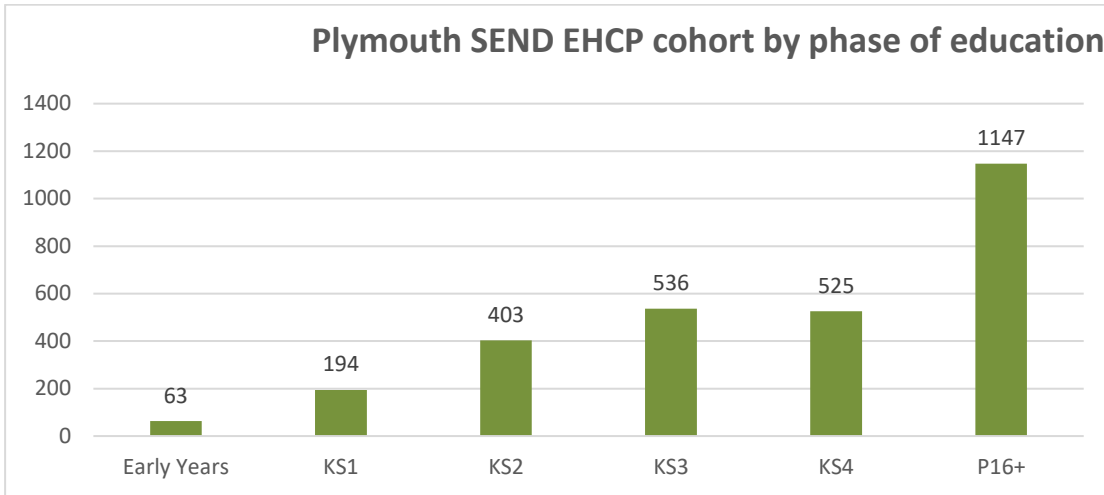
We have seen a similar picture in Plymouth with an increase from 2536 EHCPs in 2022 to 2678 in 2023. This represents an increase of 5.5% which is below the national average; however, the increase from 2023 to 2024 up to the end of March 2024 was 6.9% which is above the national average. The increase from 2010 to March 2024 is an increase of 125.4%.



#### Current SEND EHCP Cohort

The SEND cohort includes 2868 children and young people who are supported through an EHCP. The majority of children with EHCPs across the cohort are in Post 16 provision (1147 pupils – 39.99% of the cohort). This is partly due to the bulge in birth rates as those young people are now within their secondary and post 16 phase of education. Work is underway to ensure that young people transition to meaningful employment or training, this will see our number of post 16 EHCP’s start to drop.

The current EHCP cohort is broken down as follows:



The number of EHCPs continues to grow, particularly for secondary aged pupils. Currently very few EHCPs cease at secondary phase that these plans transition with pupils into post 16 provision.

5.65% of children and young people with EHCPs are placed out of the city.

**Primary Needs**

Education, health and care plans identify a primary need for each child. Plans are co-produced with parents and professionals with parents having the final agreement of what is contained within the plan. Early years providers, schools and settings have fed back to us that the primary need highlighted in the EHCP is not always the only significant need for a child or young person. The following data is based on the primary need as identified in the EHCP.

The first most common primary need in Plymouth is Social, Emotional and Mental Health (SEMH) (27.4% of the EHCP cohort); the national average is 14%. The second most

common primary need is Speech, Language and Communication Needs (SLCN) (22% of the EHCP cohort); the national average is 15%. The third most common primary need is Autism Spectrum Disorder (ASD) (21.8% of the EHCP cohort) the national average is 30%.

The data demonstrates that the city's SEMH cohort is significantly out of step with the national average. Whilst no immediate conclusions can be drawn, this may warrant further research to understand the demographic of this cohort.

## 9. Funding for Education, Health and Care Plans:

In Plymouth pupils with an EHCP receive additional funding via a banding system. EHCPs are banded according to the level of provision outlined in the plan from Band 1 to Band 8+. Generally, **Bands 1-3** are managed in mainstream settings, with support provided how and where necessary, based on their individual EHCP. **Bands 4-5** are managed within support centre provision based within a mainstream setting and pupils from **Band 6 to Band 8+** are usually placed within a special school which caters for their specific learning needs and disabilities.

In Plymouth the schools apply to the Single Multi Agency Panel (SMAP) for a child to be assessed for an Education Health Care Needs Assessment. On completion of the assessment, if required, the pupil may receive an EHCP and an allocation of additional funding. The banding provides additional funding for each child in receipt of an EHCP to enable the school to put in place tailored support to meet the needs of the individual child. This is support which is above and beyond what would be available to all children within the school. The pupils' level of need can and does change during their development, as they age or as their condition lessens or worsens. Depending on the child and their SEND need, the banding can be increased or reduced. This banding and the child's need is reviewed at the annual review of the EHCP.

It must also be noted that when a child is placed in a special school, the number of staff may increase, based on each child's EHCP and the support they require. Schools taking pupils with a high level of needs may require a number of rooms of varying size for small group work. They will also need to ensure that staff facilities are sufficient to accommodate the changes in staff numbers.

If a child with an EHCP is refused a place in a special school, the parents have the right to an appeal via a tribunal. If the case is upheld by a tribunal, the named school must take the child. This has severely impacted on the Plymouth special schools, whereby they have made adaptations to the school in order to accommodate the additional pupils.

If we can identify the overall capacity of the school, linked to the banding of the pupil, the LA can prove that there is no physical space within the school to take the additional pupil without creating safeguarding and staff welfare issues.

The overall capacity of the school must be measured in the context of a combination of available pupil / teaching space and relevant staff welfare space. Both have very specific guidance that needs to be adhered to in order to avoid possible legal action or claims. The council has a duty of care to both staff and pupils. Failure to adhere to these principles potentially creates health and safety and safeguarding issues for both staff and pupils.

In Plymouth, like other areas of the country, increased medical knowledge and intervention has impacted on the number of pupils requiring specialist provision. The special schools have therefore seen increased complexity and increased needs in their cohorts of pupils.

Plymouth has generally maintained an average of **4 - 4.5%** of all pupils within the city having a high level of SEND which require specialist support and / or special school places. Of these, just under 2% of all pupils are in specialist provision. As the mainstream school pupil numbers rose across the city, so did the number of pupils with SEND. Whilst many of these SEND pupils are able to be educated within mainstream schools, some require more specialised facilities and different methods of education.

### **Bandings equivalent to space requirement**

A schools Published Admissions Number (PAN) is a significant but not the only factor to take into account in considering space in a Special School.

Using the Building Bulletin (BB104) formulae the space required for an average pupil can be calculated. This calculation takes into account the needs of the pupil and the additional support and equipment that they may require. As a general calculation banding can be linked to space, as below:

- Band 6 = 7.5m<sup>2</sup> per pupil
- Band 7 = 8.2m<sup>2</sup> per pupil
- Band 8 = 8.8m<sup>2</sup> per pupil
- Band 8+ = 9.5m<sup>2</sup> per pupil

Banding changes are an issue as they can make something that is compliant, no longer compliant when they change. As bands increase staffing often increases which is why higher bandings require more space. The more complex the needs of the pupils, the more space the pupils need.

### **Constraints**

Only the schools, SEND Service and the Finance teams are aware of pupil bandings and this information does not form part of the Pupil Level Annual School Census (PLASC) data.

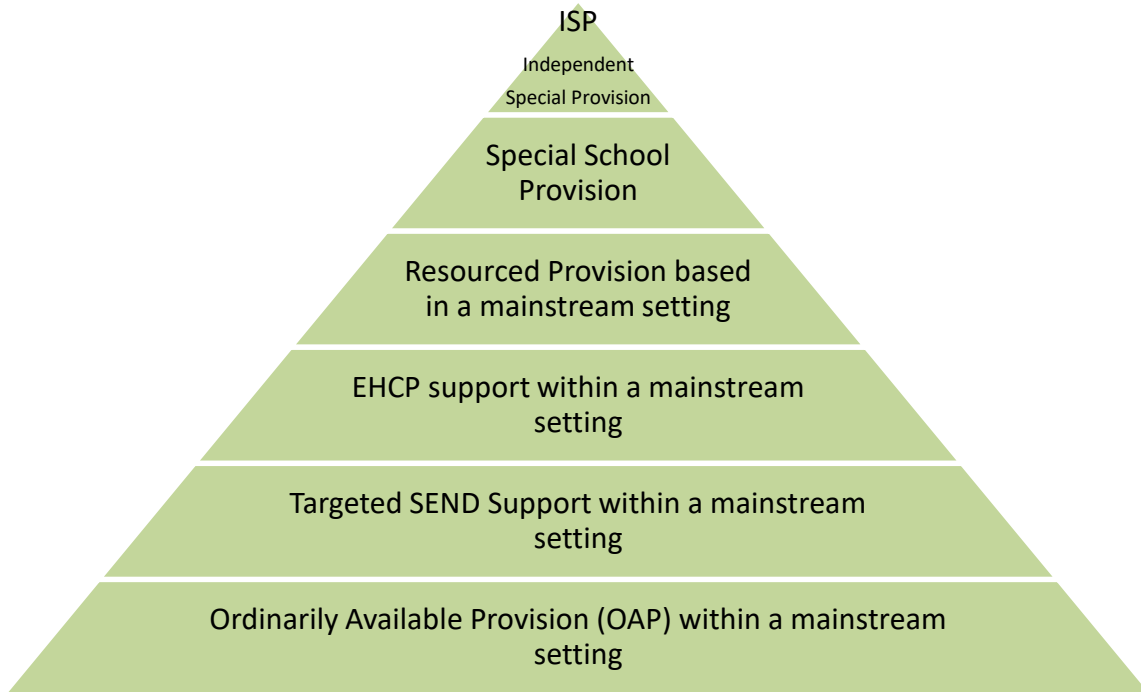
Currently SEND Bandings are set by the LA and agreed at a city level. Bandings are locally identified, and currently there is no National Banding recommendation.

There is a methodology for the bandings, based on the Children's and Families Act, sections 33 and 39. This methodology is utilised for pupils being transferred in from another LA.

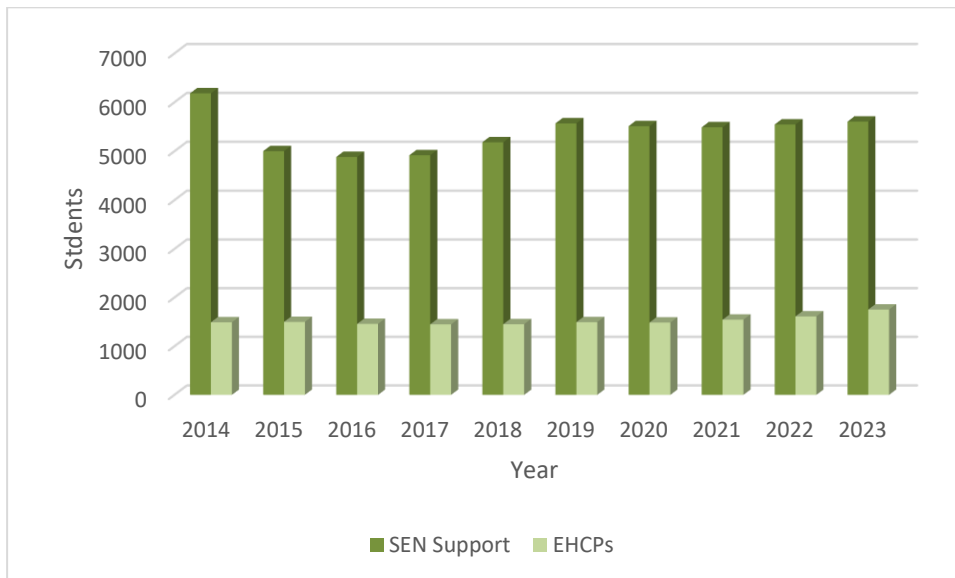
## **10. SEND Demand within Plymouth:**

Wherever possible our aim is to support children within a mainstream setting. Support for students with SEND is offered via Targeted SEND Support within schools. The majority of children are supported this way without the need for and EHCP.

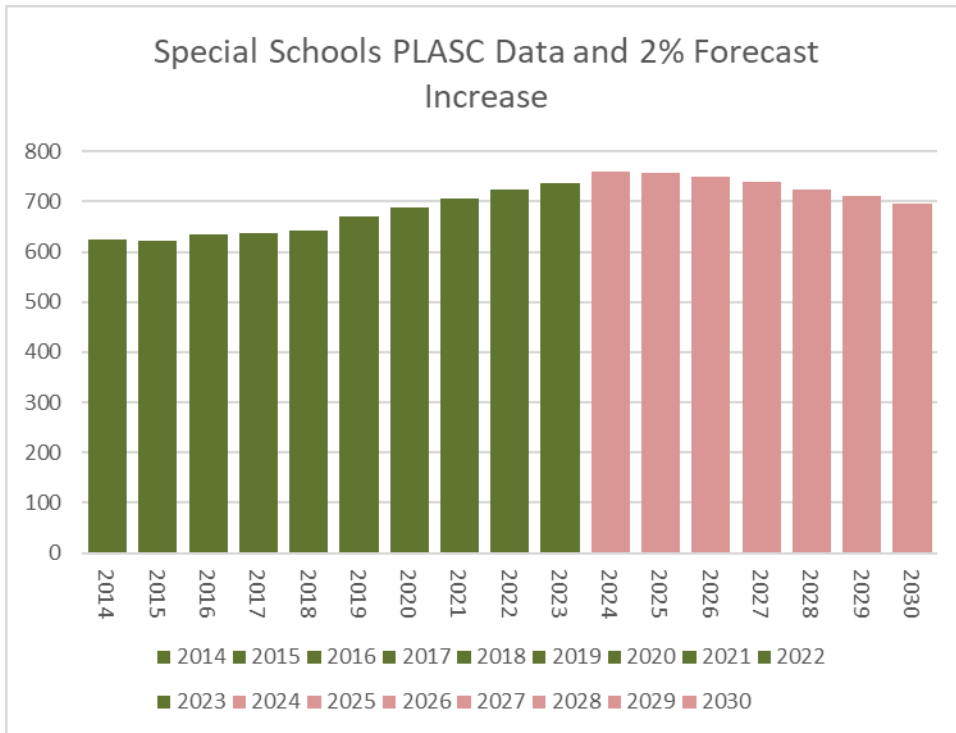
**Hierarchy of SEND Support and Provision**



Based on PLASC data for the past 10 years the percentage of school aged children who are in receipt of targeted SEND support had remained between 12 and 14% of the overall school age population and the percentage of school aged children with an EHCP had remained between 3 and 4% of the overall school population. However, this has started to rise.



Although the overall percentage of the school population in receipt of targeted SEND support and EHCP had remained reasonably stable, the demand for special school places continues to rise over the past 6 years.



PLASC data has been used for analysis for school aged pupils from 2024 up to 2030. An increase of 2% of SEND pupils requiring a place at a Special School has been applied. The increase of 2% is based on the average increase we have seen year on year for Special School places.

If the numbers continue to rise at the current rate, then there will be a greater requirement during the next year for Special School places before beginning to reduce again in 2025.

## II. Current Special School Designations:

There are seven special schools within the city. All were constructed at different periods to several differing standards that were current and relevant at the time the schools were built.

Special Schools	Locality	Age Range	SEN Designation(s)	Number of pupils school was built to accommodate	Current Number on Roll
<b>Brook Green Centre for Learning</b>	North	11-16	SEMH with MLD	<b>80</b>	<b>98</b>
<b>Cann Bridge</b>	North	3-19	SLD	<b>72</b>	<b>92</b>
<b>Courtlands</b>	North	4-11	SEMH with MLD	<b>80</b>	<b>100</b>
<b>Longcause</b>	East	4-16	SLCN/ASC with MLD	<b>92</b>	<b>116</b>
<b>Mill Ford</b>	North	3-19	SLD, PMLD	<b>100</b>	<b>120</b>

<b>Mount Tamar</b>	West	4-16	SEMH	<b>80</b>	<b>110</b>
<b>Woodlands</b>	North	2-19	PD, MSI	<b>72</b>	<b>85</b>

### Resourced Provision

Plymouth also has several Resourced Provisions, meeting the needs of SEND pupils across the city, based on their learning support needs. In a resourced provision a child will have access to teaching assistants and specialist teachers aligned to their needs. Resourced provision is not intended to be isolated from the rest of the school community and should be fully integrated into the day-to-day life of the school.

The Resourced Provisions identified below, follows the same process as the Special Schools, requiring a pupil to meet certain levels of need prior to obtaining a placement at the support centre.

<b>Resourced Provision</b>	<b>Designation</b>	<b>Locality</b>	<b>Education Phase</b>	<b>Placement Capacity</b>	<b>Current Number on Roll</b>
<b>Eggbuckland Vale DEC</b>	Deaf Education centre	North	Primary	<b>18</b>	<b>14</b>
<b>Goosewell Support Centre</b>	Communication & Interaction difficulties together with Cognition & Learning	East	Primary	<b>10</b>	<b>10</b>
<b>Mayflower Support Centre</b>	Communication & Interaction difficulties together with Cognition & Learning	West	Primary	<b>12</b>	<b>8</b>
<b>Thornbury Language Support Centre</b>	Language	North	Primary	<b>18</b>	<b>17</b>
<b>Eggbuckland CC Hearing Support Centre</b>	Deaf Education centre	North	Secondary	<b>12</b>	<b>9</b>
<b>Stoke Damerell Support Centre</b>	Communication & Interaction difficulties together with Cognition & Learning	West	Secondary	<b>14</b>	<b>6</b>
<b>Tor Bridge High Language Support Centre</b>	Language	North	Secondary	<b>10</b>	<b>7</b>

The sufficiency review of resourced provision undertaken in 2023, recognised the gap in mainstream specialist provision as part of a graduated approach, for meeting the current and future needs of children with SEND in Plymouth. Currently, most of the resourced provision, attached to mainstream schools, is in the west of the city with a large proportion for children with complex learning needs, who would ordinarily be educated in special school provision.



Working closely with school leaders, the local authority is seeking to increase its offer of local, community based, resourced centre provision, with the expectation of reducing the current demand for special school places as more children and young people are able to access specialist provision in their local area.

There needs to be a more inclusive focus on supporting neurodiverse young people and their families within the city. Therefore, a more flexible approach to supporting young people is needed. Currently the designation of our resourced provision is very narrow with little flexibility.

Positive pathways for neurodiverse young people and their families are high on all partner agendas both locally and nationally. Many of our health initiatives such as Project for Neurodiversity in Schools (PINS) across our primary provisions and the neurodiversity/SLCN steering group have a clear focus on upskilling schools and wider partners to consider the barriers that young people who are neurodiverse may face. This work plans to culminate in development of clear signposting to raise awareness of neurodiversity and the support available, alongside the integration of a graduated approach system. It is important to reflect on this local area and national work when considering the designation of our resourced provisions so that a wider span of needs can be met in the right place, and that staff within provisions feel confident, knowledgeable and skilled to provide a robust offer for those individuals with multiple needs. Provision such as this would allow for a more genuine inclusive environment that builds on the talents of young people and prepares them for the future.

## 12. Understanding Plymouth's Needs:

In 2022 Plymouth City Council commissioned a company called Mastodon C to carry out a statistical analysis of future SEND numbers to provide insight into future provision requirements. The recent rise during 2023 of applications for EHCPs indicate that the Mastodon C forecasts are likely to be on the lower side of actual future numbers as the data available at the time was from 2022. The data used was also based on the primary needs as identified in the EHCP and as outlined above this is a simplification that does not fully present the needs of the child. The lack of data for the whole of the SEND cohort which represent actual need and not just that identified as the primary need in an EHCP is a national issue across the country and not unique to Plymouth. The analysis is therefore likely to be the best-case scenario with the actual position likely to be worse than that outlined below.

This table identifies the different SEND designations under the main headings for the type of need. These designations here will be used in the rest of the report.

<b>Categories of special educational need and their abbreviated forms</b>	
<b>Cognition and learning</b>	
Specific learning difficulty	SpLD
Moderate learning difficulty	MLD
Severe learning difficulty	SLD
Profound and multiple learning difficulty	PMLD
<b>Social, Emotional Mental Health</b>	
Social, Emotional Mental Health	SEMH
<b>Communication and interaction</b>	

Speech, language and communication needs	SLCN
Autistic-spectrum disorder	ASD
<b>Sensory and/or physical</b>	
Hearing impairment	HI
Visual impairment	VI
Multi-sensory impairment	MSI
Physical disability	PD
Other	OTH

Predictive modelling of the size of the cohort in the field of SEND is limited for a number of reasons. Whilst the forecasting of the wider education cohort can be informed by data such as birth rates, early years trends and housing development, to name a few variables, there are not similar data available for the entire SEND cohort.

Furthermore, since the introduction of the Children and Families Act 2014, the SEND EHCP cohort has grown rapidly each year meaning that any trends are difficult to extrapolate.

Despite this, there are several assumptions and trends nationally where assertions can be made which should be factored into the forecasting of the SEND cohort. These are:

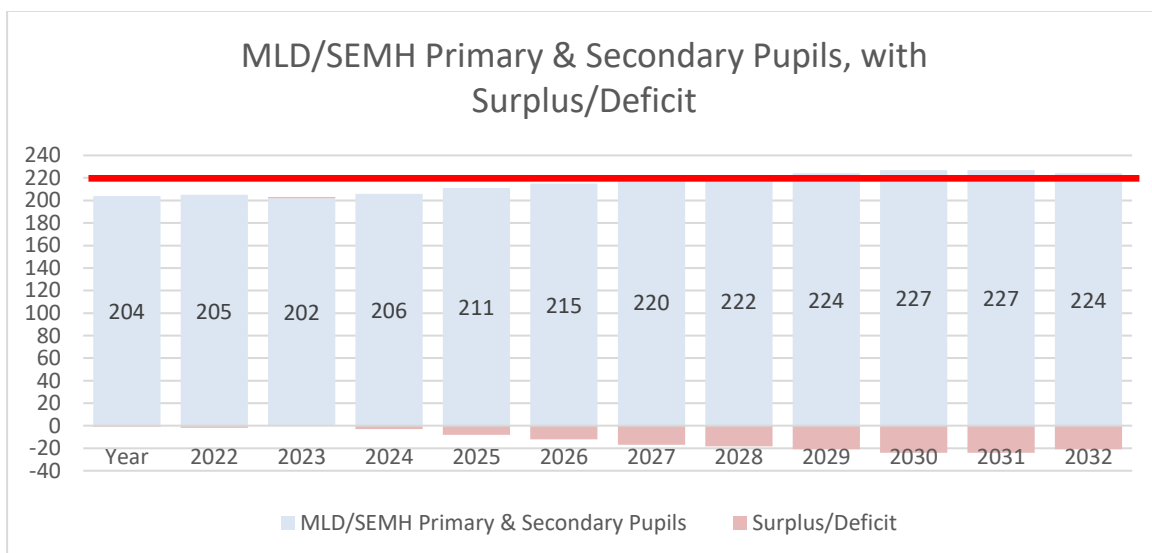
- Whilst the size of the SEND cohort continues to rise rapidly, it is expected that number of children with an EHCP is reaching a saturation point (over the next 5 years) whereby the number of children that require an EHCP will be broadly equal to those no longer requiring one.
- The number of children diagnosed with ASD as the primary need has continued to rise at a greater pace than the wider cohort, as medical professionals, educational settings and parents improve identification and the impact on learning.
- Stronger early identification may result in a rise in the identification of SEND in the early years, KS1 and KS2.
- Whilst the impact of Covid-19 on the learning of children and young people is still not fully known, we can anticipate that it may give rise to an increase in requests for EHCPs with primary needs in Social, Emotional and Mental Health, Speech, language or Communication difficulties and Moderate Learning Difficulties.

The analysis that Mastodon C carried out has confirmed that the SEND need in the city is increasing. Their report has also identified that the LA designations assigned to the Special Schools reflects the LA use of the schools. The number of new SEND pupil places being requested annually is predicted to rise beyond the current numbers experienced in the city. Mastodon C have forecasted future demand for specialist provision, and this has been compared against the current capacity both within the Plymouth estate and for placements outside of the PCC estate, to identify the overall **forecasted** shortfall which the table below identifies.

All Special Schools			Surplus / Deficit PCC Special Schools & Non PCC Special Schools											
School	MAX Cap	Designation	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033
Woodlands	73	CPD	4	3	9	12	15	15	15	21	23	22	23	23
Mount Tamar	110	SEMH	1	3	15	23	20	17	21	23	21	20	18	19
Cann Bridge / Mill Ford	185	SLD	-3	-10	-15	-21	-19	-18	-13	-12	-2	-1	0	1
Courtlands	100	MLD/SEMH	-1	1	6	7	3	0	0	-1	0	1	3	3
BGCFL	103	MLD/SEMH	0	-3	-5	-9	-11	-11	-17	-18	-21	-23	-26	-25
Longcause	126	SLCN/ASC	-14	-39	-62	-77	-99	-126	-141	-156	-163	-170	-174	-174

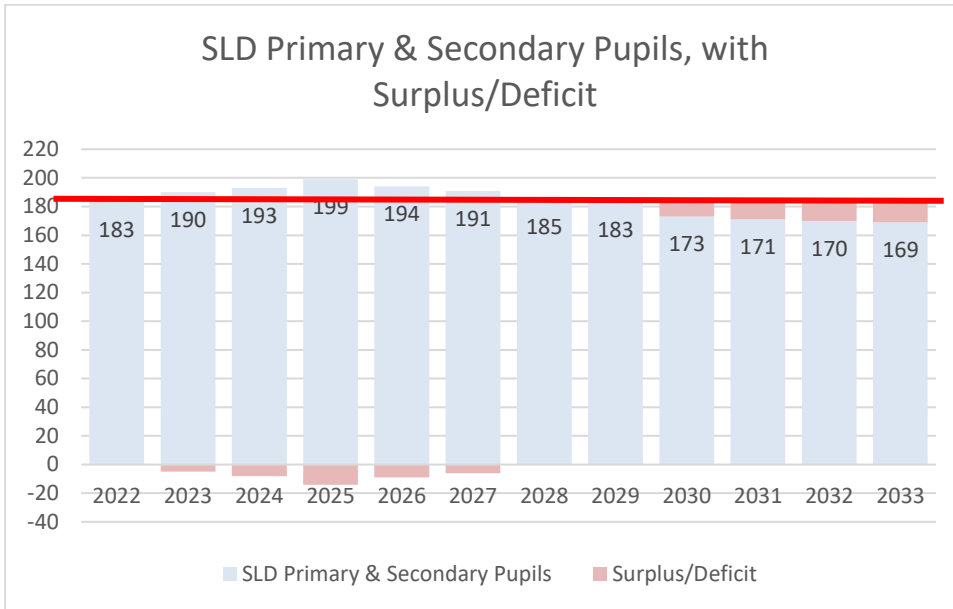
This rise is specifically forecasted for pupils with moderate learning difficulties or social/emotional/mental health needs (MLD/SEMH), severe learning difficulties (SLD) and speech language communication needs/autistic spectrum disorder (SLCN/ASD).

Data indicates a long-term deficit of spaces for school aged pupils with MLD/SEMH. (Brook Green, Courtlands, Mount Tamar, Longcause).



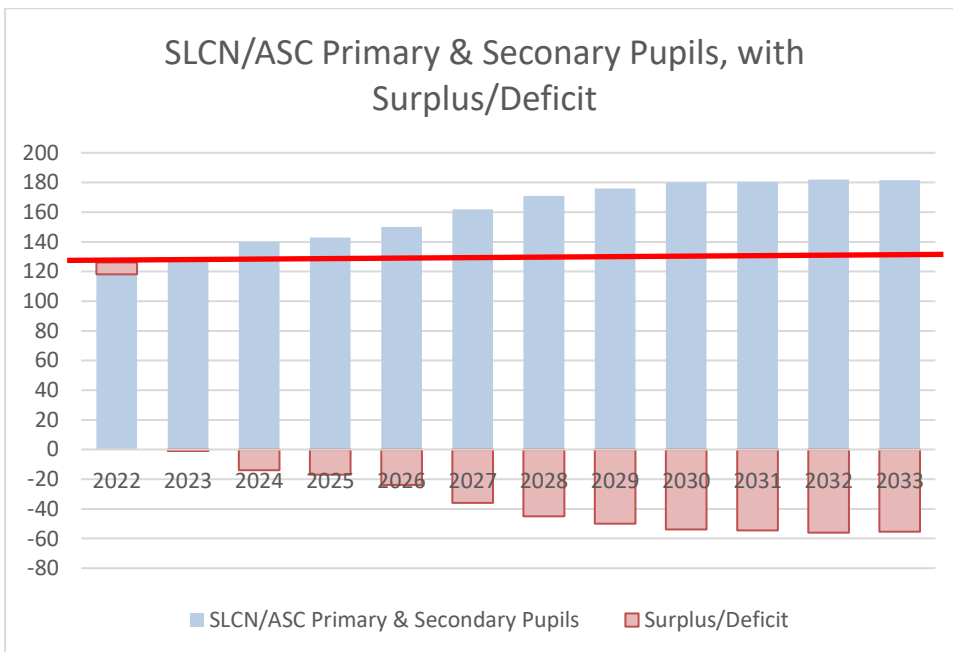
This indicates a long-term deficit of spaces for school aged pupils with MLD/SEMH. (Brook Green, Courtlands, Mount Tamar, Longcause). There is a deficit of over 25 places by 2030.

Data indicates a temporary deficit for school aged pupils with SLD. (Cann Bridge and Mill Ford)



This indicates a temporary deficit for school aged pupils with SLD. (Cann Bridge and Mill Ford). This temporary deficit is of approximately 20 spaces until 2028. This may in reality not be a decrease as Mill Ford report that approximately 56% of their cohort of children also have ASD needs with 38% having cognition and learning. The data may actually be showing that parents are preferring to have ASD identified as the primary need on the EHCP and not SLD.

Data indicates a long-term deficit for school aged pupils with SLCN/ASC. (Brook Green, Courtlands, Mount Tamar, Longcause, Mill Ford).



This indicates a long-term deficit for school aged pupils with SLCN/ASC. (Brook Green, Courtlands, Mount Tamar, Longcause, Mill Ford) of approximately 60 places by 2033.

Current analysis, therefore, indicates that the city will be short of the following special school places for school aged pupils by 2030:

Designation of place	Number of places for school aged pupils
MLD/SEMH	25
SLCN/ASC	60
SLD	20 (declining after 2028)

### MLD/SEMH

Currently special schools within Plymouth have children and young people with a mix of EHCP primary needs. The following information is taken from the SEN2 2023 census and show the mix of primary needs as identified in the pupils' EHCP for each of our special schools.

Name of Special School	Number of Students according to SEND2 Census year 2023											
	ASD	HI	MLD	MSI	OTH	PD	PMLD	SEMH	SLCN	SLD	SPLD	VI
Woodlands School	1	1	2	1	10	37	6		3	5		2
Brook Green	5	1	34		6			33	22	1		
Courtlands	14		14			2		23	36	2	1	
Mount Tamar	18		2					70	6	1		
Longcause	57		14		4	2	1	4	31			
Cann Bridge	9	1	7		4	1	8	4	12	44	2	1
Mill Ford	21		7	1	5	4	5	4	17	58	1	

### 13. Plymouth's Use of Independent Special School Places:

Due to capacity pressures within Plymouth's special school estate the council has found itself in a position where it has had to place children in Independent Special Schools (ISP). There are currently 376 children and young people in Plymouth who have attended 37 registered independent schools and post-16 settings in the current financial year 2023/24.

The total cost for these placements for the financial year 2023/24 was £8,632,450.79.

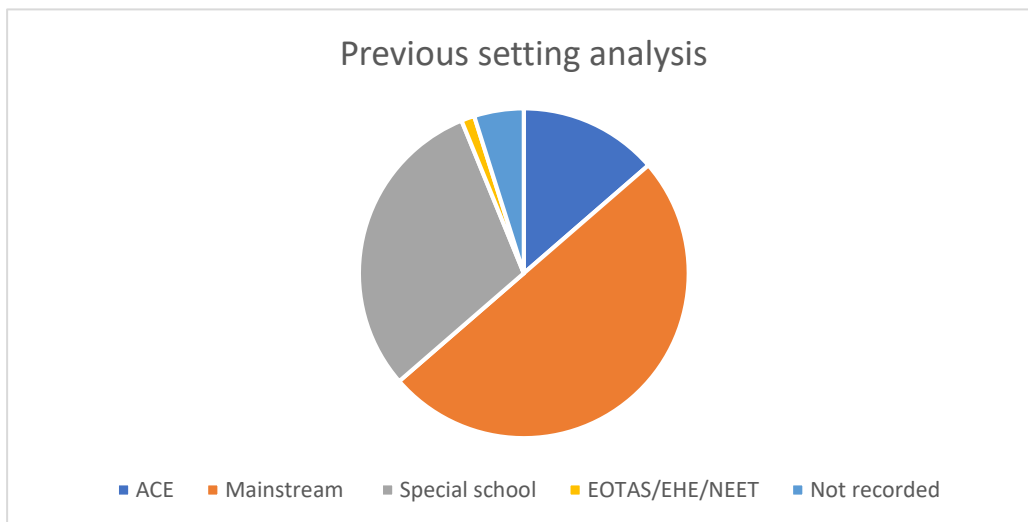
ISP	Total Number of places	Number of Primary	Number of Secondary	Number of Post 16	Total spend 23/24
ISP Educational Settings offering primary, secondary and post 16 provision					
Total	153	49	100	4	6,053,478.29
ISP Educational Settings that offer Post 16 provision					
Total	223				2,578,972.50
	376	49	100	227	8,632,450.79

ISP Spend			
Financial Year	Primary and Secondary	Post 16	Total spend per year
21/22	£2,031,808	£1,553,957	£3,585,765
22/23	£3,457,694	£2,170,099	£5,637,793
23/24	£6,053,478	£2,578,972	£8,632,450

**Total numbers of current independent school placements: Breakdown by key stage as of March 2024**

Key Stage	No of children/young people
EYFS and Key Stage 1	22
Key Stage 2	27
Key Stage 3	66
Key Stage 4	34
Key Stage 5/Years 12-13	131
Post 19/Further Education	96

**Previous settings prior to placement**



Analysis of previous settings for all 376 children and young people indicates that a significant number have moved from mainstream settings into the independent specialist sector. This has occurred at various key stages and phase transfers.

The second largest group of children and young people have moved from maintained/state-funded specialist settings into the independent sector. In the main, this is at the point of phase transfer for secondary or post-16.

By expanding capacity within Plymouth’s special educational provision, it will reduce the need for placement at more expensive ISP provision. Expansion within Plymouth will also help to reduce the pressure on the Home to School Transport service budget as children will not be traveling out of the city. The current cost of providing home to school transport to ISP provision is £1.177m.

## 14. High Needs Provision Capital Allocation Grant (HNPCA):

The local authority has been receiving funding via the High Needs Provision Capital Allocation Grant (HNPCA). This grant should be used to increase the number of special educational places that are available within Plymouth.

The table below identifies the income for SEND Capital allocation over the last 7 years.

	Income	Spend	Remaining Grant (cumulative)
2018/19	254,566.53		254,566.53
2019/20	787,380.20	107,583.00	934,363.73
2020/21	254,566.33		1,188,930.06
2021/22	1,447,787.32	34,258.80	2,602,458.58
2022/23	4,100,611.18	109,800.00	6,593,269.76
2023/24	7,361,586.64	1,907,887.20	12,046,969.20
2024/25	977,733.00	4,186.71	13,020,515.49
	<b>15,184,231.20</b>	<b>2,163,715.71</b>	<b>13,020,515.49</b>

All future expansion needs to be funded via this grant as there is currently no additional funding identified. Although it is hoped that the LA will continue to receive HNPCA grant funding this is not guaranteed. The Department for Education has not indicated that any additional funding will become available to local authorities to invest in capital programmes to increase their special school estates. However, if additional national funding does become available to replace existing schools or to build new special schools Plymouth will apply to subsidise the total funding available to the city.

## 15. Financial Analysis:

Plymouth receives funding to deliver statutory education services for children and young people with SEND through the High Needs Block of the Dedicated Schools Grant (DSG). This is delivered through a range of providers including Maintained Special Schools and Academies, special Support Centres attached to mainstream schools, Further Education/Post 16 Colleges and Independent Providers.

Plymouth has experienced an increase in the number of EHCP's issued and pupils allocated to specialist provision inside and outside of the City. There has also been a significant increase in the number of pupils allocated to the Independent Special School (ISP) Sector as provision within the Plymouth estate has reached full capacity.

Plymouth will be reporting a deficit within the High Needs Block of the DSG for 2023/24. This will be the first time the LA has been in a deficit position.

An additional 94 pupils have been placed within the Independent Sector at the start of the 2023/24 academic year compared to the end of the 2022/23 academic year. It is anticipated that this number will increase throughout the year as more EHCP's naming special school provision are agreed.

The cost of Independent Placements is significantly higher than the cost of providing specialist provision within the Plymouth estate (Maintained Special Schools and Academies). As per the table below, it costs an additional £43,422 per year on average to place a pupil with an independent provider compared to the Plymouth estate. This equates to an additional £521,064 per child during the academic life of the student.

	<b>Plymouth Estate*</b>	<b>Independent Providers**</b>	<b>Increase compared to the Plymouth Estate</b>
Average annual cost per pupil (£)	30,966	74,388	43,422

\* Based on £10,000 place funding plus average top up funding per pupil as at July 2023.

\*\*based on the average cost of bespoke packages agreed for each pupil known to finance as at October 2023

The table below provides a breakdown of the average cost per pupil within the Plymouth Estate (Five Maintained Special Schools, Two Special Academies and One Pupil Referral Unit);

<b>Plymouth Estate</b>	<b>Average cost per pupil (£) per year</b>
Brook Green	24,080
Cann Bridge	31,858
Longcause	30,586
Mill Ford	27,952
Woodlands	31,758
Courtlands	27,413
Mount Tamar	36,601
ACE (PRU)	37,478
<b>Total Average</b>	<b>£30,966</b>
<b>Average cost of an ISP placement</b>	<b>£74,338</b>

The growing SEND cohort creates financial pressures on PCC's revenue budget and the Dedicated Schools Grant (DSG). However, with sufficient evidence-based planning, PCC can mitigate the impact on its budgets through investing in capital projects that develop the SEND estate and create the capacity within the city to continue to meet pupils' needs and to reduce the reliance on ISP provision.

The cost of building a new special school is extremely high, more than double the cost of building a primary school. Based on space, a special school will have approximately 60% fewer pupils than a mainstream school but will have approximately 50% more staff. A standard Special School costs depend upon the designation of the pupils and whether they are ambulant or non-ambulant.



Recent costings from Bailey Partnerships for SEND projects in England are indicating costs as below.

12 Classroom SEN Building	2021	£2,700.00 Per SqM (Final account)
4 Classroom SEN extension	2023	£2,850.00 Pre SqM (Final account)
4 Classroom SEN extension	2023	£2,640.00 Per SqM (current estimate)

The above costs exclude risk, fees, fixtures, fittings and equipment and VAT and includes allowances for associated external works.

## 16. Vacant Educational Site:

A new primary school was built as part of a housing development in the Plymstock area of the city. This enabled Dunstone Primary to transfer to the new build and vacate their existing premises. The Dunstone site is becoming increasingly dilapidated and remains an ongoing risk from the perspective of Fire, break-ins and at some point, possibly collapse as the building deteriorates further. Initially the site was only expected to be mothballed for a year or so, however this period has now elapsed and there is no firm plan for any commencement of works on the site. The site is secured as much as is reasonably practical and regularly inspected.

Due to the deteriorating condition of the site, demolition of the existing wooden temporary units and the main school buildings is recommended, as it would only require one major incident on the site to expose PCC to significant legal, financial and or reputational risk.

This site is educational land and is being retained by PCC for educational purposes. There are currently no other plans for this site. The site could be used if a new school was to be built. It is currently the only available educational land that is owned by PCC that could be used if and when further funding becomes available to build a new/replacement school.

## 17. Models for consideration:

### Model 1: Childcare Expansion

Plymouth has received £435k Childcare Expansion Capital Grant which must be spent on capital projects to meet the capital costs associated with developing sufficient childcare places for:

- children 9 months to 2 years taking up an early years place through the expanded 30-hours entitlement for qualifying working parents;
- increasing the supply of wraparound childcare for primary-school aged children.

This option is to administer a capital grants scheme, where childcare providers can apply for capital grants up to £20,000 to increase new childcare places. The council would prioritise places for children with SEND and target areas where there are gaps in provision. The key outcome of this grant is creating approximately 200 new childcare places, the rest will be created through adaptations to business models.

A “Request for Quotation” opportunity for local childcare providers to apply for grants of up to £20,000 towards the cost of a capital project will be administered.

The Commissioning and the Education Improvement team will run the small grants scheme. This will involve administering a request for quotation scheme, which will be evaluated by an evaluation panel to ensure that all bids meet the requirements of the grant scheme as laid out by the DFE.

**Model 2: Mill Ford – Satellite Provision**

As Mill Ford is in need of refurbishment and modernisation there is currently a need for additional temporary capacity to be created within a satellite provision. This provision would be within a mainstream primary school but would be run and staffed by Mill Ford. This would enable the school to increase its numbers for September 2024. As the refurbishment of the current building will take between 12-36 months satellite provision would also enable the school to decant some pupils temporarily during the refurbishment phase to minimise the disruption to some students.

This would provide additional SLD places withing the city.

**Additional Places:** 20 – 30

**Estimated Cost for internal adaptation:** £100,000 - £200,000

**Estimated Timescale:** 2-4 months (to be in place for September 2024)

ADVANTAGES	DISADVANTAGES
<ul style="list-style-type: none"> <li>• Would be a good use of existing school buildings.</li> <li>• Would support a school with falling numbers who have vacant space.</li> <li>• Would expand our current special school estate.</li> <li>• Would be under a strong SEND leadership and delivered by an Ofsted ‘good’ school.</li> <li>• Promotes SEND inclusion.</li> <li>• Potential new employment opportunities in area</li> <li>• Additional capacity would be in place very quickly</li> </ul>	<ul style="list-style-type: none"> <li>• Robust lease arrangements would need to be in place.</li> <li>• Suitable space would need to be adapted to accommodate the needs of children.</li> <li>• The LA would be investing capital funding in a temporary solution.</li> <li>• The LA could be investing in a Trust owned building.</li> <li>• School could say they need to space back if numbers suddenly increase.</li> <li>• Additional staff parking could be needed.</li> <li>• Traffic in the area may increase at school drop off and pick up times.</li> </ul>

**Model 3: Provide Resourced Provision within our existing education estate.**

This option would see resourced provision being developed within existing mainstream settings. The city already has several resourced provisions based within mainstream settings. This option would see the number of provisions increase to ensure that is a resourced provision within each locality of the city. Clear parameters, funding arrangements and service level agreements (SLAs) would need to be in place with the Trusts that would deliver the provision.

Currently our resource bases are not at full capacity as the designation is very narrow with little flexibility. The new bases will have a more inclusive focus on supporting neurodiverse young people. This more flexible designation will enable more children to access the provision and benefit from the support that they offer.

This option could provide on average an additional 12 – 20 places per resourced provision.

Current resourced provision is predominantly within the primary phase of education. Although there are three resourced provisions within the secondary phase, one is for young people with a hearing difficulty, and one is for young people who experience language difficulties. As the largest area of need within the city is for young people with SLCN/ASC needs these new resourced provisions should be for this cohort of young people to support them to remain within a mainstream environment. This proposal would see 5 new resourced provisions being established, 2 within Primary to service the north and south of the city and 3 within secondary to service the north, south and east.

The provision would be established for the broader area of neurodiversity including SLCN/ASC. By establishing 5 new provisions the city would have a neurodiversity/SLCN/ASC primary and secondary provision in each locality.

We would work to establish resourced provision within each locality of the city to ensure that children and young people can remain in their communities wherever possible. We also need to ensure that there is both primary and secondary provision available for young people who need this type of support. Currently our existing provision is primary focused meaning that some children do not have a resourced provision to transition to at secondary point of entry thus propelling them into more expensive special school placements.

This option would need work to be completed with Trusts to identify those willing to provide resourced provision. This work has already started, and several trusts have come forward expressing an interest in exploring this option.

The work to develop new provision would run in parallel to the work underway as part of the SEND Strategy to improve, review and remodel the existing resourced provision within the city.

**Additional places per resourced provision: 12-20**

**Estimated Cost per resourced provision:** Circa £350k - £600k costs for this option will depend on the facilities within each mainstream school.

**Estimated Timescale:** 18 months - 2 years to finalise the designs and deliver the final project.

**Total additional places across 5 new resourced provisions: 60 – 100**

**Total Estimated Cost across 5 new resourced provisions: £1.75m - £3M**

ADVANTAGES	DISADVANTAGES
<ul style="list-style-type: none"> <li>• Promotes SEND inclusion.</li> <li>• Would support between 60-100 children to remain in mainstream school.</li> </ul>	<ul style="list-style-type: none"> <li>• Resourced Provision has not been popular in recent years.</li> </ul>

<ul style="list-style-type: none"> <li>• Expressions of interest would be sought from all trusts.</li> <li>• Provision would be located within 'good' or 'outstanding' Ofsted schools.</li> <li>• Potential for new employment opportunities within the area</li> <li>• Reduces pressure on home to school transport.</li> <li>• May attract additional investment from Trusts.</li> <li>• Could support schools with falling numbers who have vacant space.</li> <li>• Would expand our current resourced provision.</li> </ul>	<ul style="list-style-type: none"> <li>• Suitable space would need to be identified and would be subject to planning permission.</li> <li>• The LA could be investing in a Trust owned building.</li> <li>• Trusts could say they do not want to run provision in the future after investment on the site.</li> <li>• Additional staff parking could be needed.</li> </ul>
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**Model 4: Mill Ford – Refurbishment and Remodelling**

Based on the available funding it may not be possible to replace Mill Ford. As the building is in poor condition the proposal is therefore to refurbish and reconfigure the existing building in the short term. Design and feasibility work has commenced to determine what is possible within the existing fabric of the building. Full conditions surveys, mechanical and electrical survey (M & E), asbestos survey and feasibility studies will be needed to inform the refurbishment and reconfiguration of the building. Due to the restrictions on space and the likelihood of not obtaining planning permission to physically permanently expand the premises the proposal would also consider further use of modular units on the current site. As these are modular, they are not deemed a permanent expansion and it is therefore predicted that planning consent will be achieved.

Previous building condition surveys of Mill Ford have indicated that it would require approximately £580,476.00 to rectify the defective elements within the existing design of the building. If the works were carried out, it would not, in this instance, mean that the building was then fit for purpose, due to its configuration potentially being unsuitable for the current numbers and complexity of the SEND children and staff welfare. Further work would be needed alongside the remedial work to increase the capacity within the school.

A total refurbishment would be required, internal reconfiguration and the addition of modular accommodation onto the existing site. This would then increase the capacity on the existing site.

This would provide additional SLD places within the city.

**Additional Places: 30**

**Estimated Cost of refurbishment: £580k** (Funded via School Conditions fund)

**Estimated Cost of remodelling: circa £1m-£2.5m** subject to design.

**Estimated Timescale: 12 - 36 months.**

<p><b>ADVANTAGES</b></p>	<p><b>DISADVANTAGES</b></p>
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<ul style="list-style-type: none"> <li>• The quality of the building would be improved.</li> <li>• Children and staff would have a building which was suitable for learning.</li> <li>• Capacity will be increased.</li> <li>• Investment will be in an LA maintained building.</li> </ul>	<ul style="list-style-type: none"> <li>• Full conditions surveys would be needed to determine if the building can be refurbished and remodelled.</li> <li>• Some planning permissions may be needed.</li> <li>• Construction work may have to take place during term time which would disrupt the students and staff.</li> <li>• Significant spend on a building which may need to be fully replaced.</li> </ul>
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### Model 5: Expand our current Special School provision.

This section outlines a variety of expansion options.

There is limited capacity for external building work to expand our current special school estate due to the nature of the sites they are occupying. Expansion therefore needs to be a combination of external work where possible and internal reconfiguration.

#### Brook Green

Brook Green does not have space on its current site to commence a building expansion programme externally. However, the new head has expressed an interest in developing plans to reconfigure the internal space within the school to allow for more school places.

This would provide additional MLD/SEMH/ASD places within the city.

**Estimated Additional Places:** 20 subject to planning and design

**Estimated Cost:** circa £230,000 - £380,000 subject to feasibility and design.

**Estimated Timescale:** 12-18 months. (The school have asked if we can allow some time for them to stabilise the new leadership team before any planning work commenced.)

#### Cann Bridge

Cann Bridge has already been expanded with the addition of modular accommodation onto the site to increase the capacity by 16 places, there is currently no further external space to expand on their site. The LA are exploring other options with the head to reconfigure some of the internal space to increase capacity.

This would provide additional SLD places within the city.

**Estimated Additional Places:** 8

**Estimated Cost:** circa £30,000 - £65,000 subject to feasibility and design.

**Estimated Timescale:** 6-12 months.

#### Courtlands

Courtlands is part of Transforming Futures Trust. They currently do not feel they are in a position to expand the number of places that they can offer. However, they would like to revisit this in 12 months' time.

**Estimated Additional Places:** 8-10

**Estimated Cost:** circa £75,000 subject to feasibility and design.

**Longcause**

Longcause does have capacity to expand on its current site. This would involve internal remodelling of a small space within the school for September 2024, the addition of modular accommodation and complex internal remodelling of the existing accommodation. Currently the school is over its recommended capacity of 85 and there has been a plan in place to reduce the current numbers to bring them back within range. This option would enable the school to increase from the current 103 (academic year 2024/25) to 120.

As the largest area of need for the city is for SLCN/ASD places this would build capacity within this designation.

**Estimated Additional Places:** 17 additional places on top of current 103 (35 in addition to capacity of 85)

**Estimated Cost:** circa £1.5m-£2.57m

**Estimated Timescale:** 6 - 36 months.

**Mount Tamar**

Mount Tamar is part of Transforming Futures Trust. Mount Tamar has already secured support from the Department for Education to rebuild part of their building on the main site. This rebuild will replace an existing building and will provide high quality educational accommodation for the current children and staff. The LA is not financially supporting this building programme however we are supporting the development of additional places. The LA is working with the Trust to expand the overall number of places available on the main site. This will include places within the new build, once it is complete, and places within the rest of the school.

This would provide additional SEMH/ASD places withing the city.

**Estimated Additional Places:** 10 – 20 depending on phase of education.

**Estimated Cost:** No predicted capital cost required.

**Estimated Timescale:** 6-18 months. Depending on the current building programme.

ADVANTAGES OF EXPANDING OUR CURRENT SPECIAL SCHOOL PROVISION	DISADVANTAGES OF EXPANDING OUR CURRENT SPECIAL SCHOOL PROVISION
<ul style="list-style-type: none"> <li>• The quality of the building would be improved.</li> <li>• Capacity will be increased.</li> <li>• There will be a reduction in the need for ISP placements.</li> <li>• Children would not need to be transported out of the area to access learning.</li> </ul>	<ul style="list-style-type: none"> <li>• Some planning permissions may be needed.</li> <li>• Construction work may have to take place during term time which would disrupt the students and staff depending on the level of expansion.</li> </ul>

**Model 6: Special School Nursery Provision.**

**Woodlands – Nursery Provision**

Woodlands do have capacity to expand on their current sites. There is currently space within the school which had previously been a short breaks residential unit run by the school which closed. This area could be remodelled enabling an additional 20 early years places to be provided.

Currently we are not seeing any pressure for places for school aged children to attend Woodlands.

There is however a need for early years SEND assessment nursery provision within the city. This option would need to be explored further but would support children without an EHCP who appear to be on the pathway to a special school. It would enable robust specialist assessment of their needs to take place quickly to ensure that they have the right packages of support in place to either support them within a mainstream setting or to identify early the type of specialist provision that is needed.

Several options have previously been explored for the vacant part of the school, however due to accessibility being limited and area only accessible via the Woodlands School premises these have previously not been possible/viable. A viable option it to expand the school into this unused space to provide early years places.

**Additional Places:** 20

**Estimated Cost:** circa £100,000 - £250,000 subject to design.

**Estimated Timescale:** 12 - 24 months.

ADVANTAGES	DISADVANTAGES
<ul style="list-style-type: none"> <li>• Would be a good use of existing space within the school.</li> <li>• Would provide specialist assessment early years provision.</li> <li>• Would facilitate quick assessment of early years children to determine what level of support they would need.</li> <li>• Would be under a strong SEND leadership and delivered by an Ofsted 'good' school.</li> <li>• Investment would be in an LA maintained building.</li> </ul>	<ul style="list-style-type: none"> <li>• Suitable space would need to be adapted to accommodate the needs of children.</li> <li>• Additional staff parking could be needed.</li> <li>• Traffic in the area may increase at school drop off and pick up times.</li> </ul>

**Model 7: Longcause – Additional Building**



An opportunity to purchase an existing building adjacent to Longcause has arisen. This is a grade II listed building and would need internal remodelling to bring the accommodation up to specification. There are other examples around the county of special schools that are within listed buildings and the accommodation has successfully been adapted to meet the needs of SEND pupils. If this option was pursued, this could provide an additional 100 places for Longcause subject to planning and design. It would also give the option to include a SEND training facility for Plymouth where young people could expand their skills to equip them for adulthood and/or a staff professional development centre.

This piece of work is at its very early stages. If agreement is made to consider purchasing this building it would be subject to feasibility studies, surveys, planning and design work.

As the largest area of need for the city is for SLCN/ASD places this would build capacity within this designation.

**Additional Places:** 100

**Estimated Purchase of Building:** £1.2m

**Estimated Remodelling Cost:** circa £2.2m-£3.2m

**Estimated Timescale:** 12 - 36 months.

ADVANTAGES	DISADVANTAGES
<ul style="list-style-type: none"> <li>• Capacity within the city will be increased.</li> <li>• New building would be part of the LA educational estate.</li> <li>• Location of building is next to existing special school.</li> <li>• Would be under a strong SEND leadership and delivered by an Ofsted 'good' school.</li> <li>• Building could be developed in further in the future to establish a post 16 training provision.</li> </ul>	<ul style="list-style-type: none"> <li>• The LA would have to purchase the building and would need full conditions surveys would be needed to determine if the building can be refurbished and remodelled.</li> <li>• Some planning permissions may be needed.</li> <li>• The building is grade II listed so planning would have to take this into account.</li> <li>• It would take time to purchase and refurbish the building.</li> <li>• There would be an impact on traffic in the area as capacity increases.</li> </ul>

### Model 8: Mill Ford – Replacement School

This option would see a special school being built which could expand current provision for SLD and would relocate existing provision. This would be a new build so a suitable site would need to be identified. The Dunstone site could be utilised for this option. This option would replace Mill Ford which is in need of replacement due to its current condition.

The condition and fabric of the current Mill Ford building is poor. There have been proposals to replace the building for several years, however these have not been approved to enable them to progress. If a new school is built to replace Mill Ford this option could



provide an additional 50 - 100 SLD, PMLS spaces depending on the design. Mill Ford could then relocate into the new building from their existing site. This would then free up the current Mill Ford site for future educational development or for disposal.

Initial designs were completed and identified a minimum capacity of 150 places and designs had identified that a potential 180 pupils with an overarching target of 200 pupils could be achieved, as this would be the most cost effective and least disruptive method for delivery. This option means that Mill Ford would have an additional 50-100 places depending on design.

*This option could be in place by 2028 subject to planning and building permissions.*

This would provide additional SLD and PMLS places withing the city.

**Estimated Cost:** circa £27m - £35m subject to planning and design.

**Estimated Timescale:** 2-3 years to finalise the designs and deliver the final project.

**The current available funding is £13m. To enable this option to be carried out additional funding would need to be identified. The option would encompass the modifications that are required for Mill Ford’s current students and staff. Additional capacity would still need to be built in other special schools to meet other designation of needs.**

ADVANTAGES	DISADVANTAGES
<ul style="list-style-type: none"> <li>• Capacity within the city will be increased.</li> <li>• New building would be part of the LA educational estate.</li> <li>• Would be under a strong SEND leadership and delivered by an Ofsted ‘good’ school.</li> <li>• A new build would provide high quality learning space for children and staff currently at Mill Ford.</li> <li>• Would use a site that is already available.</li> </ul>	<ul style="list-style-type: none"> <li>• A new build will take several years before it could open.</li> <li>• Significant additional funding would need to be identified.</li> <li>• Planning permission would be needed.</li> <li>• There would be an impact on traffic in the area as capacity increases.</li> </ul>

## 18. Recommendations for SEND Development and Growth:

Approval of the SEND Sufficiency Plan will form the basis of a SEND Estate Plan that will increase the capacity of SEND provision and will maintain the SEND estate whist having the flexibility to constrict if the data shows a sustained decline in pupil numbers.

### Summary of models and order of prioritisation

#### Priority One

Our first priority should be to expand our childcare provision across the city to ensure that Plymouth has adequate places to accommodate the increase in the number of families who will be able to access free early years places.

<b>ADDITIONAL SEND PROVISION ACROSS ALL DESIGNATION OF SEND</b>			
<b>Provision</b>	<b>Estimated additional places</b>	<b>Estimated Costs</b>	<b>Timescale in months</b>
<b>Model 1 – Childcare capital expansion</b>			
Childcare expansion – grant applications	200	£20k per setting	2 to 4
<b>Total</b>		<b>£435,000</b>	

*This is funded from the Childcare Expansion Grant and would be totally funded from within the £435k that has been allocated to the city.*

### Priority Two

Some small-scale realignment has already taken place within two of our special schools to increase capacity for September 2024 for SLD/MLD/SLC and ASD. To increase the number of SLD/PMLD places for September 2024 further and to relieve the site pressures it is recommended that a satellite provision is established for Mill Ford.

A site has already been identified within one of our trust schools and the trust are keen to work with Mill Ford to offer an inclusive and integrated experience for the children who attend. They would like to plan for integration of the special school children into the day-to-day life of the school and both the trust and Mill Ford see this opportunity as a rich development experience for both children and staff. Currently the satellite provision would be established for an initial period of 2 years. This will also allow development work to take place within Mill Ford to improve the building and increase capacity on their main site.

<b>ADDITIONAL SEND PROVISION FOR SLD/PMLD</b>			
<b>Provision</b>	<b>Estimated additional places</b>	<b>Estimated Costs</b>	<b>Timescale in months</b>
<b>Model 2 – Mill Ford Satellite Provision</b>			
Mill Ford - satellite	20-30	£100k - £200k	2 to 4
<b>Estimated cost of this option from the HNPCA</b>		<b>£100k-£200k</b>	

### Priority Three

To promote inclusion and to give children access to specialist support within the area of the city that they live we should prioritise the development of additional resourced provision across the city. These would allow for children with SEND to be educated within a mainstream setting and would promote inclusion.

<b>ADDITIONAL SEND PROVISION FOR NEURODIVERSITY/SLC/ASD</b>			
<b>Provision</b>	<b>Estimated additional places</b>	<b>Estimated Costs</b>	<b>Timescale in months</b>
<b>Model 3 – Resourced Provision</b>			
5 new Resourced Provisions	50-75 total within 5 provisions	£1,75m to £3m total for all 5	18-24
<b>Estimated cost of this option from the HNPCA</b>		<b>£1.75m - £3M</b>	

### Priority Four

If additional funding became available to rebuild Mill Ford this would take some considerable time. We must therefore refurbish and reconfigure the existing site to provide a high quality environment for both staff and students.

<b>ADDITIONAL SEND PROVISION FOR SLD/PMLD</b>			
<b>Provision</b>	<b>Estimated additional places</b>	<b>Estimated Costs</b>	<b>Timescale in months</b>
<b>Model 4 – Mill Ford reconfiguration and refurbishment</b>			
Mill Ford -reconfiguration	30	£1m - £2.5m	12 to 36
Mill Ford -refurbishment	<b>Funded from Conditions Grant</b>	£580k	
<b>Estimated cost of this option from the HNPCA</b>		<b>£1m - £2.5m</b>	

### Priority Five

To increase capacity across all designation of SEND within Plymouth then a programme of expansion is needed with the majority of our special schools. This will increase the number of spaces available to children and young people within the city and will reduce the use of ISP provision.

<b>ADDITIONAL SEND PROVISION FOR SEMH/MLD/SLCN/ASC/SLD/PMLD</b>			
<b>Provision</b>	<b>Estimated additional places</b>	<b>Estimated Costs</b>	<b>Timescale in months</b>
<b>Model 5 – Expansion of Current Special School Provision</b>			
Brook Green expansion	20	£230k-£380k	12 to 18
Cann Bridge expansion	8	£30k - £65k	6 to 12
Courtlands expansion	8-10	£75K	Delayed start
Mount Tamar expansion	20	£0	6 to 18

Longcause – reconfiguration and expansion	17 above 103 = 35 above 85 PAN	£1.5m - £2.57m	6 to 36
<b>Estimated cost of this option from the HNPCA</b>		<b>£1.76m- £3.09m</b>	

### Priority Six

To help to reduce the demand for special school places it is important that children are assessed as early as possible so that robust packages of support can be put in place within a mainstream setting. The provision of an early years assessment setting would enable these children to be assessed quickly by specialist.

<b>ADDITIONAL SEND ASSESSMENT PROVISION FOR EARLY YEARS ACROSS ALL SEND DESIGNATIONS</b>			
<b>Provision</b>	<b>Estimated additional places</b>	<b>Estimated Costs</b>	<b>Timescale in months</b>
<b>Model 4 – Special School Nursery Provision</b>			
Woodlands nursery	20	£100k - £250k	12 to 24
<b>Estimated cost of this option from the HNPCA</b>		<b>£100k-£250k</b>	

### Priority Severn

To increase capacity for children with SLCN and ASC further that consideration should be taken to purchasing an additional building. Not only would this site allow for increased school age places the site could in the future also be used to develop a SEND training centre for post 16 young people to equipment then for adulthood.

<b>ADDITIONAL SEND PROVISION FOR SLCN/ASC</b>			
<b>Provision</b>	<b>Estimated additional places</b>	<b>Estimated Costs</b>	<b>Timescale in months</b>
<b>Model 7 – Longcause additional Building</b>			
		£1.2 purchase	12 to 36
Longcause - new building	100	£2m - £3m internal works	
<b>Estimated cost of this option from the HNPCA</b>		<b>£2.2m - £3.2m</b>	

### Priority Eight

Although currently additional funding is not available the condition of Mill Ford may mean that refurbishment of the building is not viable option and further consideration may be needed to build a replacement school subject to securing additional funding.

<b>ADDITIONAL SEND PROVISION FOR SLD/PMLD</b>			
<b>Provision</b>	<b>Estimated additional places</b>	<b>Estimated Costs</b>	<b>Timescale in months</b>

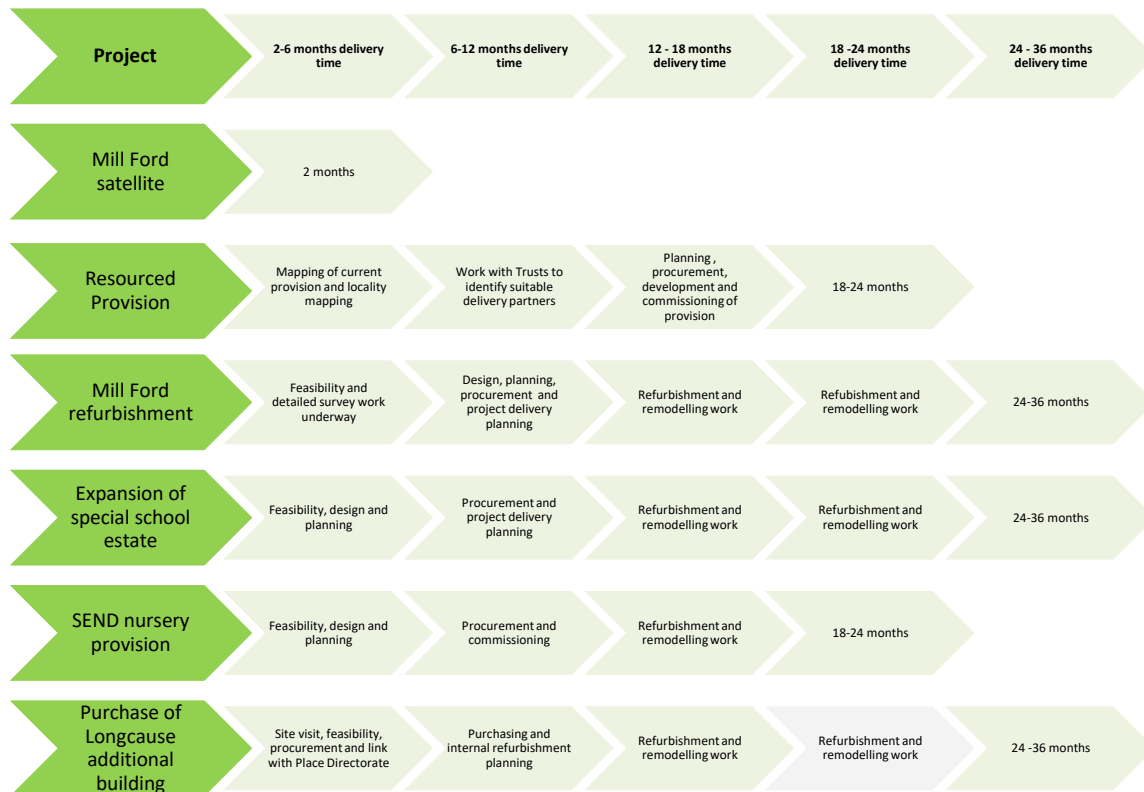
<b>Model 2 – Replacement new School for Mill Ford</b>			
Mill Ford - new build	50-100	£27m - £35m	24 to 36
<b>Total</b>		<b>£27m - £35m</b>	

## 19. Implications for HNPCA Fund:

All options and delivery models outline above with the exception of the building of a replacement special school for Mill Ford can be funded from within the existing HNPCA fund.

<b>COST OF PROPOSED MODELS FUNDED FROM HNPCA</b>			
Expansion Model		From	To
Model 2	Mill Ford Satellite	£100,000.00	£200,000.00
Model 3	5 Resourced Provisions	£1,750,000.00	£3,000,000.00
Model 4	Mill Ford Reconfiguration	£1,000,000.00	£2,500,000.00
Model 5	Expansion of current estate	£1,760,000.00	£3,095,000.00
Model 6	Nursery provision	£100,000.00	£250,000.00
Model 7	Purchase Longcause additional building	£2,200,000.00	£3,200,000.00
<b>Total Spend</b>		<b>£6,910,000.00</b>	<b>£12,245,000.00</b>
<b>Available HNPCA</b>		<b>£13,020,515.49</b>	

## Timeline for delivery:



## 20. Legal:

The Council may provide capital funding to any state school to cover construction works / equipment to support SEND provision. To ensure that the completed structure / equipment continue to be used for the desired SEND purposes rather than other education purposes, the capital could be provided by means of a grant or secured loan. The grant / loan would need to be subject to specific conditions controlling the ongoing use of the assets, a breach of which would necessitate repayment of the capital funding.

In the case of maintained schools, the relevant agreement would be enforceable against the Governing Body; and for other state schools, against the relevant corporate body (e.g. charitable company in the case of Academy).

To cover the situation of a maintained school subsequently becoming an Academy, the grant agreement / loan could provide for the loan to be called in; or assigned to the new governing body, therefore ensuring the capital asset continues to be used for the intended purposes.

The Academy Trust Handbook (2023), states that in the case of a loan agreement to an Academy, the Trustees would need to obtain Education and Skills Funding Agency’s prior approval to a secured loan regardless of the interest rate.

## **Assumptions**

Changes made to accommodate additional pupils will have an effect on staffing and staff facilities. Additional pupils may increase staffing levels above the standard staffing level for the facilities in the building. When only the additional pupils are considered, it can lead to loss of adequate and suitable staff space and increase risks in safeguarding and health and safety.

## **Considerations**

Building regulations and industry changes are inflating the costs annually.

Net Zero and the Green Agenda both inflate costs to meet changing requirements.

The views of the Highways Agency need to be taking into account regarding increased traffic due to parents/carers dropping off and collecting pupils at peak periods causing traffic to slow down in certain areas. Consideration will also have to be taken for the higher level of support staff that can be required at a special school which cater to the pupil's individual requirements and that this can cause residential areas to become congested due to staff parking off site.

It is clear that extra capacity must be found in the SEND estate to meet increasing demand.

In order to develop and finalise the SEND Sufficiency Plan a number of decisions based on the points contained within this document will need to be made and then a scope and programme can be finalised.

It should be recognised from the outset that this will have to be a phased delivery approach and that any construction or remodelling of the estate will take time due to the various phases of approvals, funding, architectural designs, planning permission, procurement, tender period, contractor selection and finally construction. Most of these will apply to both redevelopment of existing stock and new builds.

In reviewing the pupil space any planning and developments must also review staff space and welfare facilities, this could reduce pupil numbers, however the employer has a duty of care to employees.

There is not a large supply of building land available which is suitable for Education, most having previously been sold off for housing developments following amalgamations and expansions to new sites.

## Appendix A

### Building Bulletins (SEND)

#### Building Bulletin 77: Designing for Pupils with Special Educational Needs, Special Schools 1992

In 1992 the Government identified that approximately 15–20% of all pupils, have some form of SEN or disability, over a given period of time.

- National average figures show that 3% of all pupils have statements of special educational need. This varies across LEAs, however, from less than 0.5% to more than 4.5%.
- Over 50% of all pupils who have statements of special educational need attend their local community mainstream schools.
- Overall, approximately 1.6% of all pupils who have SEN attend a special school.
- As an outcome of medical advances, a higher percentage of children with profound physical, health or complex needs are surviving and have a much longer life expectancy.
- The development of early-intervention programmes for children may reduce the impact of disability on their educational and life opportunities.
- There is a perceived increase in the number of pupils who have behaviour, emotional and social difficulties and those whose needs fall within the autistic spectrum.

**Table 12: Recommended areas for general-teaching class bases**

Phase	Pupil numbers	Area m <sup>2</sup>
Special school (MLD/complex needs/SLD/ASD PMLD)		
Early years	varies	75
Primary	6–8	65
Secondary	6–8	65
Special school – BESD		
Primary KS 1	6–8	65
Primary KS 2	6–8	55
Secondary	6–8	55

(Note: in KS 1 there may be a need for play activities due to developmental delay).

**Table 11: Typical occupancy levels for staff and pupil groups**

Type of SEN	Pupil number in a class for one teacher
BESD	6 – 8
PD	6 – 8
VI	6–10
HI	6–10
SLCN	6–10
MLD/complex needs	6–10
SLD	6–8
ASD	1–8
MSI	5–7
PMLD	5–7

Source: DfES Circular 11/90 Staffing for pupils with special educational needs 13 December 1990  
2024 SEND Sufficiency Plan



**Building Bulletin 91: Access for Disabled People to School Buildings 1999**

**Building Bulletin 94: Inclusive School Design 2001**

BB94 provides advice and guidance on the challenges posed when accommodating pupils with special educational needs and disabilities in mainstream schools.

2008 - BB102

- Eight and 15 children with moderate needs
- Six and eight children with severe to profound needs
- Four and six children with profound needs only

Table 7: Classrooms – primary special		
Typical range of needs	Number of children	Area m <sup>2</sup>
<b>A. BESD</b>		
Early years/Reception	6–8	65
KS1 and KS2	6–8	52
<b>B. MLD/SLD/SLCN/ASD</b>		
Early years/Reception	8–10	65
KS1 and KS2	8–10	60
<b>C. MLD/SLD/SLCN/ASD/under 50% PMLD</b>		
Early years/Reception	6–8	70
KS1 and KS2	6–8	60
<b>D. MLD/SLD/SLCN/ASD over 50% PMLD</b>		
Early years/Reception	6–8	75
KS1 and KS2	6–8	65

Table 18: Typical general teaching spaces - secondary special		
Typical range of needs	Number of children	Area m <sup>2</sup>
<b>A. BESD</b>		
	6 – 8	52
<b>B. MLD/SLD/SLCN/ASD</b>		
	8–10	60
<b>C. MLD/SLD/SLCN/ASD/less than 50% PMLD)</b>		
	6 – 8	60
<b>D. MLD/SLCN/ASD/SLD more than 50% PMLD</b>		
	6 – 8	65

BB102 Aside from identifying teaching spaces for pupils, the document also identified additional types of spaces necessary to support the pupils needs.

**Table 27: Typical medical and therapy spaces – special schools**

Space	Area m <sup>2</sup>
Medical room	15–25
School nurse	15–20
Store – sundries	2 – 4
Store – oxygen cylinders	2 – 4
Physiotherapy/shared use for therapy	25–30
Store	4–10
Speech and language therapy	12–15
Audiology	20–24
Observation room	10–12
Audiology technician	20–30
VI resource	40–60
VI technician	16–20
VI mobility training room	20–50
Sensory room	12–24
Sensory studio	50–60
Hydrotherapy	85
Warm water pool	144
Soft play	24–30
Social/recreational	50–60
Social skills	20–25

**2018 - BBI04**

The Building Bulletins directly impact on the teaching areas and the space required per pupil based on their SEND needs.

*Tribunals generally only refer to the current Building Bulletin pupil space requirements and not the guidance at the time of the build. The tables above, taken from the Building Bulletins, identify the changes in government thinking and designs for Special Needs Education. This, together with the increasing complexity of the pupils, works against the LA and the pupils.*

*How SEND impacts on area Special schools, AP, SRP and Units all require more area per pupil place than mainstream schools because:*

- *pupils are taught in smaller groups, averaging around 8 to 12 and as low as 4 to 6 where pupils need extensive support.*
- *staff to pupil ratios are higher, particularly in a special school where 2 or 3 teaching assistants or support staff work alongside the teacher or give support in a separate space.*
- *pupils who use wheelchairs or other mobility aids need more movement space and space to store their equipment when not in use (some pupils may use up to three different pieces of mobility equipment during the school day for medical and functional reasons) 4.*
- *disabled pupils need facilities for physiotherapy (which can require specialist equipment such as a hoist) as well as specialist changing facilities.*
- *pupils who are easily agitated often need more personal space around them.*
- *pupils in special schools and AP need individual teaching, counselling and therapy, requiring a range of small spaces.*

- visiting professionals, such as speech and language therapists, need access to a desk space and storage in addition to the teaching areas.

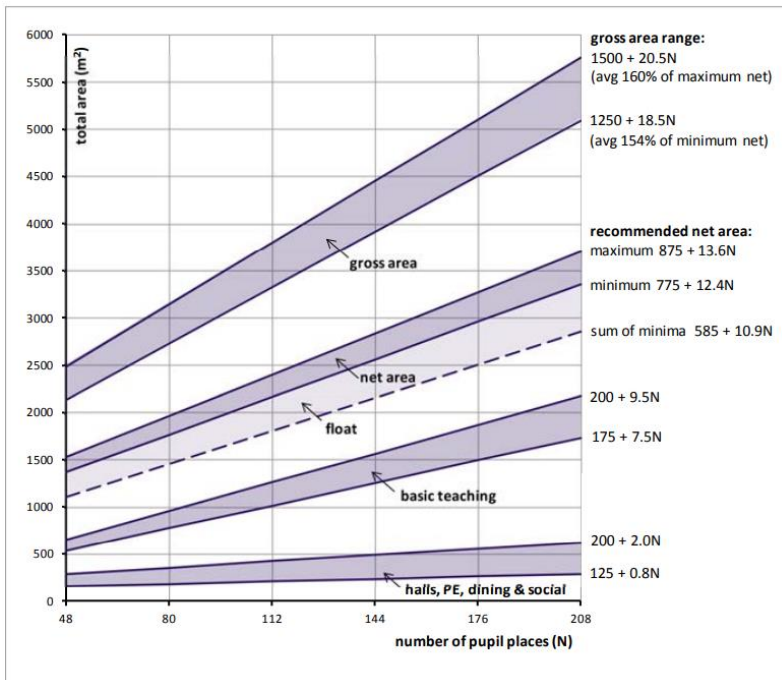
**Co-location**

A special school sharing a site with a mainstream school allows pupils to interact and can give special school pupils access to a wider range of facilities. However, the special school’s teaching area should remain the same to ensure pupils have guaranteed access to their curriculum. Some non-teaching spaces such as the commercial kitchen and premises manager’s office can be shared resulting in an area reduction of up to around 75m<sup>2</sup>. However, co-location may not always be appropriate where, for example, it may be more effective for pupils with behavioural difficulties to be educated away from their peers.

**Split sites**

A special school is occasionally on more than one site, e.g. where it has a primary and a secondary department or where two special schools have combined to form one establishment. Where a significant part of a school is provided in buildings on more than one site extra area may be needed, to allow for the replication of key resources. This is unlikely to be more than 75m<sup>2</sup> gross, for administrative and kitchen facilities, depending on the distance between sites and the facilities on each site. Distance between sites is likely to be more of an issue for a special school than for a mainstream school.

- Net area which is the usable area and comprises basic teaching area; halls, PE, dining and social spaces; learning resource areas; staff and administration; and storage.
- Non-net area which supports the functioning of the building, and includes toilets and personal care facilities, commercial kitchens, circulation, plant and internal walls.
- Supplementary area (including net and non-net), such as a community health or counselling centre.




**Staff and administration in special schools and AP**

*The total staff and administration area for a special school should include:*

- a general office for administrative staff, with storage for confidential records in FF&E, a reception desk onto the reception area, and the option of a second reception desk onto a part of the school open to pupils.*
- a secure reception area for visitors, with access to the rest of the school controlled by the office staff (this net area is for seating and display, over and above the circulation space through the entrance/ reception space).*
- an interview room, ideally accessed from the entrance foyer or reception area, along with an accessible visitors' toilet, so that they can be used by visitors without them entering the main school.*
- a headteacher's office of about 15m<sup>2</sup>; • a meeting/training room for case meetings, staff training, etc;*
- a parents' room which could also be used as a second meeting room.*
- preparation and social space for teaching staff, usually in the form of a central staff room for work and social use including a kitchenette.*

# EQUALITY IMPACT ASSESSMENT – SPECIAL EDUCATIONAL NEEDS AND DISABILITIES SUFFICIENCY PLAN 2024-2030

## SECTION ONE: INFORMATION ABOUT THE PROPOSAL

<b>Author(s):</b> The person completing the EIA template.	Amanda Paddison	<b>Department and service:</b>	Education, Participation and Skills – Access to Learning	<b>Date of assessment:</b>	22/08/24
<b>Lead Officer:</b> Head of Service, Service Director, or Strategic Director.	Amanda Paddison	<b>Signature:</b>		<b>Approval date:</b>	29/08/24
<b>Overview:</b>	This EIA is in relation to the expansion of the city’s Special Educational Needs and Disabilities (SEND) provision within the City. Plymouth currently has insufficient SEND capacity within the city. Children are being placed in independent special school provision outside of the city to meet their needs due to capacity pressures. This does not fit with our ambition as a city to educate children close to their homes in high quality educational provision and is putting additional financial pressures on the designated schools grant. The SEND Sufficiency Plan sets out our ambition to expand our current provision to meet a range of needs within Plymouth.				
<b>Decision required:</b>	To agree Plymouth City Council Special Educational Needs and Disabilities Sufficiency Plan and the proposals to expand provision within the city.				

## 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>	X
<b>Potential internal impacts:</b> Does the proposal have the potential to negatively impact Plymouth City Council employees?	<b>Yes</b>		<b>No</b>	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 three)	<b>Yes</b>		<b>No</b>	X
If you do not agree that a full equality impact assessment is required, please set out your justification for why not.	This plan seeks to improve and expand SEND provision within the city, and therefore will positively impact.			

**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
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<p><b>Age</b></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>(2021 Census)</p> <p>The total number of primary school children in Plymouth continues to drop due to a declining birth rate with 2022/23 being the lowest recorded up to that point at 2417.</p>	<p>No adverse impact</p>	<p>No actions required</p>	<p>No actions required</p>
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<p><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).</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>	<p>No adverse impact</p>	<p>No actions required</p>	<p>No actions required</p>
<p><b>Disability</b></p>	<p>9.4 per cent of residents in Plymouth have their activities limited ‘a lot’ because of a physical or mental health problem.</p> <p>12.2 per cent of residents in Plymouth have their activities limited ‘a little’ because of a physical or mental health problem (2021 Census)</p>	<p>No adverse impact</p>	<p>No actions required</p>	<p>No actions required</p>



<p><b>Gender reassignment</b></p>	<p>0.5 per cent of residents in Plymouth have a gender identity that is different from their sex registered at birth. 0.1 per cent of residents identify as a trans man, 0.1 per cent identify as non-binary and, 0.1 per cent identify as a trans women (2021 Census).</p>	<p>No adverse impact</p>	<p>No actions required</p>	<p>No actions required</p>
<p><b>Marriage and civil partnership</b></p>	<p>40.1 per cent of residents have never married and never registered a civil partnership. 10 per cent are divorced, 6 percent are widowed, with 2.5 per cent are separated but still married.</p> <p>0.49 per cent of residents are, or were, married or in a civil partnerships of the same sex. 0.06 per cent of residents are in a civil partnerships with the opposite sex (2021 Census).</p>	<p>No adverse impact</p>	<p>No actions required</p>	<p>No actions required</p>
<p><b>Pregnancy and maternity</b></p>	<p>The total fertility rate (TFR) for England was 1.62 children per woman in 2021. The total fertility rate (TFR) for Plymouth in 2021 was 1.5.</p>	<p>No adverse impact</p>	<p>No actions required</p>	<p>No actions required</p>

<p><b>Race</b></p>	<p>In 2021, 94.9 per cent of Plymouth’s population identified their ethnicity as White, 2.3 per cent as Asian and 1.1 per cent as Black (2021 Census)</p> <p>People with a mixed ethnic background comprised 1.8 per cent of the population. 1 per cent of the population use a different term to describe their ethnicity (2021 Census)</p> <p>92.7 per cent of residents speak English as their main language. 2021 Census data shows that after English, Polish, Romanian, Chinese, Portuguese, and Arabic are the most spoken languages in Plymouth (2021 Census).</p>	<p>No adverse impact</p>	<p>No actions required</p>	<p>No actions required</p>
<p><b>Religion or belief</b></p>	<p>48.9 per cent of the Plymouth population stated they had no religion. 42.5 per cent of the population identified as Christian (2021 Census).</p> <p>Those who identified as Muslim account for 1.3 per cent of Plymouth’s population while Hindu, Buddhist, Jewish or Sikh combined totalled less than 1 per cent (2021 Census).</p>	<p>No adverse impact</p>	<p>No actions required</p>	<p>No actions required</p>
<p><b>Sex</b></p>	<p>51 per cent of our population are women and 49 per cent are men (2021 Census).</p>	<p>No adverse impact</p>	<p>No actions required</p>	<p>No actions required</p>
<p><b>Sexual orientation</b></p>	<p>88.95 per cent of residents aged 16 years and over in Plymouth describe their sexual orientation as straight or heterosexual. 2.06 per cent describe their sexuality as bisexual, 1.97 per cent of people describe their sexual orientation as gay or lesbian. 0.42 per cent of residents describe their sexual orientation using a different term (2021 Census).</p>	<p>No adverse impact</p>	<p>No actions required</p>	<p>No actions required</p>

**SECTION FOUR: HUMAN RIGHTS IMPLICATIONS**

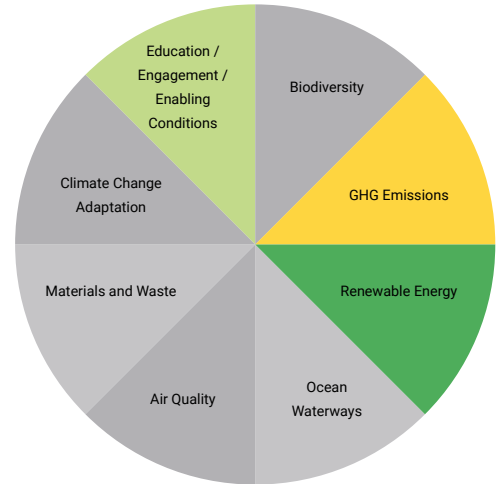
Human Rights	Implications	Mitigation Actions	Timescale and responsible department
	No adverse impact	No actions required	No actions required

**SECTION FIVE: OUR EQUALITY OBJECTIVES**

Equality objectives	Implications	Mitigation Actions	Timescale and responsible department
<p><b>Work together in partnership to:</b></p> <ul style="list-style-type: none"> <li>▪ promote equality, diversity and inclusion</li> <li>▪ facilitate community cohesion</li> <li>▪ support people with different backgrounds and lived experiences to get on well together</li> </ul>	No adverse impact	No actions required	No actions required
<p><b>Give specific consideration to care experienced people to improve their life outcomes, including access to training, employment and housing.</b></p>	No adverse impact	No actions required	No actions required
<p><b>Build and develop a diverse workforce that represents the community and citizens it serves.</b></p>	No adverse impact	No actions required	No actions required
<p><b>Support diverse communities to feel confident to report crime and anti-social behaviour, including hate crime and hate incidents, and work with partners to ensure Plymouth is a city where everybody feels safe and welcome.</b></p>	No adverse impact	No actions required	No actions required

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# Plymouth City Council Special Educational Needs and Disabilities Sufficiency Plan FINAL



**Assessment ID:** PLY459

**Assessment Author:** Amanda Paddison

## Assessment Project Summary:

This plan will address the current status of the Special Educational Needs and Disabilities (SEND) provision within the City and the challenges that the City faces with increasing demand for specialist provision. It sets out options for the future of SEND provision within Plymouth.

## Assessment Final Summary:

Expansion of SEND provision within the city is at its early stages. Once detailed project plans are developed these will take into account implications for the surrounding areas, the city and the climate as a whole. There will be some short term impact during the construction phase but this will be kept to a minimum. wherever possible Once construction is completed the impact will be reduced further.

## Biodiversity Score: 2

**Biodiversity Score Justification:** The expansion of special educational provision will be predominately on existing educational sites. There may be some short term impact during construction .

**Biodiversity Score Mitigate:** Yes

## Biodiversity Revised Score: 3

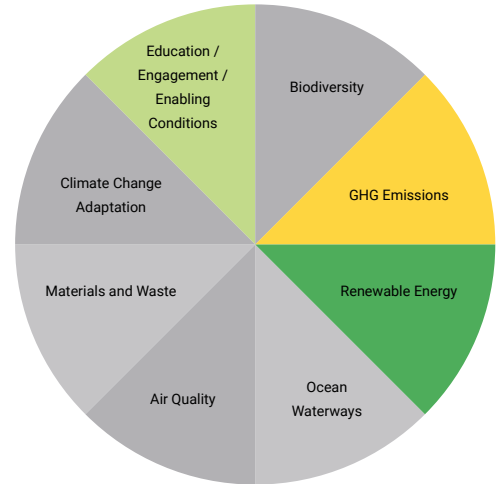
**Biodiversity Revised Score Justification:** Ensure robust work plans are in place to minimise construction disruption to the surrounding areas and areas adjacent to any external construction works.

## GHG Emissions Score: 2

**GHG Emissions Score Justification:** There will be an increase in emissions connected to construction works and increased temporary changes to traffic patterns during the construction phase of the projects. There will be some long term increases as more children will be attending the settings and this could lead to an increase in traffic in the area

**GHG Emissions Score Mitigate:** Yes

# Plymouth City Council Special Educational Needs and Disabilities Sufficiency Plan FINAL



**GHG Emissions Revised Score: 2**

**GHG Emissions Revised Score Justification:** Project plans will schedule construction work to keep emissions to a minimum and reduce additional traffic to the area as much as possible. Sustainable travel will be promoted with parents to keep traffic to a minimum once the project is complete.

**Renewable Energy Score: 4**

**Renewable Energy Score Justification:** Plans and construction will utilise renewable energy sources wherever possible eg, the use of solar energy.

**Renewable Energy Score Mitigate: Yes**

**Renewable Energy Revised Score: 5**

**Renewable Energy Revised Score Justification:** Renewable energy sources will be part of the building design

**Ocean and Waterways Score: 2**

**Ocean and Waterways Score Justification:** Additional students and staff will be accessing the sites which will result in more water needing to be treated as sewage.

**Ocean and Waterways Score Mitigate: Yes**

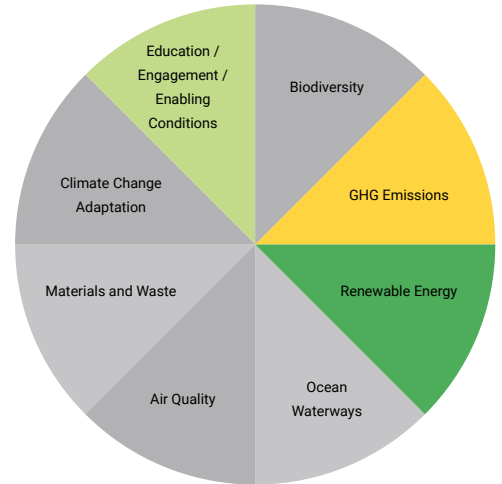
**Ocean and Waterways Revised Score: 3**

**Ocean and Waterways Revised Score Justification:** Additional waste water treatments will be put in place if the current infrastructure can not cope with the increased capacity.

**Air Quality Score: 2**

**Air Quality Score Justification:** There will be additional traffic accessing the area due to the increased capacity of educational provision.

# Plymouth City Council Special Educational Needs and Disabilities Sufficiency Plan FINAL



**Air Quality Score Mitigate:** Yes

**Air Quality Revised Score:** 3

**Air Quality Revised Score Justification:** The project will include green landscaping to improve air quality and sustainable transport options will be promoted.

**Materials and Waste Score:** 2

**Materials and Waste Score Justification:** Additional waste materials will be produced during the construction phase.

**Materials and Waste Score Mitigate:** Yes

**Materials and Waste Revised Score:** 3

**Materials and Waste Revised Score Justification:** Waste management plans will be put in place. Once construction is complete waste production will return to normal levels.

**Climate Change Adaptation Score:** 3

**Climate Change Adaptation Score Justification:** An assessment will be conducted to identify any climate change implications.

**Climate Change Adaptation Score Mitigate:** Yes

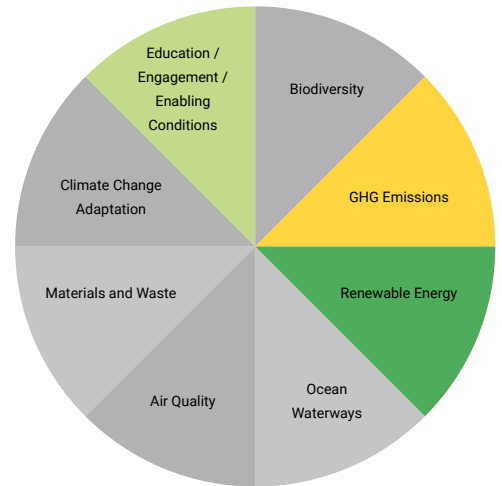
**Climate Change Adaptation Revised Score:** 3

**Climate Change Adaptation Revised Score Justification:** Recommendations from the assessment to reduce any impact on the climate will be put in place.

**Education / Engagement / Enabling Conditions Score:** 4

**Education / Engagement / Enabling Conditions Score Justification:** The project is an expansion of educational provision within the city. Climate changes and the implications of these are

# Plymouth City Council Special Educational Needs and Disabilities Sufficiency Plan FINAL



woven into curriculum subjects.

**Education / Engagement / Enabling Conditions Score Mitigate: Yes**

**Education / Engagement / Enabling Conditions Revised Score: 4**

**Education / Engagement / Enabling Conditions Revised Score Justification:** The LA will work closely with the school or setting to promote climate change.

## Wheel Key

- Long lasting or severe negative impact
- Short term or limited negative impact
- No impact or neutral impact
- Short term or limited positive impact
- Long lasting or extensive positive impact



# Cabinet



Date of meeting:	09 September 2024
Title of Report:	<b>Recommissioning of Adult Care Homes</b>
Lead Member:	Councillor Mary Aspinall (Cabinet Member for Health and Adult Social Care)
Lead Strategic Director:	Gary Walbridge (Strategic Director for Adults Health and Communities)
Author:	Laura Lawrence (Commissioning Officer)
Contact Email:	Laura.lawrence@plymouth.gov.uk
Your Reference:	
Key Decision:	Yes
Confidentiality:	Part I - Official

## Purpose of Report

We are ambitious for our care and support provision in Plymouth to be of high quality, promoting independence as much as possible and enabling our citizens to be able to be cared for safely and with kindness. In order to do this we need to have effective commissioning arrangement in place for a number of different types of accommodation and care, including residential and nursing care homes for adults.

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 December 2025. This is to enable further engagement with the people who use services and the care home providers to determine the future design of services. A contract extension provides time to engage on future service models and procurement options, prepare the market for a procurement process and carry out a procurement.

## Recommendations and Reasons

It is recommended that the Cabinet:

1. Approves the Business Case to extend the current care home contract over a period of 1 year from 1 January 2025 to 31 December 2025;
2. Gives permission for the procurement of new contracts to proceed during 2025, with the award of contracts delegated to the Cabinet Member for Health and Adult Social Care, where they would not already have authority to award within the scheme of delegation.

**Alternative options considered and rejected**

Option	Comments
Do nothing	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  Do nothing is not considered a viable option as it does not address the councils challenges and priorities
Tender the service immediately	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 not taken part in a formal procurement process before; the timeline will allow for us to be able to work with them to prepare them for procurement.

**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 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. This is built into the revenue budget for Adult Social Care.

**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 Briefing Paper							
B	Recommissioning of Adult Care Homes Business Case							
C	Equalities Impact Assessment							
D	Climate Impact Assessment							

**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) <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
Not applicable							

**Sign off:**

Fin	DJN. 24.25. 071	Leg	LS/25 37/kt/ 20.08. 24	Mon Off	N/A	HR	N/A	Asset s	N/A	Strat Proc	JS/SC/060/ CAB/BC/0 824.
Originating Senior Leadership Team member: Emma Crowther, Service Director, Integrated Commissioning											
Please confirm the Strategic Director(s) has agreed the report? Yes Date agreed: 24/06/2024											
Cabinet Member approval: : Councillor Mary Aspinall ( Cabinet Member for Health and Adults Social Care) Approved via email Date approved: 09/08/2024											

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# CARE HOME BRIEFING

Recommissioning of Adult Care Homes, August 2024



*Gloriously ordinary lives...*

*“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.”*

## 1. BACKGROUND

We have 89 care homes for adults within Plymouth, supporting adults who have nursing or residential needs. The current contracts for these services are due to expire on 31 December 2024.

In October 2023, a recommendation to extend the current care home contracts by a period of 1 year from the beginning of January 2024, was taken to Cabinet. The extension was to enable commissioners to conduct provider engagement to inform a future procurement of this type of provision. The providers in this market have very limited to no experience of procurement processes to date.

In the past 12 months alongside our NHS Devon Integrated Care Board partners, we have held a series of provider engagement events which gave commissioners an opportunity to share with providers current thinking around service provision, and to also start a journey of development around future commissioning approach and models of care. This had an initial focus on developing the provision of Complex Dementia Care, looking to understand the challenges to providing this and if there are opportunities for diversification.

It is apparent that there is still a great deal of work to do to reshape services to meet current and future demands prior to starting the procurement process in January 2025.

## 2. NEXT STEPS

What we have learnt from the engagement events so far and some examples of the feedback received:

Environmental factors such as location and layout of buildings are the main reason for not currently supporting individuals with complex dementia care. This was followed by skills, training and then funding, some of their comments.

Care Home providers said, “current funding models can limit providers ability to evolve delivery models by not reflecting the cost of supporting people with complex needs.”

“Meeting the requirements of people with complex and often fluctuating needs is difficult with current staffing levels, often needing a higher staffing ratio or periods of 1-1”.

*“Support from other services (wrap around support) is essential to ensure confidence in meeting the needs of complex residents and having access to the right support at the right time.”*

A new specification for residential care has been drafted and has been shared with the providers and system partners for comment. This includes consideration of the wider system wrap-around needed to support care homes.

We now need to confirm how we intend to commission our care homes to ensure we meet the population needs and fully support the gaps that we have around people who have more complex needs and vulnerabilities.

We are seeking via Cabinet in September to extend the current contract which has a value of approximately £50m for a 12-month period to allow us time to redesign the market in line with our strategic Commissioning intentions.

### **What we will do between now and January 2025:**

- Continue with Commissioner led provider engagement events to ensure providers are aware of the Councils future commissioning intentions and to be an integral part of the Councils intention to redevelop and reshape our offer.
- Continue to build on relationships with other local provision/support to ensure commissioners are closely aligned to local social work teams for example, Admiral Nurse, offer from UHP around head injuries, Care Home Liaison Team.
- Continue to co-produce with providers and partners in shaping ‘wrap-around’ support to enable providers access to prevention and early intervention services quickly.
- Continue to work with partners to develop an ongoing programme of support to the sector – including improving clinical support, supporting recruitment and retention, a package of targeted support to improve services and a wide-ranging training offer ([Hive Training](#)).
- Finalise the service specification.
- Prepare the sector for the procurement exercise.
- Develop a fee model that aligns with current cost pressures to ensure sustainability of the future market (within the constraints of the Council’s revenue budget).
- Look at ways to reinvest money currently spent on 1:1 fees with providers to deliver a substantive workforce that can respond to the needs of more complex individuals.
- Look at the impact of the proposed reduction of discharge to assess (DTA) residential beds and look at alternatives to the capacity this will free-up.
- Look at the impact of a current project to create a new City-wide brokerage service for adult placements.

## BUSINESS CASE

### Recommissioning of Adult Care Homes



#### EXECUTIVE SUMMARY

##### *Gloriously ordinary lives...*

***“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”.***

The vision for Strategic Commissioning is to support our citizens with additional needs and vulnerabilities to be able to live their lives as independently and vibrantly as they wish to, supported where needed by a diverse range of services and opportunities, designed by the people who use them and delivered by a broad choice of partners. Our commissioning plans draw on our data and system intelligence, existing and emerging plans and strategies, alongside the lived experience of those who use services.

This applies to our commissioned residential care homes for adults, where we want to make sure that our most vulnerable citizens are receiving high quality, personalised care, supported by skilled and experienced staff in homes that are safe, warm and welcoming.

There are currently 89 individual care homes for adults 18+ 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 future population needs and continue to support our residents with more complex needs and vulnerabilities and to be well cared for. We will work with Plymouth City Council Housing Delivery team to think about how we develop the buildings/estate to better be able to meet complex needs.

We have an integrated approach with our NHS Devon Integrated Care Board (ICB) partners to jointly commission and monitor care home services, with the Council as lead commissioner and NHS ICB Devon as an Associate Commissioner.

Plymouth City Council & NHS Devon ICB has joint contracts in place with all 89 care homes across Plymouth which allows for placements to be made through a pre-placement agreement and includes care homes across the city and also out of area for residential care, nursing care, and NHS Continuing Healthcare (CHC).

The joint contract was initially a three year contract from 2018 with an option to extend for a further two years.

The current contracts are due to expire 31st December 2024 and this paper recommends a further period of extension for an additional year to allow time for the redesign and procurement of the service including ongoing engagement and collaboration with those who use these services as well as those who provide them. There has never been a tender process for care homes as this has historically always been managed through an open market. In October 2024, the Procurement Act 2023 regulations go live, and this will enable

us to consider the new mechanisms that contracting authorities can use to award new work to suppliers. Total overall annual spend for residential & nursing care home placements for all adults is approximately £50m per annum.

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;
- Training opportunities to develop skills & competencies to respond to complex needs;

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, delivering 6 models of residential care:

**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.

### **Intermediate Care Plan for Plymouth**

Whilst the schemes within the Plymouth Better Care Fund have supported the ambitions of reducing the delays for individuals on discharge and developing capacity to 'Provide the Right Care, in the Right Place, at the Right Time', our demand and capacity modelling has evidenced that NHS Devon ICB and Plymouth City Council have much further to go.

The challenges presented in recovering from the COVID-19 pandemic and the pressure in the urgent care system has led to an over reliance on bedded options on discharge that is



not in line with the Home first approach. This increases the risk of an unnecessary conversion to long term care, and the further work needed to do on this is evident in the metric of permanent admissions to long term care.

Therefore, Plymouth Health and Wellbeing Board are undertaking work to develop an Intermediate Care Plan for Plymouth that is underpinned by the demand and capacity analysis to ensure there is a plan for delivering the capacity required to ensure people are aligned to the correct pathway and discharge destination. Plymouth Health and Wellbeing Board will use the output of this alongside our commissioning intentions set out in the Plymouth Market Sustainability Plans (increasing the availability of home-based care offers able to respond to more complex need and therefore reduce our reliance on bed-based care offers) to right size our market capacity in the right place.

## **OUR LEARNING**

In October 2023 a recommendation to extend the current care home contracts by a period of 1 year from the beginning of January 2024, was agreed by Cabinet. The extension was to enable commissioners to carry out provider engagement to inform a future procurement of this type of provision.

However, following a series of provider market engagement events it is apparent that there is more to do to reshape services to meet current and future demands prior to starting the procurement process in January 2025.

The provider engagement events have offered commissioners an opportunity to share with providers current thinking around service provision, and to also start a journey of development around future commissioning approach and models of care.

The initial focus remains developing the provision of Complex Dementia Care, looking to understand the challenges to providing this care, and if there are opportunities for diversification.

**Environmental factors such as the location and layout of buildings are the main reason for not currently supporting individuals with Complex Dementia Care. This was followed by ‘Skills/ Training’ and then ‘Funding’.**

### **NHS Devon ICB & Plymouth City Council are –**

- Building on the good work that is already happening by mapping Plymouth providers that are delivering best practice within the city within current environments;
- Working with partners to develop smaller complex care units that are more deliverable within the confines of existing care homes;

**Care Home Providers said, “Current funding models can limit providers’ ability to evolve delivery models by not reflecting the costs of supporting people with complex needs”.**

### **NHS Devon ICB & Plymouth City Council will –**

- Confirm the inflationary uplift with providers as soon as is practicably possible and consider how it can be targeted to support those providers who are looking to evolve their model;
- Work with providers to understand the costs associated with supporting individuals with complex needs and design a future funding model to respond;

**Care Home providers said, “Meeting the requirements of people with complex and often fluctuating needs is difficult with current staffing levels, often needing a higher staffing ratio or periods of 1:1”.**

#### **NHS Devon ICB & Plymouth City Council are –**

- Looking at different models of care that respond to the challenge of recruiting specialist staff (e.g. registered Community Mental Health Nurses);
- Looking at different models that enable us to respond to escalations in need in a flexible way that doesn't depend solely on additional staffing, including;
  - Defining the role of 1:1's with providers.
  - Development of workforce.
  - Step up/down models.

Across Plymouth City Council, Discharge to Assess & Continuing Health Care, the current spend on agency workers to fund 1:1 support in care homes is circa. £1.5m. We want to be able to reinvest this money with providers to deliver substantive workforce that can respond to the needs of more complex individuals.

**Care Home providers said, “The training opportunities to develop skills & competencies to respond to complex needs can be difficult to identify, secure and fund”.**

#### **NHS Devon ICB & Plymouth City Council are –**

- Identifying best practice models for staff training and skills development for supporting individuals with complex needs;
- Working with providers who have approached us seeking to develop complex care models to understand current training offers and gaps in development;
- Looking for opportunities like the 'Dementia Bus' to offer training and development for staff;

**Care Home providers said, “Support from other services (wraparound support) is essential to ensure confidence in meeting the needs of complex residents and having access to the right support at the right time”.**

**NHS Devon ICB & Plymouth City Council are -**

- Using feedback to understand current gaps in services and how this impacts residents during periods of escalation;
- In partnership with Livewell Southwest considering how the redesign of the Care Home Liaison Service can provide a model of support to ensure a timely, flexible and robust response to support caring for people with more complex needs;
- Looking at how we can make best use of 'tele-health' services in the future;
- Through the Care Home hospital admission 'bi-weekly huddle' identifying avoidable admissions and gaps in our current support offer to enable residents to remain in their home when unwell;
- The introduction of the new X Ray car will carry out imaging within care homes and patients' homes to reduce emergency department visits. Therefore reducing pressure on University Hospitals' Plymouths' busy Emergency Department and ambulance service and to prevent vulnerable and frail patients from having an unnecessary hospital stay;

Future workshops will consider these aspects in more detail, but as described these programmes of work are developing at pace.

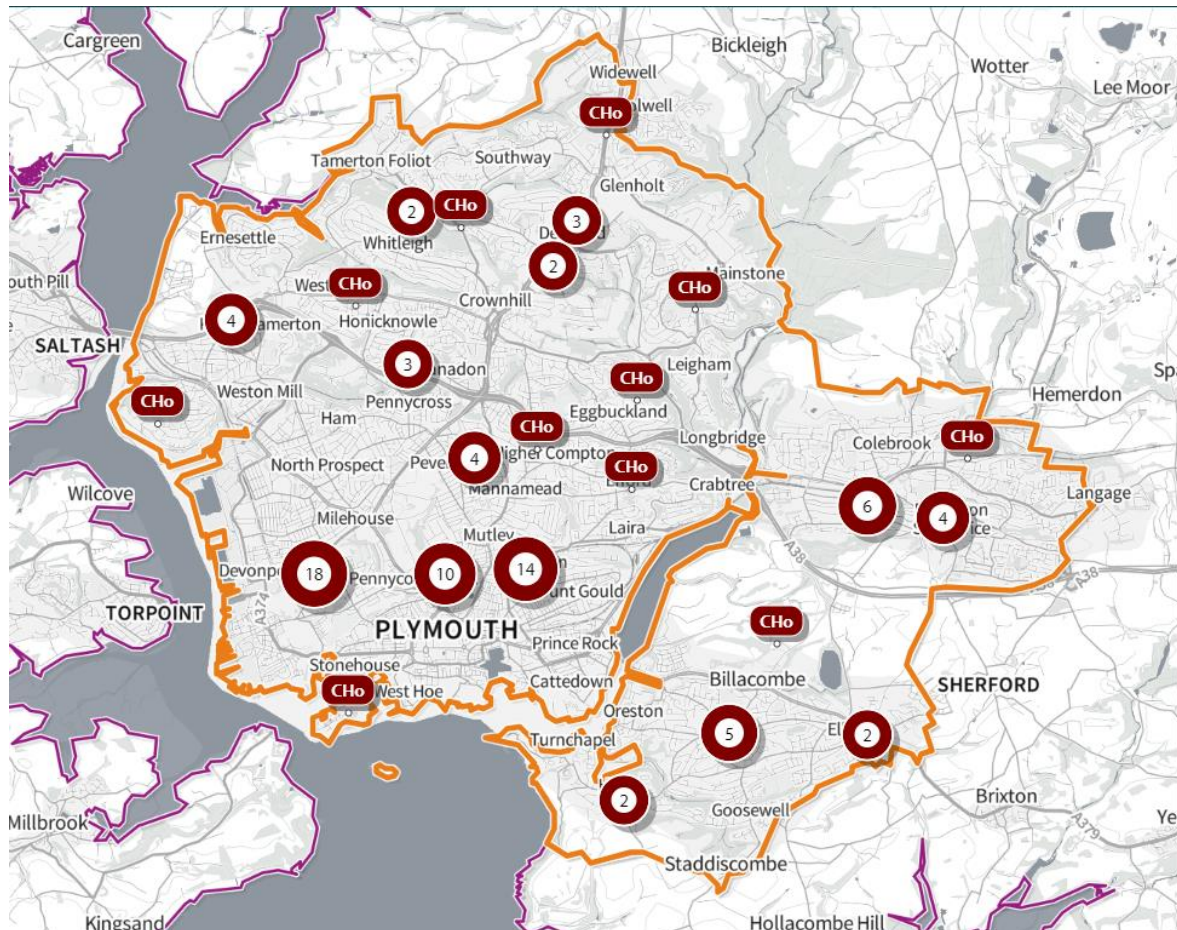
**What we will do between now and January 2025:**

- Continue with Commissioner led provider engagement events to ensure providers are aware of the Councils future commissioning intentions and to be an integral part of the Councils intention to redevelop and reshape our offer;
- Continue to build on relationships with other local provision/support to ensure commissioners are closely aligned to local social work teams for example, Admiral Nurse, offer from UHP around head injuries, Care Home Liaison Team;
- Continue to co-produce with providers and partners in shaping 'wrap-around' support to enable providers access to prevention and early intervention services quickly;
- Continue to work with partners to develop an ongoing programme of support to the sector – including improving clinical support, supporting recruitment and retention, a package of targeted support to improve services and a wide-ranging training offer ([Hive Training](#));
- Re-develop the pre-placement contract specification;
- Prepare the sector for the procurement exercise;
- Develop a fee model that aligns with current cost pressures to ensure sustainability of the future market (within the constraints of the Council's revenue budget);
- Look at ways to reinvest money currently spent on 1:1 fees with providers to deliver substantive workforce that can respond to the needs of more complex individuals;
- Look at the impact of the proposed reduction of discharge to assess (DTA) residential beds and look at alternatives to the capacity this will free-up;
- Look at the impact of a current project to create a new City-wide brokerage service for adult placements;

## I. INTRODUCTION

Please see appendix I for a more detailed needs assessment of the current care home market.

The overall number of care homes and beds for older people (aged over 65) in Plymouth has changed little over the last five years. Across the previous financial year 2023/24, Plymouth has seen 2 Adult Residential Care Homes close.



*This diagram shows the placement of all contracted care homes within Plymouth*

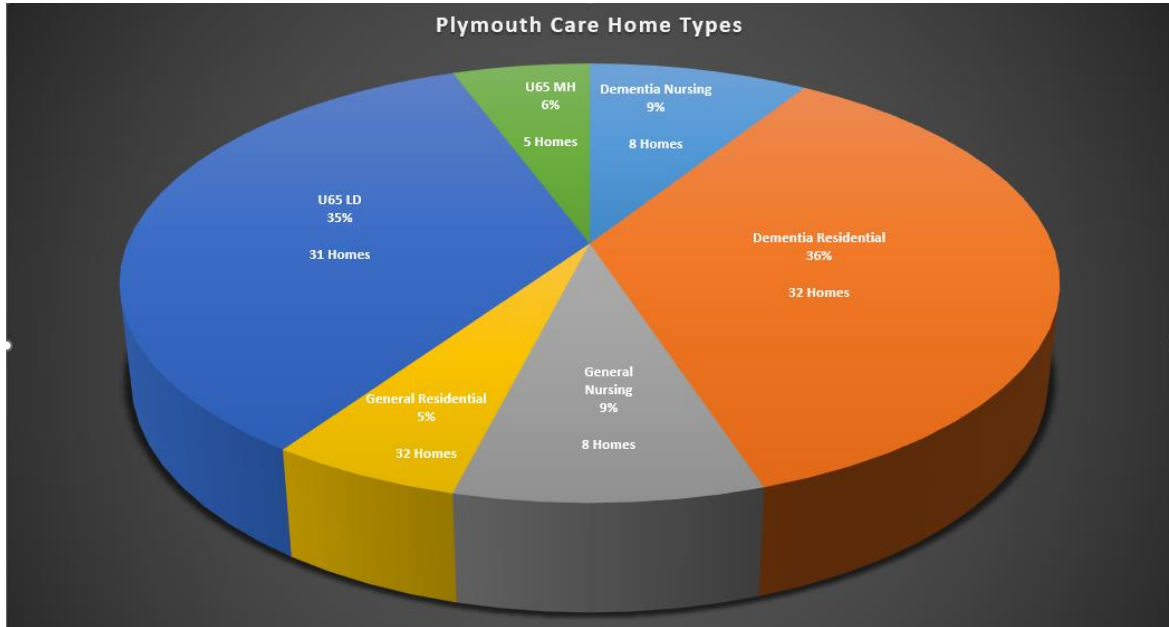
In contrast, there are concerns regarding the supply of care homes registered specifically for those under the age of 65. This market had previously seen closures, with reasons ranging from financial viability, inadequate CQC rating/compliance, empty beds, perception of a lack of professional support from external agencies and behavioural and/or complexities of need. Although this market has stabilised over the last 12 months, another closure may mean that some residents would likely need to be placed in out of area care homes, dependent on their needs.

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 owner 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 or adapt their model to care for more complex individuals.





Plymouth’s care home market for adult’s (18+) contains in total 89 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 May of 2024, 86% of Plymouth homes were rated Good or Outstanding which is higher than nationally, as seen in Table 1.

National overall - Care Homes	National (14,709)	Local (89)
Outstanding	4%	11%
Good	70%	75%
Requires Improvement	16.5%	13%
Inadequate	1%	1%
Not Yet Inspected	8.5%	N/A

**Table 1. CQC Performance**

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.

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	1	8	26	6	Nil
DE Residential	Nil	3	25	3	Nil
General Nursing	Nil	1	7	Nil	Nil
DE Nursing	Nil	Nil	8	1	Nil

Table 2. Older Persons CQC Classifications

### 3. 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. This is likely to be further exacerbated by the Intermediate Care Plan which will seek to further reduce the number of standard residential beds which are used to support hospital discharge. The increased complexity in placements and constrained budgets requires commissioners and providers to find ways to work smarter; and to jointly develop care models and environments that meets the needs of residents in a more cost effective and less resource dependent way.

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.

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, delivering 6 models of residential care as previously described earlier in the paper under executive summary.

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 strategy which will bring changes to purchasing of short stay provision.

#### 4. National Drivers

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

- **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.
- The “**Build Back Better: Our Plan for Health and Social Care**” published by Government in September 2021 sets out significant reform for the health and social care sector. The plan aims to address the catastrophic impact of the Covid-19 Pandemic on the NHS and social care sector, focussing on addressing extensive hospital backlogs, but also reforming the adult social care system in England in order to meet the increasingly complex needs of an ageing population, as well as those of younger adults who need support.

The regulatory framework for commissioned adult social care services<sup>1</sup> sets out an approach to how the Care Quality Commission powers can and will be used to; protect people who use regulated services from harm; to ensure they receive health and social care services of an appropriate standard; and to hold providers and individuals to account for failures in how services are provided.

It is therefore critical that the Council, the NHS and providers shape and deliver the services that are needed by citizens to meet these requirements. This commissioning strategy sets out a number of ways in which this agenda will be further embedded across commissioned adult social care services in Plymouth.

- **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.
- **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.

#### 4.1 Plymouth System Drivers

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<sup>1</sup> As contained within the Health and Social Care Act 2008, the Health and Social Care Act 2008 (Regulated Activities) Regulations 2014 and the Care Quality Commission (Registration) Regulations 2009.



- 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’.

## 4.2 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.

<b>OPTION 1</b>	<b>DO NOTHING</b>
<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
<b>OPTION 2</b>	<b>EXTEND AND CARRY OUT ENGAGEMENT – RECOMMENDED OPTION</b>
<b>Description:</b>	Extend the current contracts for a further period of one year from 31 December 2024 to give time for market development and needs analysis, service design etc. work to take place and tender. With a request for the award of the contract(s) to be delegated to the Portfolio Holder where they would not already have authority to award within the scheme of delegation.
<b>Pros:</b>	No capital investment required

	<p>Potentially immediate access to beds</p> <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 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 and also to take into account the new procurement regulations from October 2024</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 / subcontract</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 2024 to give additional time for market development and a procurement to take place during 2025. With a request for the award of the contract(s) to be delegated to the Portfolio Holder where they would not already have authority to award within the scheme of delegation.

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.

## 6.1 IMPLEMENTATION TIMELINE

An indicative timescale is as follows:

Activity Milestone	Date
Extension of pre-placement contract variation	1 <sup>st</sup> January 2025
Agreement of Specification – Market Engagement	August 2024 – Dec 2024
Procurement Process Workshops – Market Engagement	August 2024 – January 2025
Models – Market Engagement	January 2024 – May 2024
Tender process	January 2025 – June 2025
Contract Award	August 2025
Development of mobilisation plan	August 2025 – December 2025
Contract Go Live	1 January 2026

## 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 2025 in line with inflation markers identified by the ONS.

### 6.3 RISKS AND MITIGATIONS

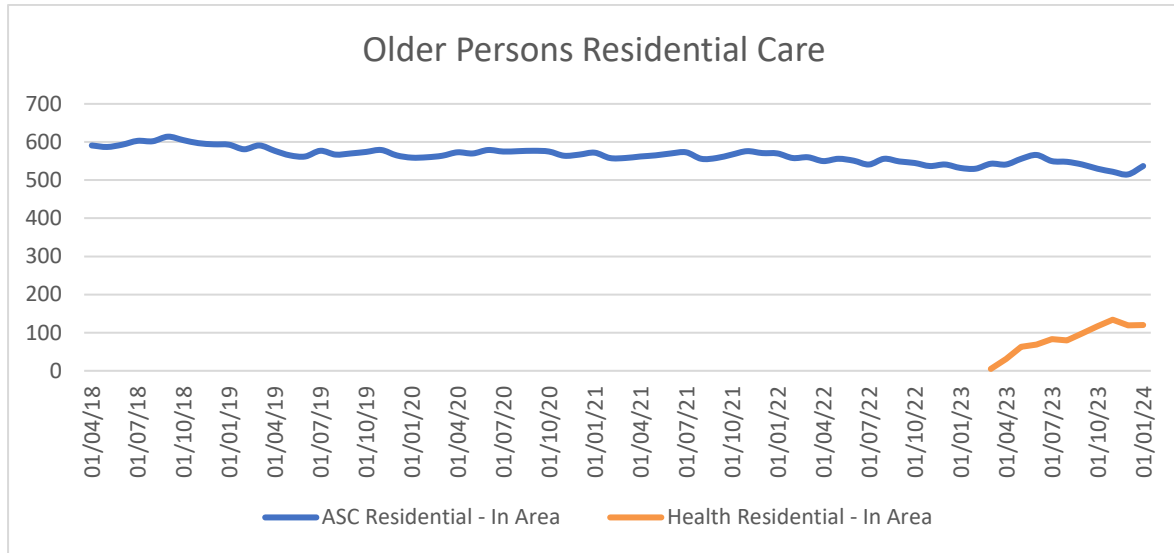
Risk	Risk Score			Mitigation	Revised Risk Score		
	Likelihood (1-5)	Impact (1-5)	RAG (1 – 25)		Likelihood (1-5)	Impact (1-5)	RAG (1 – 25)
Extending the contract is not supportive of the Local Authorities financial objectives	2	3	6	In year budget pressures to be managed with Adult Social Care with reviews 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 and risks provider	2	3	6	Contract extensions allows time to properly prepare the provider market for a procurement process and meet commissioning intentions	2	2	4

challenge or disengagement							
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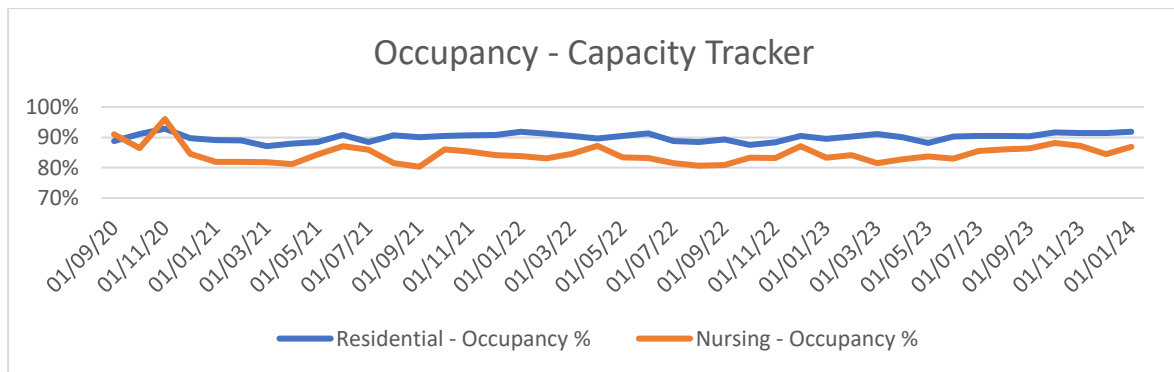
**Appendix One:**

**NEEDS ASSESSMENT**

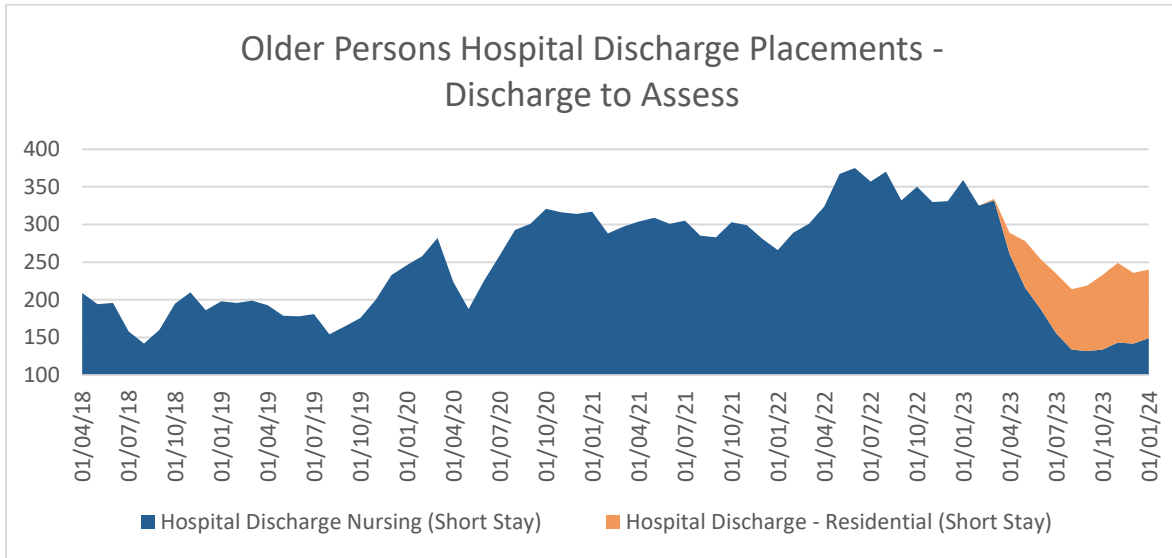
There have been changes in demand across the residential care market, with a reduction in demand for low-level care and an increase in demand for more complex care (complex dementia and complex physical health needs). Since 2018 there has been a slight reduction in the total number of residential beds, due to changes in the market. This has largely been offset by less demand, maintaining occupancy levels around 90%.



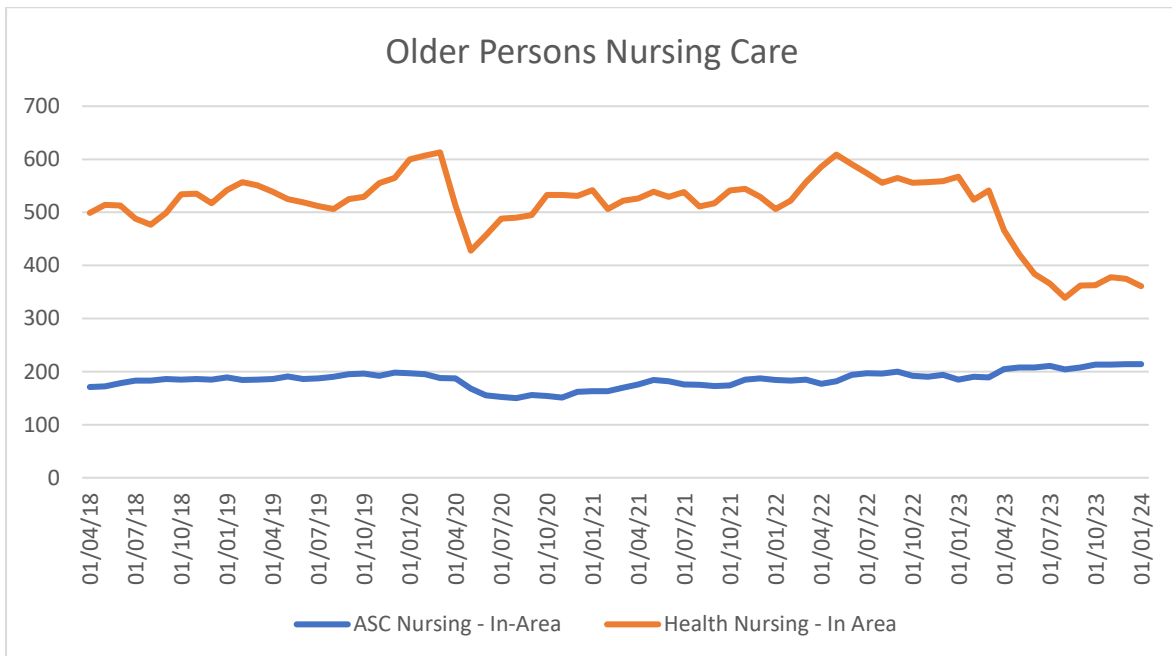
The chart shows the number of in area older persons residential placements each month. Since 2018 there has been a steady decline in the number of older persons in residential care, 591 per month in April 2018, falling as low as 515 in December 2023. Health residential placements weren't identified prior to April 23, but changes in reporting means we are now able to include these and the 'growth' was as this was implemented.



The chart shows the total occupancy level for Plymouth Care Homes. For residential care this is steady around 90%, with a slight increase to 92% with the closure of homes over Winter of 2023/24. For nursing care the value is more volatile, this is likely due to the impact of COVID lockdowns, but has settled more recently around 86% occupancy.

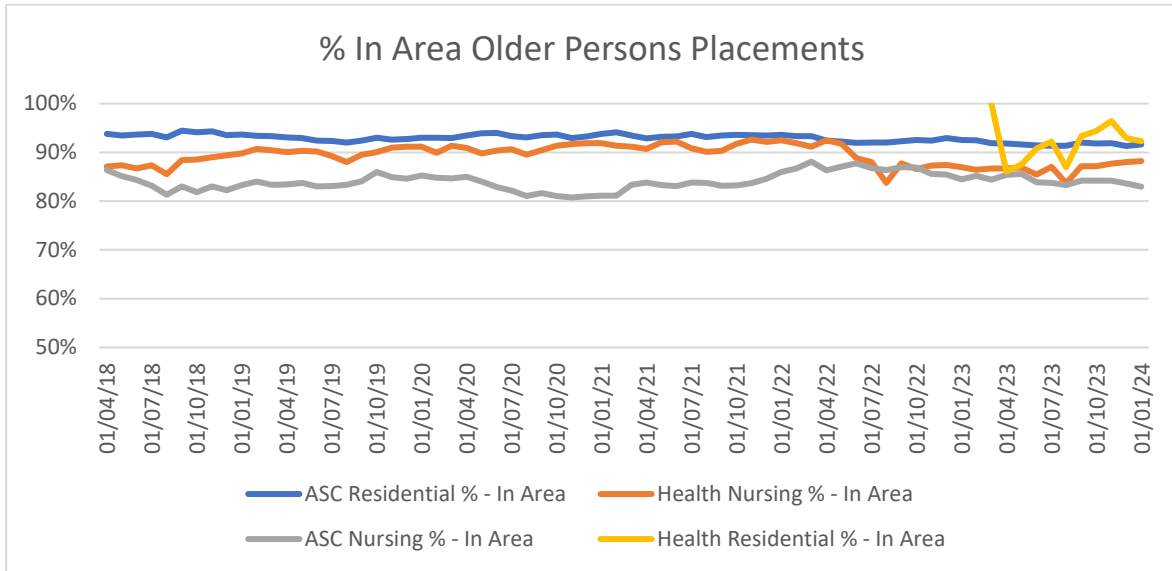


The chart shows the total number of DTA placements made.



The chart shows the monthly number of in area nursing placements. This has steadily grown for ASC Nursing Funded placements from 172 in April 2018 to 214 in January 2024. The significant drop in Health Nursing Placements is in part due to the recoding of 'Health Residential Placements'. Growth in numbers of placements is consistent with an increase in occupancy in these placements.

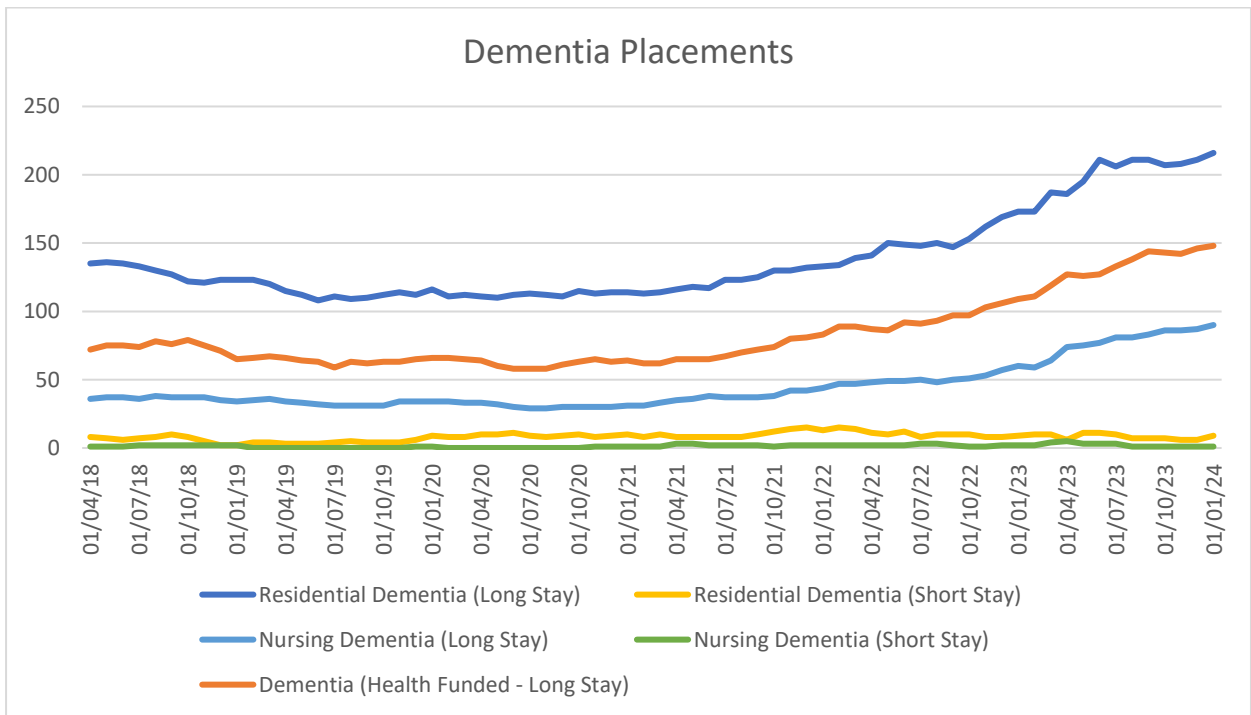




\* Excludes Devonshire House and Lodge and Roborough House on the Plymouth border

The chart shows the percentage of in-area placements vs percentage out of area broken down by funding type. Although there were changes due to the COVID-19 pandemic, overall percentage in vs out of area placements have stayed constant, with the exception of Health Nursing placements which have more recently seen more out of area placements made.

ASC Residential; Slight decrease. ASC Nursing; fairly constant. Health Nursing; change through COVID, but returned to normal levels. Health Residential; new, around 90% in area.

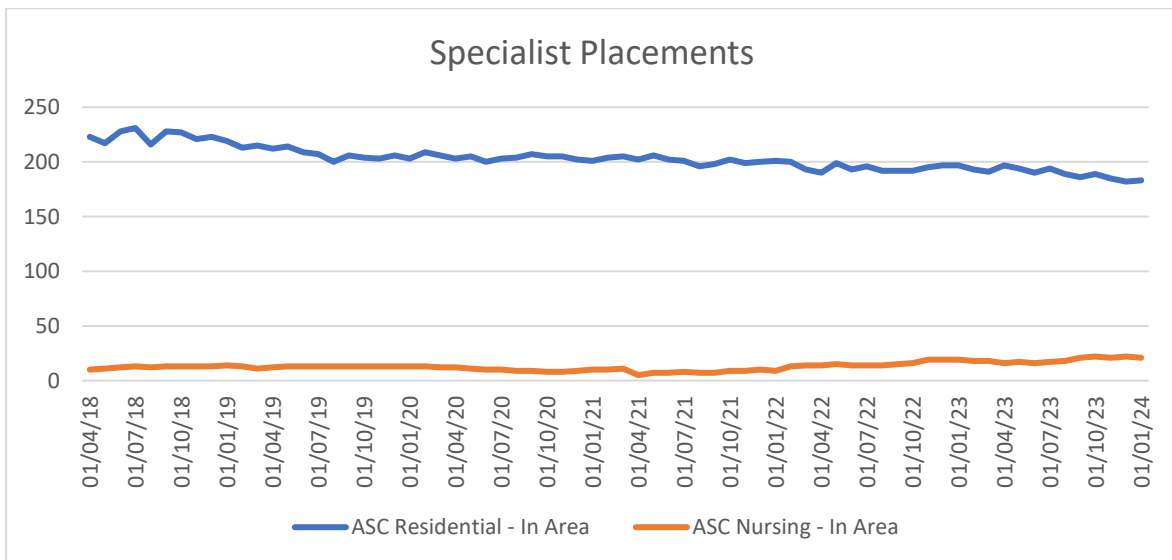


The chart shows in the increase in reporting of 'Dementia' as a health condition for older persons. There is a significant increase across each of the 'long stay' placements. Hard to

say whether actual numbers have increased or simply better reporting, but suggests there is greater awareness of dementia and we should be enabling services to support it.

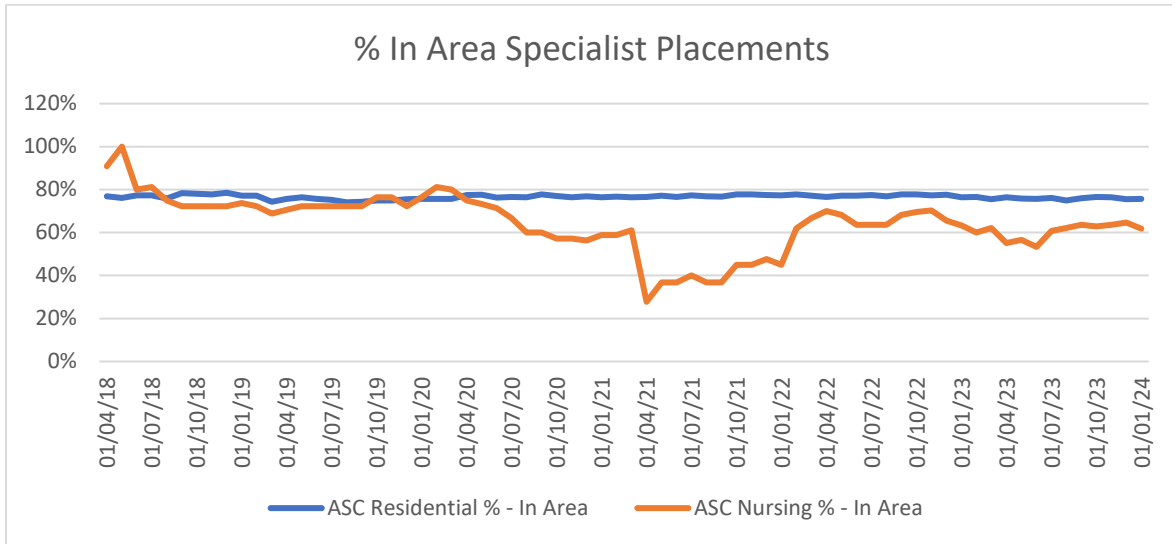
	2020/21		2021/22		2022/23	
	Total	%	Total	%	Total	%
<b>Residential Standard</b>	269	25.9	259	24.4	251	22.8
<b>Residential Enhanced</b>	383	36.9	389	36.7	380	34.5
<b>Residential Complex</b>	252	24.3	250	23.6	294	26.7
<b>Residential Exceptional Needs</b>	134	12.9	162	15.3	177	16.0
<b>Total</b>	1037	100	1060	100	1102	100
<b>Nursing Enhanced</b>	58	19.5	64	21.0	59	17.4
<b>Nursing Complex</b>	185	62.1	169	55.4	182	53.5
<b>Nursing Exceptional Needs</b>	55	18.4	72	23.6	99	29.1
<b>Total</b>	298	100	305	100	340	100

The table shows the breakdown of 'on-rate' vs 'exceptional needs' using the older persons matrix.



\* Learning Disability, Acquired Brain Injury and Substance Misuse

The chart shows the number of in area specialist placements. There has been a decline from 223 in April 2018 to 183 in January 2024. In this period there has been 9 specialist home closures, total of 51 beds in Plymouth.




The chart shows the percentage of in area vs. out of area specialist placements made. Despite the reduction in total placements made the percentage of in area specialist residential placements is constant around 76%. The volatility in ASC Nursing placements is likely due to the low number of total placements made.

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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>	16/07/2024
<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>	16/07/2024
<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 December 2025. 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 and start a procurement exercise.</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>	<p>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 September 2024. The business case seeks to extend the current contract while the future approach to commissioning care homes services for adults is completed and a tender exercise takes place. With a request for the award of the contract(s) to be delegated to the Portfolio Holder where they would not already have authority to award within the scheme of delegation.</p>				

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

<p><b>Potential external impacts:</b> Does the proposal have the potential to negatively impact service users, communities or residents with protected characteristics?</p>	Yes		No	No
<p><b>Potential internal impacts:</b> Does the proposal have the potential to negatively impact Plymouth City Council employees?</p>	Yes		No	No
<p>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)</p>	Yes		No	No
<p>If you do not agree that a full equality impact assessment is required, please set out your justification for why not.</p>	<p>The purpose of the commissioned services is specifically to support the inclusion of vulnerable adults including those with protected characteristics so they are able to engage with community life and activities and live as independently as possible. This is a positive impact and has no negative impacts on any other protected group.</p>			

**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
Age	<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> </ul>	None identified		

	<ul style="list-style-type: none"> <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>(2021 Census)</p> <p>The total number of primary school children in Plymouth continues to drop due to a declining birth rate with 2022/23 being the lowest recorded up to that point at 2417.</p>			
<p><b>Care experienced individuals</b></p> <p>(Note that as per the Independent Review of Children’s Social Care recommendations,</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</p>	<p>None identified</p>		

<p>Plymouth City Council is treating care experience as though it is a protected characteristic).</p>	<p>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>			
<p><b>Disability</b></p>	<p>9.4 per cent of residents in Plymouth have their activities limited ‘a lot’ because of a physical or mental health problem.</p> <p>12.2 per cent of residents in Plymouth have their activities limited ‘a little’ because of a physical or mental health problem (2021 Census)</p>	<p>None identified</p>		
<p><b>Gender reassignment</b></p>	<p>0.5 per cent of residents in Plymouth have a gender identity that is different from their sex registered at birth. 0.1 per cent of residents identify as a trans man, 0.1 per cent identify as non-binary and, 0.1 per cent identify as a trans women (2021 Census).</p>	<p>None identified</p>		
<p><b>Marriage and civil partnership</b></p>	<p>40.1 per cent of residents have never married and never registered a civil partnership. 10 per cent are divorced, 6 percent are widowed, with 2.5 per cent are separated but still married.</p> <p>0.49 per cent of residents are, or were, married or in a civil partnerships of the same</p>	<p>None identified</p>		



	sex. 0.06 per cent of residents are in a civil partnerships with the opposite sex (2021 Census).			
<b>Pregnancy and maternity</b>	The total fertility rate (TFR) for England was 1.62 children per woman in 2021. The total fertility rate (TFR) for Plymouth in 2021 was 1.5.	None identified		
<b>Race</b>	In 2021, 94.9 per cent of Plymouth's population identified their ethnicity as White, 2.3 per cent as Asian and 1.1 per cent as Black (2021 Census) People with a mixed ethnic background comprised 1.8 per cent of the population. 1 per cent of the population use a different term to describe their ethnicity (2021 Census) 92.7 per cent of residents speak English as their main language. 2021 Census data shows that after English, Polish, Romanian, Chinese, Portuguese, and Arabic are the most spoken languages in Plymouth (2021 Census).	None identified		
<b>Religion or belief</b>	48.9 per cent of the Plymouth population stated they had no religion. 42.5 per cent of the population identified as Christian (2021 Census). Those who identified as Muslim account for 1.3 per cent of Plymouth's population while Hindu, Buddhist, Jewish or Sikh combined totalled less than 1 per cent (2021 Census).	None identified		
<b>Sex</b>	51 per cent of our population are women and 49 per cent are men (2021 Census).	None identified		

<b>Sexual orientation</b>	88.95 per cent of residents aged 16 years and over in Plymouth describe their sexual orientation as straight or heterosexual. 2.06 per cent describe their sexuality as bisexual, 1.97 per cent of people describe their sexual orientation as gay or lesbian. 0.42 per cent of residents describe their sexual orientation using a different term (2021 Census).	None identified		
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**SECTION FOUR: HUMAN RIGHTS IMPLICATIONS**

Human Rights	Implications	Mitigation Actions	Timescale and responsible department
	None identified		

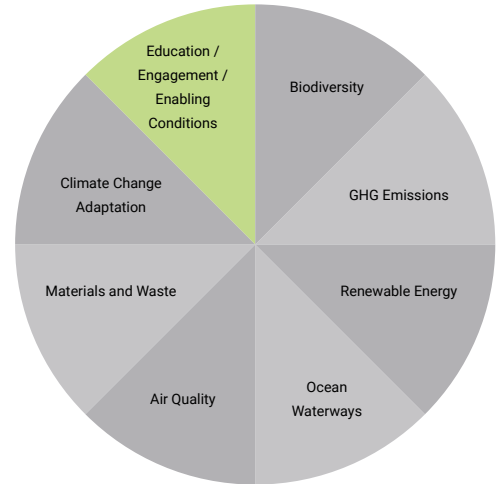
**SECTION FIVE: OUR EQUALITY OBJECTIVES**

Equality objectives	Implications	Mitigation Actions	Timescale and responsible department
<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		
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# Care Home Recommission FINAL



**Assessment ID:** CAR427

**Assessment Author:** Jodie Myles

**Assessment Initial Summary:**

Recommissioning of Care Homes with and without Nursing

**Assessment Final Summary:**

As this is a reprocurement of existing service provisions within the city there is no impact in most areas of the tool. There is potential for limited positive impacts through the contract lifetime from encouraging providers to consider and implement client friendly ways of working into their services.

**Biodiversity Score:** 3

**Biodiversity Score Justification:** This project is for an existing service provisions within existing buildings within the city and therefore there is no impact on the Biodiversity

**Biodiversity Score Mitigate:** No

**GHG Emissions Score:** 3

**GHG Emissions Score Justification:** This project is for an existing service provisions within existing buildings within the city and therefore there is no impact on the GHG Emissions

**GHG Emissions Score Mitigate:** No

**Renewable Energy Score:** 3

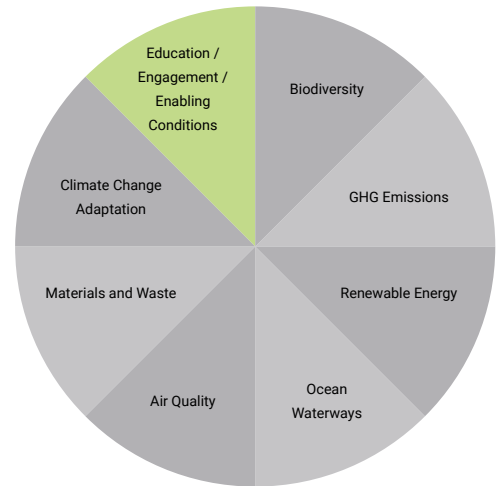
**Renewable Energy Score Justification:** This project is for an existing service provisions within existing buildings within the city and therefore there is no impact on the Renewable Energy

**Renewable Energy Score Mitigate:** No

**Ocean and Waterways Score:** 3

**Ocean and Waterways Score Justification:** This project is for an existing service provisions

# Care Home Recommission FINAL



within existing buildings within the city and therefore there is no impact on the Ocean & Waterways

**Ocean and Waterways Score Mitigate: No**

**Air Quality Score: 3**

**Air Quality Score Justification:** This project is for an existing service provisions within existing buildings within the city and therefore there is no impact on the Air Quality

**Air Quality Score Mitigate: No**

**Materials and Waste Score: 3**

**Materials and Waste Score Justification:** This project is for an existing service provisions within existing buildings within the city and therefore there is no impact on the Materials and Waste

**Materials and Waste Score Mitigate: No**

**Climate Change Adaptation Score: 3**

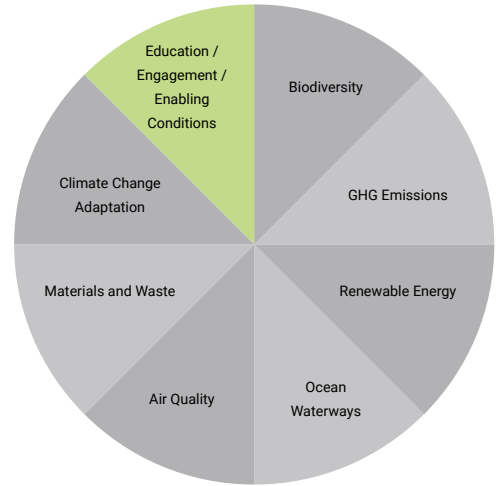
**Climate Change Adaptation Score Justification:** This project is for an existing service provisions within existing buildings within the city and therefore there is no impact on the Climate Change Adaption

**Climate Change Adaptation Score Mitigate: No**

**Education / Engagement / Enabling Conditions Score: 4**

**Education / Engagement / Enabling Conditions Score Justification:** This project is for an existing service provisions within existing buildings within the city and within the contract we aim to encourage providers to use climate friendly behaviours.

# Care Home Recommission FINAL



Education / Engagement / Enabling Conditions Score Mitigate: No

### Wheel Key

- Long lasting or severe negative impact
- Short term or limited negative impact
- No impact or neutral impact
- Short term or limited positive impact
- Long lasting or extensive positive impact

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# Cabinet



Date of meeting:	09 September 2024
Title of Report:	<b>Recommendations from Scrutiny Management Board on Delt Contract</b>
Lead Member:	Councillor John Stephens (Chair of Scrutiny Management Board)
Lead Strategic Director:	David Northey (Service Director for Finance)
Author:	Ross Jago (Head of Governance Performance and Risk)
Contact Email:	<a href="mailto:Ross.jago@plymouth.gov.uk">Ross.jago@plymouth.gov.uk</a>
Your Reference:	N/A
Key Decision:	No
Confidentiality:	Part I - Official

## Purpose of Report

On the 28 August 2024 the Scrutiny Management Board considered the Cabinet report in relation to the re-procurement of Delt Shared Services as the main provider of information technology services to the City Council.

Councillors received a presentation from Councillor Sue Dann (Cabinet Member for Customer Services, Sport, Leisure, Human Resources and Organisational Development) and Peter Honeywell (Transformation Architecture Manager) and after an extensive, detailed question and answer session made the recommendations as detailed below.

## Recommendations and Reasons

- 1) Recommended to Cabinet that –
  - a) Issues of this nature should in future be available for discussion at scrutiny at an earlier point in the process;
  - b) Further reviews of the Delt contract should be undertaken in twelve months and subsequently at year 2, 4, 6 and 8 in advance of contractual break clauses;
- 2) Recommended to the Monitoring Officer that a mechanism which allows the scrutiny function to scrutinise the companies owned by the council should be included as part of the development of a Governance Framework pertaining to the Family of Companies.

## Alternative options considered and rejected

None.

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

Scrutiny review of issues of this nature supports the commitment to openness and transparency and the Corporate Plan value of Democracy.

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

None as a result of this report.

**Financial Risks**

None as a result of this report.

**Carbon Footprint (Environmental) Implications:**

No implications as a result of this report.

**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 as a result of this report.

**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

**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) <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:**

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Originating Senior Leadership Team member: David Northey

Please confirm the Strategic Director(s) has agreed the report? Yes

Date agreed: 29/08/2024

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