



### **Oversight and Governance**

Chief Executive's Department  
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## **CABINET**

Monday 11 August 2025  
2.00 pm  
Council House, Plymouth

### **Members:**

Councillor Evans OBE, Chair

Councillor Laing, Vice Chair

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

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 - 22)

To sign and confirm as a correct record the minutes of the meeting held on 07 July 2025.

#### 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. | <b>Defence Partnership and City Centre Regeneration Programme Update:</b> | <b>(Pages 23 - 54)</b> |
| 7. | <b>Modern Slavery Statement 2024/25:</b>                                  | <b>(Pages 55 - 72)</b> |
| 8. | <b>Finance Monitoring Report Q1:</b>                                      | <b>(To Follow)</b>     |
| 9. | <b>Contract award for the provision of Community Equipment services:</b>  | <b>(To Follow)</b>     |

## Items for discussion

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|--|--------------------|
| <b>10. Meadow View Update:</b>   | <b>(To Follow)</b> |
| <b>11. Ofsted Focused Visit – Review of Arrangements for Care Leavers:</b> | <b>(To Follow)</b> |

## Items for noting

- |                                    |                        |
|------------------------------------|------------------------|
| <b>12. Leader's Announcements:</b> | <b>(Verbal Report)</b> |
| <b>13. Cabinet Member Updates:</b> | <b>(Verbal Report)</b> |
| <b>14. LGA Update:</b>             | <b>(Verbal Report)</b> |
| <b>15. Exempt Business</b>         |                        |

To consider passing a resolution under Section 100A(4) of the Local Government Act, 1972 to exclude the press and the public from the meeting for the following items of business, on the grounds that they involve the likely disclosure of exempt information, as defined in paragraph 3 of Part 1 of Schedule 12A of the Act, as amended by the Freedom of Information Act 2000.

## Part II Meeting

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| <b>16. Contract award for the provision of Community Equipment services:</b> |
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## Cabinet

**Monday 7 July 2025**

### **PRESENT:**

Councillor Evans OBE in the Chair.

Councillor Laing, Vice Chair.

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

Also in attendance: Paul Barnard (Service Director for Strategic Planning and Infrastructure), Ian Beavis (Project Manager, WSP Consultancy), Stephen Beet (Head of Adult Social Care and Retained Functions), Liz Bryant (Service Director for Legal Services), Glenn Caplin-Grey (Strategic Director for Growth), Nick Carter (Head of Housing & Regeneration), Hannah Chandler-Whiting (Democratic Advisor), Emma Crowther (Service Director for Strategic Co-operative Commissioning), Steve Flaxton (Strategic Transport Programme Coordinator), Matt Garrett (Service Director for Community Connections), John Green (Net Zero Delivery Manager), David Haley (Director of Children's Services), Rhys Jones (CEO of Plymouth Active Leisure), Louise Kelley (Head of Active Wellbeing and Sport, Plymouth Active Leisure), Tracey Lee (Chief Executive), Ian Lightley (Livewell), Prof Steve Maddern (Director for Public Health), Neil Mawson (Housing Delivery Manager), Gill Nicholson (Head of Innovation and Delivery), Dave Ryland (Head of Housing Standards), Jamie Sheldon (Senior Governance Advisor), Ian Trisk-Grove (Service Director for Finance), Gary Walbridge (Strategic Director for Adults, Health and Communities) and Andy Williams (Livewell).

The meeting started at 2.02 pm and finished at 5.05 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.*

### 1. **Declarations of Interest**

Councillor Evans OBE (Leader of the Council) welcomed two work experience students who were observing the meeting.

There were no declarations of interest made.

### 2. **Minutes**

The minutes of the meeting held on 09 June 2025 were agreed as a correct record.

### 3. **Questions from the Public**

The following question was asked by Mark Thomas:

**Question:** Please explain in detail, why so many improvement projects (Central Park, Royal Parade, Armada Way) are

**Response:** Under my leadership Plymouth City Council has always had an ambitious programme investing in

<p>still unfinished and over budget under your leadership?</p>	<p>jobs, housing, and the infrastructure that the city needs to grow so local people and in particular future generations of young people can thrive. As Leader, my role is to oversee the whole capital programme with individual Cabinet Members and Service Directors responsible for the delivery of specific projects.</p> <p>Our capital programme currently contains 316 projects and has a total value of just over £351 million. The overall programme is shifting constantly as new funding streams are secured from successful bids we have made, thereby reducing the costs of projects to council tax payers. Inevitably in a highly complex, multi-layered, set of sub-programmes involving many projects of varying sizes, the scope and therefore project programmes of individual schemes may change in response to delivery challenges on the ground.</p> <p>It must also be remembered that the context within which all of our projects are being delivered by dedicated city council staff is unprecedented. We continue to see the effects of COVID, BREXIT, the Ukrainian war, and global instability disrupting supply chains for materials and severely impacting on the availability of contractors and labour. This has led to contract price inflation as contractors factor in these risks to their tender prices. Those are the realities of what we have to grapple with every day. Of course we can learn lessons from how projects are delivered and we do. The Chief Executive chairs a Capital Programme Officer Group which considers all the businesses cases for individual capital projects reviewing project benefits, risks, planned spend and project timescales amongst other factors.</p> <p>Turning to the three project referred</p>
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	<p>to: in relation to Royal Parade, I am very happy to announce that early this morning the works started on site. It's taken longer than we anticipated to get contractors appointed to carry out these works for a variety of reasons. We also decided to schedule construction after two key city centre events had taken place to minimise the impact on people enjoying them – an example of flexible management of the programme to achieve wider regeneration benefits. Whilst the costs for Royal Parade are higher than the original estimate, largely due to a longer working programme, this was offset through securing extra funding from a government Bus Grant which means there is no additional funding required from the City Council. The scheme is expected to be completed in early April 2026.</p> <p>In relation to Central Park, which of course started under a previous Administration, a conflicting interpretation of the contract between the City Council and the contractor led to them leaving the site until the matter was resolved. In the meantime, we have procured an alternative contractor who had previously worked on the site and so were familiar with the park enabling them to mobilise quickly to deliver the remaining works at pace. We anticipate the project being completed in Autumn 2025 and have been providing regular updates to stakeholders and on our web site in relation to the progress so far.</p> <p>In relation to Armada Way, as Councillor Lowry said as part of his update to the Cabinet meeting held on 09 June 2025, the project is currently being delivered at pace, on time and to budget. He also reported that 10 additional trees would be planted as part of the first phase of works. Again, there have been regular web site</p>
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	updates, numerous social media posts, and a regular newsletter on progress with city centre projects sent to all councillors, alongside regular updates to the City Centre Company. The Armada Way Independent Learning Review identified the full financial implications of the events and circumstances arising from the original Armada Way decision by a previous Administration, highlighting additional costs to the project due to the interruption to the project totalling £3,323,251.
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4. **Chair's Urgent Business**

There were no items of Chair's urgent business.

5. **Cabinet Response to Natural Infrastructure and Growth Scrutiny Panel Recommendations**

Councillor Briars-Delve (Cabinet Member for Environment and Climate Change) introduced the item to Cabinet and highlighted the following point:

- a) Feedback was welcomed on water quality issues;
- b) In Lipson Vale, the works are ongoing at Trefusis Park Suds to improve flooding resilience during mass rainfall.

Cabinet agreed to:

- 1. Thank the Natural Infrastructure and Growth Scrutiny Panel for scrutinising this issue;
- 2. Support the proposed responses to the recommendations made in the report.

6. **Adult Social Care Improvement Plan**

Councillor Aspinall (Cabinet Member for Health and Adult Social Care) introduced the item and highlighted the following key points:

- a) There was a clear focus on continuous improvement with efforts directed at addressing challenges relating to wait times for assessments, reviews, service accessibility and sustainability of the workforce;
- b) The improvement work built upon the Council's self-assessment and findings from the Local Government Association's (LGA) Adult Social Care Peer Review in January 2025, which identified both strengths and areas for development;



- c) Plymouth underwent a Care Quality Commission (CQC) inspection and the experience was described as positive, with inspectors engaging with a wide range of stakeholders including staff, partners, service users and carers. Formal feedback was expected within two to three months which would further inform the Council's improvement journey;
- d) Expressed thanks to all staff across Plymouth City Council, Livewell Southwest, and care and support providers for their dedication and professionalism, particularly during the peer review and CQC inspection processes.

Stephen Beet (Head of Adult Social Care and Retained Functions) added:

- e) The improvement plan was progressing well and outlined the priority areas with targets, time scales for delivery and trajectories, monitoring of progress and management of risk.

Andy Williams (Lead for Adult Social Care, Livewell Southwest) and Ian Lightly (Senior Manager at Livewell Southwest) added:

- f) There had been a focus on reducing the wait times and the longest wait time for Care Assessments reduced from 500+ days to 300+ days;
  - i. A sustainable waiting list position would be reached by 30 October 2025, with full compliance expected by 31 January 2026.
- g) The Care Act guidance recommended reviews every 12 months, as a minimum, and performance against this had improved by 22%, with 58.5% of individuals getting reviews within the 12 months;
  - i. The regional benchmark was 60.7% and Plymouth was aiming to meet this by 01 November 2025;
  - ii. A central dedicated team has been established to manage reviews.
- h) Occupational Therapy (OT) OT demand was identified as a key issue in the self-assessment, peer review, and CQC inspection;
  - i. Demand exceeded current resource capacity, prompting a review of the wider front door offer;
  - ii. Improvements in performance data visibility have been made using System One, with reporting now available;
  - iii. A rounded plan to address OT performance was expected by end of September 2025.
- i) Waiting Well Policy had been developed to ensure individuals on waiting lists remained safe;

- i. All individuals were risk assessed and prioritised accordingly;
  - ii. Team managers maintained proactive contact with those waiting;
  - iii. An automatic text reminder system had been implemented;
  - iv. Individuals were informed of how to escalate their needs if circumstances change;
  - v. Crisis response options were available through Livewell.
- j) During the last 18 months, a practice improvement model had been developed which collated information to understand Adult Social Care (ASC) practice within Livewell and key elements included:
- i. Monthly practice-based audits focusing on referral and triage, assessments, reviews, mental capacity, and safeguarding;
  - ii. Targets of 85% of audits rated good or outstanding by end of 2025, and 90% by 2026;
  - iii. Completion of Phase One, including: Development of a practice framework, Identification of training opportunities and review and implementation of quality assurance processes;
  - iv. Phase Two was underway and included: Tracking and sharing of assessments with individuals and representatives, workforce engagement and rollout of the practice framework, and an equality, diversity and inclusion (EDI) impact review assessing training and outcomes.
- k) The programme took a comprehensive view of practice, reviewing assessments, funding applications, complaints, and customer feedback, enabling the identification of trends and areas for improvement.

In response to questions, with support from Gary Walbridge (Strategic Director for Adults, Health and Communities), the following was discussed:

- l) The team welcomed the suggestion to bring a presentation back to a future meeting of Cabinet to demonstrate their positive work at Meadow View, but with an emphasis on the importance of focusing not only on the building but on the transformational impact of the services being delivered;
- m) Livewell did not hold any significant OT vacancies, and the volume OT cases had not fluctuated, but did exceed capacity and backlog clearance exercises had been invested in, in the past, which could be considered again;
- n) A broader conversation was proposed around preventative approaches, workforce modelling, and future funding needs for OT;

- o) Phase Two of the improvement plan included work on reablement, community engagement, and workforce modelling, which would inform future investment strategies;
- p) The Leader stressed the urgency of identifying resource requirements and funding opportunities, particularly in light of anticipated changes to government funding.

Cabinet agreed to:

- I. To support and monitor the Adult Social Care Improvement Plan through Cabinet and the Health and Adult Social Care Scrutiny Panel.

At the conclusion of this item, The Leader expressed his gratitude to Emma Crowther (Service Director, Strategic Co-operative Commissioning) and Stephen Beet (Head of Adult Social Care and Retained Functions) for their hard work as they were both leaving Plymouth City Council (PCC).

7. **A38 Manadon Interchange scheme final business case development funding**

Councillor Stephens (Cabinet Member for Strategic Planning and Transport) introduced the item and highlighted the following points:

- a) 60,000 vehicles a day passed through the A38 Manadon Interchange and it was the busiest junction in the City and was a pinch point on the city's road network;
  - i. It was where the A386 connecting the city north to south, met the A38, connecting the city east to west;
  - ii. The A38 was the only road on the strategic road network managed by National Highways;
  - iii. It was a three-tier interchange, with the A38 running underneath, a roundabout in the middle and a flyover carrying the A386 across the top;
  - iv. The junction was at the confluence of the city's growth areas as set out within the joint local plan (JLP), and without additional capacity at Manadon, future growth would be constrained.
- b) Derriford Hospital was undergoing a major redevelopment with a £140 million pound investment into its healthcare estate, with plans for future investment;
- c) The Ministry of Defence (MoD) had announced a £4.4 billion investment at Devonport, demonstrating Plymouth's importance in defence of the country;
- d) The improvements to this interchange would complement other network improvements such as the Forder Valley Link Road, Derriford Hospital improvements and the Woolwell to the George transport scheme;

- e) The interchange was part of the adopted statutory planning framework, the JLP identified the northern corridor as one of three priority growth areas to deliver regionally significant number of homes and jobs;
- f) The scheme would also include extensive walking and cycling provisions, including;
  - i. A new cycle bridge across the A38;
  - ii. A continuous 2-way north/south cycle route;
  - iii. Improved pedestrian bridges;
  - iv. Enhanced pedestrian links to local areas of green space;
  - v. New bus priority on Mannamead Road and at Crownhill.
- g) The impact of reducing congestion on Manadon would see an overall reduction in carbon emissions long-term;
- h) The government's large local majors program provided 85% of the funding for the Manadon interchange;
- i) The scheme had program entry status, meaning that it was within the Department for Transport's national program of capital investments that it was committed to;
- j) The decision for Cabinet was to consider the remainder of the development funding, which was £12.8 million pound, into the capital program to progress the scheme to final business case, as set out in the report;
- k) Although the decision would provide authorisation to prepare the final business case, it did not provide authorisation to construct the scheme at this stage;
- l) Delivering the final scheme had an estimated cost of £156.4 million;
- m) Anticipated start for the scheme was considered to be Winter 2028;
- n) If Cabinet decided to proceed, the project team would produce a detailed scheme design, progress the submission of a planning application and refine the land and buildings that need to be acquired to allow construction;
- o) The decision would not give consent for third-party land purchases, which would be the subject of a separate decision at a later date;
- p) Councillors and officers were keen to get the results back from the recent, extensive public consultation to help guide work on the next phase of the design;
- q) Officers had been having positive discussions with potentially affected households and other stakeholders.

Councillor Briars-Delve (Cabinet Member for Environment and Climate Change) highlighted the following points around the Climate Impact Assessment (CIA);

- r) CIAs ensured that all projects that PCC led on considered eight different environmental aspects, both in terms of net zero but also natural infrastructure also to improving transparency with the public and improving environmental outcomes;
- s) It was his personal opinion that the CIA was not comprehensive.

In response to questions, supported by Paul Barnard (Service Director, Strategic Planning and Infrastructure), the following was discussed:

- t) The usual process with a project of this nature was to make an allowance for any property acquisitions that might be needed, but this was not part of the decision being taken at this time;
- u) The team always preferred to secure a negotiated solution to property acquisition, using compulsory purchase orders (CPOs) as a last resort;
- v) Frustration that local Councillors for the area had been misrepresenting the impact and scope of the scheme to local residents.

The Cabinet agreed to:

1. Approve the Business Case;
2. Allocate £12,808,832 for the project into the Capital Programme funded by: £8,897,042 ringfenced Department for Transport grant funding allocated specifically for this scheme. £3,911,790 un-ringfenced Integrated Transport Block grant funding that PCC was able to use to fund its transport priorities;
3. Authorise the procurement process set out in the report;
4. Delegate contract award decisions to the Service Director for Strategic Planning and Infrastructure, where they do not already have authority to do so;
5. Instruct officers to work with Cabinet members for planning and infrastructure and environment and climate change, in addition to relevant specialists from PCC's net zero and environmental planning teams, to develop a comprehensive climate impact assessment, following the first consultation process to be reported to Cabinet prior to the next phase of consultation.

## 8. **Plan for Homes 4 - Year 1 update**

Councillor Penberthy (Cabinet Member for Housing, Cooperative Development and Communities) introduced the report and highlighted the following points about Plan for Homes 4:

- a) Since its launch in November 2013, more than 1,100 new homes had been built on Council-owned sites, under Plan for Homes;

- b) Over 64% of the 1,100 new homes had been affordable;
- c) The ambition was to deliver a minimum of 5,000 new homes in Plymouth over 5 years;
- d) Increased housing supply, with a focus on both social and affordable home ownership;
- e) Improved the private rented sector to ensure homes were decent, safe, and secure;
- f) Bringing empty homes back into use to maximise existing stock;
- g) Enhanced the condition and energy efficiency of homes across all tenures, retrofitting and delivering low-carbon new homes;
- h) Supported estate regeneration and renewal to replace obsolete housing;
- i) Reduced homelessness and reliance on temporary accommodation and expanded supported and specialist housing options;
- j) Maximised inward investment through partnership working, including with Homes England;
- k) Maintained flexibility and innovation in response to emerging housing challenges;
- l) There were more than 8,000 households in Plymouth awaiting homes for rent at an affordable price;
- m) Plan for Homes 4 had:
  - i. Delivered 96 new affordable homes, including 42 for social rent;
  - ii. Returned 41 long-term empty homes to occupation;
  - iii. Worked with Plymouth Community Homes (PCH) to refurbish and occupy 86 ex-MOD family homes;
  - iv. Completed 25 veteran self-build homes at Stirling House, with a third project underway;
  - v. Secured £18.44 million in government funding for 144 homes and a new skills hub at the former Civic Centre;
  - vi. Formed a long-term partnership with Homes England to deliver 10,000 new homes in the city centre;
  - vii. Achieved a 66% reduction in families in bed and breakfast accommodation;

- viii. Improved 1,029 dwellings and resolved 216 Category 1 hazards, issued 101 formal notices and 11 civil penalties to non-compliant landlords;
  - ix. Delivered 424 home adaptations and supported 280 residents to live independently;
  - x. Completed energy efficiency improvements on 234 existing homes;
  - xi. Engaged with developers to unblock 4,517 homes with planning permission;
  - xii. Developed a pipeline of future housing sites and a new market recovery plan;
  - xiii. Identified new surplus Council-owned sites for housing;
  - xiv. Working with investors and developers to establish a build-to-rent offer in Plymouth, that would capitalise the long-term investment in the dockyard and for people coming into Plymouth for dockyard employment;
  - xv. Preparing for the Renters' Rights Bill;
  - xvi. Participated in the rollout of the advanced zoning pilot for the new heat network, focusing on Plymouth City Centre.
- n) The action plan reported across all 10 of the Plan for Homes 4 initiatives and was RAG-rated with commentary;
- o) The report would be presented to the Natural Infrastructure and Growth Scrutiny Panel, and every 6 month a detailed report on homelessness was presented to the Housing and Community Services Scrutiny Panel;
- p) Continued lobbying of government for the resources and powers to tackle the housing crisis in the city.

In response to questions, supported by John Green (Net Zero Delivery Manager, Strategic Planning and Infrastructure) and Dave Ryland (Head of Housing Standards, Community Connections), the following was discussed:

- q) The Renters rights bill would seek to drive tenants stability and quality, with the abolishment of section 21's and enforcement on quality of provision;
- r) There had been inspections of over 1000 dwellings in the past year, trying to ensure that housing was warm and secure to ensure everyone had a home from which they could thrive;
- s) PCC was one of 10 authorities that had been invited into the private rental sector portal, a database in which all properties that were rented now had to register through

- t) There was an expectation that civil penalties would increase;
- u) There was an expectation that there would be between £7,000-£40,000 worth of fines to landlords who failed to comply with expectations;
- v) Landlords would only be able to increase rent once a year and it had to be in line with marketable rates, and there will be a tribunal service which would sit around it;
- w) The plans were expected to receive Royal Ascent in September 2025, following this, there will be secondary legislation put in place in early 2026;
- x) There were some areas of impact of the bill that had no resource because these areas had not been in legislation before, so a gap analysis was being conducted to determine requirements to make the approach consistent across the region;
- y) The team had engaged with the Ministry of Housing, Communities and Local Government (MHCLG) to understand and secure new burdens funding, there was a clear ask for funding before implementation to allow for training;
- z) There were concerns that there was an expectation that increased costs would be covered by the fines from enforcement, but the team wanted to support good landlords, who deliver good quality provision;
- aa) Important that this was a standards raising exercise, rather than a fund increasing exercise;
- bb) The Plan promoted low-carbon housing and retrofitting measures;
- cc) Partnered with Plymouth Energy Community to deliver Warm Homes grants;
- dd) Recognised energy-efficient homes as an anti-poverty measure;
- ee) Normalised sustainable development standards among developers;
- ff) Plymouth City Council were a visionary, when it set up Plymouth Energy Community a few years ago and it was recognised throughout the country, as a way forward;
- gg) Delivered retrofit on 234 homes of a target for 500 over three years;
- hh) The funding received for the warm homes local grant, was not as great hoped due to a lack of government funding;
- ii) Acknowledgement of the cross-directorate collaboration and innovation within the Council on Plan for Homes 4.

Cabinet agreed to:

- I. Note the report;



2. To maximise the impact of the South West Housing and Construction Conference to promote development opportunities, overcome challenges to delivery and secure inward investment.

9. **Active for Thrive Update**

Councillor Dann (Cabinet Member for Customer Experience, Sport, Leisure & HR, and OD) supported by Rhys Jones (Chief Executive Officer, Plymouth Active Leisure) and Louise Kelley (Sports Development Manager, Plymouth Active Leisure) introduced the report and highlighted the following points:

- a) Plymouth Active Leisure (PAL) worked across the city to get more people active;
- b) PAL had provided £2 million pounds worth of social value to the Plymouth in the first quarter of 2025/26;
- c) PAL linked in with several different teams across the Council to deliver a variety of services including bike and baby rides, and bike-ability, to drive shared priorities and objectives;
- d) The Active Health Program which launched in 2024, had been a huge success with referrals into the programme from health professionals to assist people who would benefit from exercise, but also for those who might not be able to afford a gym membership;
  - a. YMCA and Argyle Trust sponsored sessions for up to eight weeks, at the end of which there was an opportunity for people to get a reduced price membership for a further year, whilst still supported;
  - b. 296 people had been referred so far and had had positive reported health benefits including a significant loss in reported back pain and shoulder pain;
- e) In a recent Quest Assessment, which was an external body that assessed sport and leisure services, PAL had scored excellent within the tackling inequalities module;
- f) It was important not to underestimate the ripple effect of support from PAL's various programmes had;
- g) Some people found the social side of exercise to also be very beneficial;
- h) A video was played at this point in the meeting providing an update on the Adapt programme which supported children with SEND, getting them active, as well as providing a great social opportunity, and the chance to try new sports and activities.

In response to questions the following was discussed:

- i) The Adapt programme was being expanded and there would be more inclusive SEND opportunities provided throughout facilities, including short break family

breaks which were very popular and had a wait list;

- j) There was a Sport England grant available for new adaptive climbing equipment;
- k) The team worked in partnership with various organisations to connect people to the programme, but were open to other opportunities and connections to increase access;
- l) The team worked with home-educated children in a variety of projects such as the 'Fit and Fed' project, and offering diving and climbing facility activities at the Life Centre. There were a vast array of facilities and resources available in Plymouth, which the team worked to promote;
- m) Access to sporting facilities had been identified as a barrier, particularly travel time and cost. The Life Centre was centrally located, and had good transport links, with free public parking. Work was ongoing with Wellbeing Hubs and transport providers to reduce access barriers;
- n) The pilot of the 'Adapt' project had highlighted several barriers which had not been initially predicted, and the team had worked to ensure activities were friendly, accommodating and solution focused;
- o) Plymouth had recently submitted a bid to Sports England to encourage activity, particularly for children, young people and their families. Learning was shared across the Active Health Partnership comprised of numerous stakeholders across the city. Results of the bid would be brought back to the Cabinet for consideration;
- p) A new strategic plan for Plymouth Active Leisure was under development which would link together the key city agendas including green spaces, blue spaces, the environment, children and adults services, education, and building careers. The plan would be brought to Cabinet when complete.

10. **MHCLG Consultation Overview**

Councillor Lowry (Cabinet Member for Finance) supported by Ian Trisk-Grove (Service Director for Finance) introduced the report and highlighted the following points:

- a) Two consultations had been announced on 20 June 2025 by the Secretary of State for Housing, Communities and Local Government;
- b) The 'Fairer Funding' review aimed to create a simpler, fairer and more transparent funding that better reflected the current needs, costs and resources of the local area. This was initiated to address an imbalance in funding allocations created under the previous government;
- c) Plymouth had a low Council Tax base, with a large proportion of houses in the A, B or C bracket. Other areas had higher bases, attracting higher revenue. It was hoped that the consultation would lead to a fairer allocation of the funds to help meet the needs of the city and its residents;

- d) The consultation ran for a period of eight weeks, up until 15 August 2025;
- e) Plymouth City Council's response to the consultation would be brought to Cabinet for awareness;
- f) The second consultation related to Council Tax, and ran for twelve weeks, from 12 September 2025;
- g) The second consultation aimed to improve the ease of paying Council Tax. This included proposals to move payments from 10 to 12 month cycles by default, enabling people to pay over a longer period of time, and improving transparency of how the monies were spent. Proposals also included changing entitlements to increase eligibility for Council Tax discounts, improving the ability for residents to challenge their Council Tax banding, and enabling the application of fairer and more flexible repayment systems;
- h) The consultations were welcomed, and were hoped to bring long-overdue reform;
- i) Cumulatively, the Council had lost approximately three quarters of £1 billion since 2010;
- j) It was important that funding allocations reflected Council Tax bases, and recognised issues such as deprivation, inequality and service demand. The new formula would take account of residents who required services but did not pay Council Tax, including students and service personnel;
- k) It was important to properly consider the proposals to ensure there were no unintended implications, and for Plymouth to feed back their support and reservations where required;
- l) Plymouth City Council were working with experts to model the proposed funding formulas prior to feeding back on the consultation;
- m) The multi-year settlement had now been confirmed (3 year). Transitional arrangements would be required in the interim period;
- n) The Government had announced plans to consolidate grants, aiming to increase transparency and streamline the process; Each year the local authority received nearly 300 separate grants;
- o) The plan set out 4 grants for initial consolidation: Homelessness, Public Health, Crisis Resilience and Children's Services;
- p) Post Local Government Reorganisation, there would be a smaller number of Unitary Authorities driving economic growth however, economic growth was not a statutory function. Combined Authorities alone could not drive economic growth;
- q) The Leader requested that the Service Director and Cabinet Member for Finance utilise their networks to ensure funding for economic growth was considered, and

understand how the Government would resource it. There was an opportunity to include growth as an additional (5<sup>th</sup>) funding pot.

The Cabinet agreed to:

1. Note the report;
2. Receive an update report at the next Cabinet meeting to outline progress.

11. **Leader's Announcements**

Councillor Evans OBE (Leader of the Council) made the following announcements:

- a) The Council had won three national awards and two regional awards;
- b) Minister Maria Eagle announced that Plymouth had been made the National Centre for marine autonomy and would place Plymouth on the world stage as the place to invest in new exciting technologies;
- c) On 18 June 2025, Homes England CEO Eamonn Boylan and Councillor Evans OBE signed a Memorandum of Understanding (MOU) to formally agree a new strategic partnership to build 10,000 homes focused on regenerating Plymouth's City Centre to make it a national exemplar of urban living for all;
- d) On the 23 June 2025, Plymouth was set out as a national opportunity in the Government's brand new industrial strategy scheme;
- e) The Ministry of Defence was investing £4.4 billion pounds in the dockyard over the next 10 years, highlighting the role that Plymouth played in the UK's defence and security. The Freeport status meant that the area would continue to benefit from His Majesty's Governments support and incentives;
- f) On the 30 June 2025, Babcock announced a defence dividend for Plymouth, including the following commitments:
  - i. To locate 2,000 workers to the City Centre as part of a new global capability centre;
  - ii. A new integrated logistics hub and advanced manufacturing facility in the Freeport;
  - iii. A new centre for engineering and nuclear skills.
- g) The National Centre of Marine Autonomy was all about jobs from entry level apprenticeships to some of the most technical and specialist roles anywhere in the world;
- h) Plymouth had one of the largest clusters of expertise in the world with 7,100 skilled people in marine manufacturing, 21 percent of the national employment in that field;

- i) This national recognition was attracting new investment with three large global companies talking to the council's inward investment team since the announcement;
- j) The Industrial Strategy would guide future government investments in Research & Development, business, and skills. And Plymouth businesses would be at the very heart of that investment;
- k) The MOU with Homes England was about building houses, a national mission for government. Homes England had chosen Plymouth amongst a handful of priority areas to co-invest;
- l) The Council's new partnership would focus on the city centre and was all about accelerating housing starting with the Civic Centre then Armada Way North and then the West End;
- m) Babcock's had committed to a new logistics and manufacturing hub in the Freeport and was the culmination of years of hard work by the Economic Development and Freeport team. This would not only create hundreds of new jobs, but it would also support a massive supply chain of constructions workers, professional services and drivers;
- n) Babcock had committed to a new Nuclear and Engineering skills academy which would ensure that those opportunities were accessed by kids, our adults and perhaps most importantly those not in work or able to work. This whole project was about making sure that the benefits of this unprecedented investment in the city created good growth for all our citizens.

12. **Cabinet Member Updates**

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

- a) David Cottrell, a filmmaker and artist, was creating the first commission for Plymouth as part of Sea for Yourself programme, a collaboration between cultural partners and the National Marine Park 'Horizons Program' helping reconnects residents to the ocean through a series of creative digital interventions. David would create the first commission for Plymouth as part of Sea for Yourself;
  - i. David, recognised for his visionary public realm and digital work would develop exciting new work that would unfold across multiple site and digital platforms throughout the city.
- b) Hello Sailor would take place at Tinside Lido, celebrating the National Gallery's 200<sup>th</sup> Anniversary;
- c) Sir Gabriele Finaldi, the Director of the National Gallery, was hosted in Plymouth for a day on 26 June 2025 and unveiled a plaque for Sir Charles Eastlake, who was the first director of the National Gallery and was born in Plymouth, and then visited Tinside Lido, Council house and The Box;

- d) An event at Trafalgar Square on the 26 July 2025, named 'The Triumph of Art' organised by Turner prizewinning artist Jeremy Deller, The Box was the selected venue for England, (Made up of four parts: England, Ireland, Scotland and Wales) having so much history in Plymouth.

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

- e) The North Prospect Regeneration Project won two awards at the South West Royal Town Planning Institute. It won the:
  - i. The Best Project Award;
  - ii. The Overall Best in Region Award.
- f) Councillor Penberthy attended the Mitchelmores Property Awards and Broadland Gardens won Project of the Year, the '35 Homes and Under Award';
- g) Concerning the plot of land up for auction outside Gables Dogs & Cats on Merafield Road, Plymstock. National Highways chose not to sell the land on the open market, but to sell to the Council and then for that land to be sold back to Gables Dogs & Cats Home at the same price. This meant that Gables would maintain the land as a wildlife space at no cost to the Public.

Councillor Stephens (Cabinet Member for Strategic Planning and Transport) provided the following announcements:

- h) The Royal Improvement Scheme had commenced;
- i) The Plymotion team had been engaging with bus user to help explain the relocation of bus stops;
- j) On the morning of 07 July 2025, a Citybus driver drove the City's first electric bus, for the number 21 service from to Plympton;
- k) Councillor Stephens accompanied ward councillors and school leaders outside Pennycross, Manadon Vale, Compton and Montpelier schools, to discuss road safety concerns during school runs;
- l) Thanked Plymouth City Council's Road Safety Team led by Suzanne Keith for their work with thousands of children in pedestrian and road safety training programmes across the city. During joint observations, it was good to recognise the good work of School Traffic Patrol people, for the work they did to engage with school communities to help them feel safe. I would urge anyone who knows anyone who had an aptitude and interest to become a school crossing patrol person to look at the Council's website as there were a few vacancies around the city;
- m) Councillor Stephens emphasised the importance of School Patrol Crossing Officers to engage with school communities and to support safety;

- n) Small infrastructure improvements had been identified to combat inconsiderate driving.

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

- o) Armed Forces Day had been a key fixture of the National Calendar since its arrival in 2008 and the event in 2025 has seen 42,000 people in attendance. Councillor Haydon thanked everyone involved in the delivery of the event with a special thanks for the sponsors of the day;
- p) 24 schools took part in the Schools Partnership rowing challenge and feedback was positive;
- q) The Summer Reading challenge was enhanced by councillor community grant funding and would be launched on 11 July 2025 and would be free of charge with the theme of 'story garden';
- r) Simon James would share his picture book the Frog and Beaver with students from Tor Bridge primary school.

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

- s) PCC received special recognition in Environmental Services for 'Ocean City' and 'Nature' at the LGC Awards;
- t) The Blue Sparks community grant programme, as part of the National Marine Park programme, and funded by the National Lottery Heritage Fund pledged that across the next three years, £60,000 would be dedicated to communities, to enhance marine citizenship in the National Marine Park. This would be through small grants of up to £2,500 pounds for grassroots community organisations, to support the development and the delivery of their ideas. They would display art to highlight Plymouth's heritage assets or improving local blue spaces and would support Britain's Ocean City to be more accessible and enjoyable for all;
- u) In the summer of 2024, Plymouth City Council organised 'The Summer of Nature', a series of public events where the council listened to local people to discuss improvements to the green and blue spaces across the City;
- v) The Council's grounds team were tasked with enhancing roundabout and gateway sites, with vibrant but also pollinator friendly flowers;
- w) The team successfully applied for a grant to commission an award-winning garden designer who created mixed species involved;
- x) Key sites for the change were: St. Budeaux Interchange down to Derry's Cross nearby to the City Centre;

- y) The flower seeds were planted earlier in the year, which were in full bloom, increasing wildlife in areas across Plymouth;
- z) 10,000 bulbs had been agreed to be planted in Spring 2026.

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

- aa) The celebration of the LGC, Diversity and Inclusion Award for the supported internships programme. The placements expanded from nine to 67 in two years and the Council's partnership with Discovery College achieved a 100% employment success rate. Plymouth's commitment to empowering young people with learning disabilities, reshaped expectations across the sector;
- bb) The On-Course Southwest team secured a silver Pearson award for the 'Your Futures' programme;
- cc) The Encore Southwest team had been nominated for a gold award, with the winners being announced in November 2025;
- dd) Other winners of the Pearson award included;
  - i. Hannah Donnelly of Ernesettle Primary, for outstanding new teacher of the year;
  - ii. The Devonport High School for Boys IT team, for their transformational youth of digital technology;
  - iii. Lisa Grinney of Torbridge Primary School, for teaching assistant of the year.
- ee) Mount Street Primary and Millbay Academy were two schools who had been recognised nationally for their 'School of Sanctuary' status, a prestigious accreditation;
- ff) Building Plymouth had announced the 'Adopt a School' programme connecting local schools with industry and construction in the built environment sector. 14 secondary schools had been adopted by 14 building construction companies, with one company adopting a primary school;
- gg) Mission Mammoth, a science, technology, engineering, arts and maths event took place at The Box in July 2025 and was in its fifth year;
- hh) This year resulted in 400 children taking part, with 11 schools and 85 construction volunteers from 30 construction employers. 10 staff from The Box and the Arts University supported during the course of the week. The help received totalled £68,000 worth of equivalent volunteer hours, over £38,000 worth of industry follow-up school visits, as well as £5,000 pounds worth of sponsorship.

*(Councillor Cresswell presented a video to the Cabinet to show the event Mission Mammoth)*



Councillor Aspinall (Cabinet Member for Health and Adult Social Care) provided the following announcements:

- ii) The Council had a public health assurance review, a statutory duty to provide public health services, funded by the ring fence public health grant. The Southwest of England had been chosen as a pilot in public health assurance process, overseen by the regional director of public health. The pilot had seen assurance visits carried out across the 14 local authorities of the Southwest, with the view to further national rollout;
- jj) At the end of June, Plymouth City Council undertook their assurance visit, including the regional director of public health, our own director of public health, the Council Leader, Councillor Aspinall, the Chief Executive and the Director of Finance. The visit followed submission of extensive evidence to demonstrate that, public health funds were spent in accordance to the conditions of the grant, and all opportunities were taken to maximise the improvement of public health across the City;
- kk) A letter had been received by the Regional Director that Plymouth City Council had provided excellent evidence in compliance and assurance that we have the appropriate governance and processes in place for the spending of the public health grant. The Council had spent our money appropriately to health needs, and delivering the outcomes associated with that spend;
- ll) An informal visit will be conducted in autumn 2025 for the Regional Director to view the excellent work of Plymouth City Council in improving the lives and wellbeing of its residents.

13. **LGA Update**

Councillor Evans OBE (The Leader of the Council) introduced the item and provided the following announcements:

- a) His visit to the Local Government Association Annual Conference and Exhibition in Liverpool alongside Councillor Laing (Deputy Leader) and Tracey Lee (Chief Executive). At the Conference subjects of discussion included;
  - i. Children's Services;
  - ii. Support for SEND;
  - iii. Renewed commitment to affordable homes programme;
  - iv. Long-term announcements;
  - v. Multi-year funding settlement statement was reinforced;
  - vi. Concerns of funding for adult social care;
- b) A powerful speech was given by Angela Rayner (Deputy Prime Minister) at the conference of her experience of local government;

- c) Wes Streeting (Secretary of State for Health and Social Care) attended the conference, discussing the vision of rebuilding the NHS, recruiting more GPs, protecting NHS staff and shifting care to communities;
- d) Various positive meeting with Plymouth neighbours including Cornwall, Torbay and South Hams to talk about next steps of Local Government Re-organisation;
- e) The rise of AI was a hot topic at the conference.

# Cabinet



Date of meeting: 11 August 2025

Title of Report: **Defence Partnership and City Centre Regeneration Programme Update**

Lead Member: Councillor Tudor Evans OBE (Leader)

Lead Strategic Director: Glenn Caplin-Grey (Strategic Director for Growth)

Author: Stuart Wingfield (City Centre Programme Director)/Amanada Ratsey (Head of Economy and Investment)

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Your Reference:

Key Decision: No

Confidentiality: Part I - Official

## Purpose of Report

The report provides an update on the investment by the Ministry of Defence (MoD) in the City. It sets the context of the strategic importance of Plymouth in delivering the Continuous at Sea Deterrent (CASD). This is a national security endeavour. It aligns with the concentration and pace of innovation in Marine Autonomy, which has resulted in Plymouth being designated as the National Centre for Marine Autonomy. The Council is working in partnership to support the growth dividend and needs to realign its delivery to support defence growth.

A key element of supporting the growth, is ensuring we have a City Centre which is an attractive place to live and work. Changing the image of the City and providing the homes and transport network needed for a future workforce requires masterplanning and new strategic partnerships with key players (such as the MoD and Babcock), alongside key government departments (including Homes England and the Ministry of Housing, Communities and Local Government).

The report provides an update on the city centre regeneration programme, including the signing of a Memorandum of Understanding with Homes England to work together on ambitious plans to deliver a 'new town in the city' of 10,000 homes in and around the city centre.

The report sets out the Council's engagement with the Governments New Towns Taskforce through the call for evidence process. The new towns programme aims to maximise the provision of new homes, accelerate delivery of new homes and diversify the housing market.

The report sets out the next steps in the regeneration programme including seeking approval to receive funding, to commence procurement of masterplanning and technical studies and to delegate award of contract to the Strategic Director for Growth.

## Recommendations and Reasons

1. Endorse the partnership working with the MoD, MHCLG and Babcock as set out in the report to drive the delivery of a sustainable growth dividend from defence investment in Plymouth.

*Reason: To demonstrate the Cabinet's endorsement of the work of the defence partnership and support efforts to realise the growth dividend by delivering the following aims: 'Strong Foundations; Drive economic growth; Regeneration and attraction; Break down barriers to opportunity.'*

2. Notes the signing of a Memorandum of Understanding with Homes England to progress ambitions to deliver 'a new town in the city' of 10,000 new homes within the city centre and surrounding area.

*Reason: For Cabinet to mark this major milestone in the Plymouth city centre regeneration programme.*

3. Notes the engagement by the City Council with the New Towns Taskforce call for evidence as set out in the report and endorses further discussions with Government on the programme as necessary.

*Reason: For Cabinet to be aware of the discussions to date regarding the City Council's engagement with the emerging new towns programme and allow further more detailed discussions with Government to take place.*

4. Accepts up to £1 million of external funding for the procurement of technical studies and masterplanning work as set out in the report and delegates the award of contracts to the Strategic Director for Growth where they do not already have the authority to do so.

*Reason: To comply with City Council regulatory procedures in accepting external funding and to allow the procurement process to commence at the earliest opportunity.*

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

1. Do not engage with the emerging new towns programme. The Government's new towns programme is likely to be a major delivery vehicle for new homes across the Country. There is a close alignment between the intent of the MoU with Homes England, to deliver a 'new town in the city' of 10,000 new homes and to drive transformational regeneration in and around the city centre, and the criteria set out in the New Towns Policy Statement. Engagement with the programme at this early Call for Evidence stage is non-binding on the Council or Government. To not engage with the new towns programme at this early stage would represent a missed opportunity to potentially secure support from Government for delivery of the ambitions set out in the MoU. For this reason, the option is rejected.
2. Do not receive funding, do not commission masterplanning and technical studies and rely on existing masterplans and Local Plan. The existing masterplans and Local Plan remain relevant and provide a positive and pro-growth policy framework under which to consider applications for new development. However, the existing masterplans are now over eight years old and do not fully reflect the challenges and opportunities of today or the opportunity presented by the strategic partnership with Homes England to drive delivery. Without the new technical studies, the partners will not fully understand the potential capacity of the area. This could lead to a less coordinated approach to new development, consideration of proposals on a site-by-site basis, and sub-optimal outcomes for the City. For this reason, the option is rejected.

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

#### **Corporate Plan**

Democracy – the work to be commissioned will include specialist community engagement experts to develop and deliver a full programme of engagement to ensure communities can have their say.

Responsibility – the work to be commissioned will create a framework for future decision making about development in the City Centre.

Fairness – the work to be commissioned will aim to ensure that development in the City Centre benefits all of society and helps to overcome inequity in access to high quality and affordable housing, employment opportunities, shops and services.

Co-operation – the work to be commissioned is part of strategic partnership with Homes England.

Build more homes – the engagement with the New Towns Taskforce and the work to be commissioned will identify sites and opportunities for many more new homes including affordable homes.

Trusting and engaging our communities – the work to be commissioned will deliver a programme of community engagement on the future of the City Centre.

### **Plymouth Plan**

Growing city – the work to be commissioned will help to set a framework for growth in the area.

Regional city - the work to be commissioned will define the future economic role for the City Centre.

Growth Area – the work to be commissioned seeks to enable the growth aspirations for the City Centre & Waterfront Growth Area

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

The masterplanning and technical studies are to be fully funded by external partners (Homes England/ MHCLG).

Plymouth City Council will commit staff resources to procure, appoint and manage the consultancy contract(s) and resource a full programme of stakeholder and community engagement activities.

Plymouth City Council will commit staff resources to further any discussions with Government on the emerging new towns programme.

### **Financial Risks**

Risk that funding for masterplanning and technical studies is not approved. This risk is mitigated by seeking funding commitment prior to entering any contract(s) with suppliers.

Risk that tender returns exceed available funds or suppliers cannot meet the conditions of the funding. This risk is mitigated by the scope of services being informed by market intelligence from Homes England derived from similar commissions through their professional services framework. The procurement process will enable consideration of proposals in terms of quality and cost. The terms and conditions of the funding will be embedded into the terms of the contract with appointed suppliers.

### **Legal Implications**

(Provided by Liz Bryant)

The Memorandum of Understanding between PCC and Homes England is a set of high level principles and guidelines that set out how the two organisations will work together with no legal implications.

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

The masterplanning and technical studies commission will set the development framework for growth and new buildings in the City Centre. It will have environmental benefits by:

- focusing development needs on sustainable brownfield land where the environmental benefits of compact urban living can be realised and releasing development pressure on less sustainable and greenfield sites;
- ensure best use of existing infrastructure to support growth rather than building new;
- ensuring new buildings are built to high environmental and energy performance standards;
- utilise and help deliver carbon-saving infrastructure and technology such as heat-networks;
- ensuring high quality green space and urban tree planting and landscaping.

**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.*

The masterplanning and technical studies commission will include dedicated project management resource to ensure that compliance with statutory requirements are met and that risks are identified and managed effectively throughout the work.

The masterplanning and technical studies commission will include communications and engagement specialists to ensure meaningful engagement with stakeholders and communities. As set out in the Equality Impact Assessment, this engagement will be designed and delivered in ways which must ensure equitable access for all including harder to reach demographics.

**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 1 of the Local Government Act 1972 by ticking the relevant box.</i>						
		1	2	3	4	5	6	7
A	City Centre Briefing Report							
B	Equalities 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 1 2A of the Local Government Act 1972 by ticking the relevant box.</i>						
	1	2	3	4	5	6	7

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Sign off:

Fin	ITG.2 5.26.0 43	Leg	LS/00 0031 97/31 /LB/3 1/07/ 25	Mon Off	N/A	HR	N/A	Assets	N/A	Strat Proc	N/A
Originating Senior Leadership Team member: Glenn Caplin-Grey (Strategic Director for Growth)											
Please confirm the Strategic Director(s) has agreed the report? Yes Date agreed: 31/07/2025											
Cabinet Member approval: Councillor Mark Lowry (Cabinet Member for Finance) (approved by email 01/08/2025)  Councillor Tudor Evans OBE (Leader)    Date approved: 31/07/2025											

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# CABINET BRIEFING REPORT

## DEFENCE PARTNERSHIP & CITY CENTRE PROGRAMME UPDATE



### I. EXECUTIVE SUMMARY

#### PART ONE DEFENCE PARTNERSHIP

- I.1 A defence partnership is working across the city with private sector partners and National Government. It will deliver the workforce, infrastructure, and wider business ecosystem to drive inclusive sustainable long-term growth and deliver defence capability for the nation. HMNB Devonport & Dockyard and the wider defence industry impacts extend beyond the city's boundaries.
- I.2 Currently, the defence sector delivers 14% of the city's economic output and HMNB Devonport & Dockyard is the daily workplace for 11,600 workers. We propose working across government departments to capitalise on the major investments in HMNB Devonport & Dockyard, learning from good practice across other large investments such as Hinkley in Somerset. Investment in Plymouth is nationally significant and links to investments in Barrow-in-Furness and Derby. Together with Aldermaston, these facilities are at the heart of delivering our Continuous at Sea Deterrent (CASD); this is vital in protecting UK interests at home and abroad. To increase resilience and strengthen the defence outputs innovation and autonomy plays a critical key role in the future of defence and Plymouth's role as the National Centre for marine autonomy is significant area for future defence growth.
- I.3 Plymouth's defence supply chain and workforce extends into Cornwall, Torbay and Devon. At the same time, the impacts also need to positively affect the communities of Devonport and the others that sit alongside HMNB Devonport & Dockyard, transforming them from some of the most deprived areas of the city into great places to live and work.
- I.4 At present, the city does not have sufficient skilled labour due to legacy challenges of poor education, poor health outcomes and skilled labour retention, and the lack of high-quality housing and entry level graduate housing. There has been strong growth of 7,000 jobs in the past two years, with projections of more than 25,000 jobs than people of working age within the next 10 years. This creates huge risks to local growth, social cohesion and cost increases to the defence programme.
- I.5 Plymouth City Council, the Royal Navy and Babcock have established a defence partnership to ensure the vital defence outputs are delivered into the future; whilst supporting the region's growth, understanding the risks and opportunities and scoping potential solutions. MOD and Babcock are investing heavily in the City. The MOD have confirmed £4.4 billion of investment over the next 10 years and Babcock issued the statement [Babcock Delivering Defence Dividend Blueprint for Regional Regeneration - Babcock International Group](#)

#### PART TWO CITY CENTRE PROGRAMME

- I.6 The regeneration and transformation of Plymouth City Centre, including the provision of many more homes that the City needs, is a core part of the City's adopted growth strategy in the Plymouth Plan and Joint Local Plan. While significant progress has been made on regenerative projects in leisure, culture and public space in recent years, the market has failed to deliver new City Centre homes. The defence partnership presents an unprecedented opportunity to lever this economic and jobs growth and to drive forward regeneration plans in the City Centre. To

this end, on 31 March 2025 the Cabinet noted Plymouth City Council's work with Homes England to deliver over 10,000 homes in and around Plymouth City Centre as part of a vision for 'a new town in the city', kickstarting a transformational regeneration programme.

- 1.7 Cabinet delegated to Officers to agree the terms of a Memorandum of Understanding (MoU) with Homes England and future Joint Venture arrangements. The MoU with Homes England was formally signed June 2025. The City Council and Homes England have also engaged with the Government's New Towns Task Force 'call for evidence' process to consider the potential alignment of the Plymouth MoU for a new town in the city and the emerging new towns programme. Cabinet is asked to note these updates and to endorse future engagement with Government on the new towns programme as necessary.
- 1.8 As part of joint-working arrangements under the MoU, Homes England and the Ministry of Housing, Communities and Local Government (MHCLG) have committed to fund the preparation of technical studies to guide the delivery of development in and around the City Centre. The technical studies will also inform any future discussions with Government on the potential alignment of the Plymouth proposals with the new towns programme. A Council Decision is required to receive the funding, to commence procurement for a consultant team and to delegate the award of contract to the Strategic Director for Growth following the procurement exercise.

## **PURPOSE OF THE REPORT**

- 1.9 To endorse partnership working with the MoD, MHCLG and Babcock to drive a sustainable growth dividend from defence investment. This will deliver the following aims: Strong Foundations; Drive economic growth; Regeneration and attraction; Break down barriers to opportunity.
- 1.10 To note the signing of the Memorandum of Understanding (MoU) with Homes England to progress ambitions to deliver 'a new town in the city' of 10,000 new homes in and around the City Centre.
- 1.11 To note engagement with the Government's New Towns Taskforce call for evidence and to endorse further discussions with Government on the new towns programme as necessary.
- 1.12 To accept funding up to £1 million funding for technical studies and master planning work, to authorise procurement of this work and delegate award of contract to the Strategic Director for Growth.

## **PART ONE DEFENCE PARTNERSHIP UPDATE**

### **2. RATIONALE**

- 2.1. Our Vision is to maximise the opportunity for defence investment to support CASD, whilst driving sustainable and inclusive growth, encouraging innovation, and building opportunities extending well beyond Plymouth city boundaries into the regional footprint.
- 2.2. Plymouth is a vibrant waterfront city, home to the largest naval base in Western Europe. Plymouth is a critical hub for naval operations, defence technology and innovation. Plymouth plays a fundamental role in our country's defence, with HMNB Devonport & Dockyard a crucial support base for both surface ships and submarines and the only UK location capable of comprehensive maintenance of our submarines to support our CASD.
- 2.3. The Ministry of Defence (MoD) is investing an additional £4.4bn over the next 10 years in HMNB Devonport & Dockyard to support the next phase of submarine and nuclear works. This requirement extends to 2070 and therefore creates an extremely rare, long-term financial commitment to Plymouth and its wider region.
- 2.4. Government support is required for Plymouth to grow its local talent base city-wide, develop a new living offer to attract people to relocate, ensure adequate transport around the region and capitalise on the city's innovation assets.

### **3. KEY OUTCOMES**

- 3.1. This is a once-in-a-life-time opportunity and aims to:
  - Enable the sustainment of the Defence Nuclear Enterprise and wider defence operational asset infrastructure and support services efficiently and securely.
  - Address the skills and workforce gap and remove barriers to employment.
  - Deliver the vital housing and transformational public realm needed to attract and retain workforce.
  - Recognise the need for investment in infrastructure and natural environment (transport, health, and culture).
  - Support the wider business ecosystem to encourage innovation and strong supply chains.
  - Address stubborn inequalities and inter-generational factors undermining social mobility.
  - Catalyse growth in sectors adjacent to the defence industry, with a focus on innovation, maritime autonomy and dual-use capabilities.

### **4. THE OPPORTUNITY**

- 4.1. The MoD investment in HMNB Devonport & Dockyard presents a once in a lifetime opportunity for Plymouth.
- 4.2. To maximise the opportunity to achieve inclusive growth and local impact we need to collaborate effectively across the departments and the city to tackle the challenges that block success.

### **5. OUR MISSIONS**

- 5.1. To achieve our vision, we have developed 4 key missions to demonstrate the role that the defence partnership can play in delivering for both defence and the city:

- 5.2. Strong Foundations – the plan will be based on data and a strong evidence base. The defence partnership will share intelligence and insight to make evidence-based decisions.
- 5.3. Drive economic growth – the plan will deliver growth through partnerships with a focus on business innovation and technology that embraces Marine Autonomy and AI marine tech. We will help local businesses access defence contracts, grow the supply chain build a defence economic dividend. Supporting local people, graduates and veterans to take advantage of high value jobs and new opportunities.
- 5.4. Regeneration and attraction – the plan will deliver an enhanced living environment with 10,000 new homes in the City Centre, creating a more vibrant and safer town centre.
- 5.5. Break down barriers to opportunity – the plan has a clear focus on skills from pre-16 education through to post-16 skills. This will raise attainment and achievement amongst our school children while building skills to enable everyone to take advantage of the opportunities that growth will bring.
- 5.6. These missions will be delivered through a programme of works. These are set out in Appendix A.
- 5.7. The development of the defence partnership also aligns with the future regeneration of the City Centre. It provides an economic opportunity to catalyse future investment and support the delivery of a City Centre regeneration and development programme as set out in Part Two below.

## **PART TWO CITY CENTRE PROGRAMME**

### **6. MEMORANDUM OF UNDERSTANDING**

- 6.1. The City Centre has long been a focus for growth and regeneration in Plymouth. Successive Local Plans and masterplans, over the past two decades, have identified that Plymouth City Centre is overly reliant on retail uses and has a very low population density when compared to other top English city centres. The area is currently designated as one of three 'growth areas' in the adopted Joint Local Plan. The Local Plan recognises that while the City Centre should continue to be a regional hub for shopping, it also needs to develop a vibrant mix of other uses including culture, leisure, employment, events and festivals, and places to live.
- 6.2. The growth in jobs and growth in the economy, as part of the defence investment outlined in Part I of this report, presents an unprecedented opportunity to drive forward and accelerate the regeneration and growth opportunities in the City Centre. The defence investment not only generates a demand for new homes in the city, but it also generates demand for new office and employment space and new demand in the service economy. This economic stimulus and improved investor interest in Plymouth can be harnessed by the City Centre as a place to help meet these demands, as well as to accommodate existing local needs for quality homes and services. By investing in affordable, high-quality housing and associated infrastructure, the City will support defence capabilities, create a thriving, inclusive city for future generations, retain local talent, attract new families, and ensure that all communities benefit from the opportunity.
- 6.3. In the context of emerging defence investment, Plymouth City Council has been working closely with Homes England on plans to drive forward regeneration and growth in the City Centre. In March 2025, the Cabinet noted Plymouth City Council's work with Homes England and a shared ambition to deliver "a new town in the city" with over 10,000 new homes in and around Plymouth City Centre, kickstarting a transformational regeneration programme. Cabinet delegated to Officers to agree the terms of a Memorandum of Understanding (MoU) with Homes England and future Joint Venture arrangements. The MoU was formally signed by the partners in June 2025 and this paves the way for joint-working between the organisations to plan for the delivery of high-quality new homes and associated infrastructure.

### **7. NEW TOWNS PROGRAMME**

- 7.1. In July 2024 the Government published a policy statement on new towns. In addition to new communities built on greenfield land and urban extensions, the scope of the policy includes urban regeneration schemes. The government appointed a New Towns Taskforce to advise ministers on the appropriate location and delivery of new towns, with the objective of supporting and unlocking economic growth as well as making a significant contribution to meeting housing demand in England.
- 7.2. The Taskforce launched a national 'call for evidence' process to help aid location identification. The City Council and Homes England have engaged with the Taskforce through the call for evidence process. The purpose of this engagement has been to consider whether inclusion in the new towns programme could be a suitable delivery mechanism for the City Centre ambitions. The Interim Update from the Taskforce in February 2025 identified that over 100 responses had been received.
- 7.3. New towns are expected to contain at least 10,000 homes, be well-connected, well-designed, sustainable and attractive places where people want to live and have all the infrastructure, amenities and services necessary to sustain thriving communities. It is expected that new towns will deliver to the highest standards and help meet housing need by targeting rates of 40% affordable housing with a focus on genuinely affordable social rented homes (New Towns Policy Statement July 2024). The Taskforce is due to submit its recommendations to MHCLG

ministers this summer, which will include a list of places new towns could potentially be located, as well as wider recommendations on the funding and delivery of new towns.

- 7.4. Officers consider that at this high-level, there is considerable alignment between the aspirations for the City Centre under the MoU and the new towns policy statement. The proposals are aligned on the aims to maximise the provision of new homes, accelerate delivery of new homes and to diversify the housing market. Cabinet is asked to note this engagement with the new towns task force to date and to endorse further discussions, as necessary, with the Government or their representatives on the programme. Engagement with Government on the new towns programme does not bind the Council or Government to any outcome.

## **8. TECHNICAL STUDIES AND MASTERPLANNING**

- 8.1. The signing of the MoU with Homes England and engagement with the new towns programme represents a major shift in the ambitions for the City Centre. While the area benefits from a pro-growth planning and development framework through existing masterplans and the Local Plan, new work is now required. The masterplans for the area (City Centre Masterplan and Waterfront Masterplan) were published in 2017. Much has changed in the last eight years in terms of developments completed and in the pipeline; economic conditions and property markets; consumer trends; housing needs and supply; climate change and sustainability; and the strategic relationship with Homes England. The new work to be commissioned will respond to this new context.
- 8.2. The City Council and Homes England now need to commission the technical studies to set out how, where and when up to 10,000 new homes, along with a mix of other uses and physical and social infrastructure, could be delivered. To do this the partners are seeking to appoint a suitably qualified and skilled multi-disciplinary consultant team. The consultant team will work with the City Council and Homes England to prepare a suite of technical documents, including a City Living Framework and Masterplan, to enable the accelerated delivery of transformational change and diversity of new homes under the partnership and any subsequent delivery programmes.
- 8.3. The technical studies are expected to be design-led and achieve buy-in through co-design of proposals with stakeholders and the local community. It is intended that, following a full programme of public engagement, the documents will be adopted by the City Council. They will be used to inform the determination of any future planning applications in the area and to help inform the preparation of the next Local Plan.
- 8.4. The final scope of the commission is yet to be finalised but will include a range of professional services including public and stakeholder engagement, master planning/ urban design and architecture, project and cost management, town planning/ environment and sustainability, landscape design and ecology, heritage, engineering, transport and traffic. Once commissioned the work is expected to take 12 months to complete.

## **9. CONCLUSION AND RECOMMENDATIONS**

- 9.1. The MoD investment in HMNB Devonport & Dockyard and delivery of the City Centre programme presents a once in a lifetime opportunity for Plymouth.
- 9.2. To maximise the opportunity to achieve inclusive growth and local impact we need to collaborate effectively across the departments and the city to tackle the challenges that block success.
- 9.3. Cabinet is asked to:
- endorse the partnership working with the MoD, MHCLG and Babcock as set out in the report to drive the delivery of a sustainable growth dividend from defence investment in

Plymouth. This will deliver the following aims: Strong Foundations; Drive economic growth; Regeneration and attraction; Break down barriers to opportunity.

- note the signing of the Memorandum of Understanding (MoU) with Homes England to progress ambitions to deliver 'a new town in the city' of 10,000 new homes within the City Centre and surrounding area.
- note the engagement by the City Council with the Government's New Towns Taskforce call for evidence as set out in the report and to endorse further discussions with Government on the new towns programme as necessary.

9.4. In order to take forward the ambitions of the MoU, Cabinet is asked to approve acceptance of funding and the commencement of procurement for the necessary technical studies and masterplans and delegate award of contract to the Strategic Director for Growth.

## **APPENDIX A DEFENCE PARTNERSHIP DELIVERY PROGRAMME**

### **WORKSTREAMS**

The delivery approach includes five interconnected workstreams, with sustainable and inclusive growth as a cross-cutting theme. These delivery workstream support fully support the missions aligned to the vision.

These are:



**Business & Innovation**

**Education (pre-16)**

**Transport**

**City Centre, Housing & Regeneration**

**Skills (post-16)**

### **THE CHALLENGES**



#### **BUSINESS & INNOVATION & MARINE AUTONOMY**

Plymouth has a relatively high employment rate that is higher than the national average, but the city suffers from a low productivity rate of 83.1% of the UK average. Business and technological innovation is required to increase the productivity rate within the Defence sector in Plymouth. HMNB Devonport & Dockyard employs 11% of Plymouth's full-time economically active population and contributes 14% of Plymouth's economic output. HMNB Devonport & Dockyard has many local firms and SMEs in its supply chain.

There are concerns that without intervention Plymouth could become a city with one large employer dominating the local economy. The MoD and Babcock require innovation of technology advancements to compete globally in future warfare. Innovation is more likely to happen at pace through a diverse ecosystem of local businesses and SMEs rather than overreliance on one large employer to provide the jobs of the future.



#### **EDUCATION**

Plymouth has an aging population with 36% of the city's population outside of the working age, combined with a slow population growth. Consequently, the number of unique vacancies has increased from 500 to 3,200 in under 3 years. Plymouth is within the 20% most deprived local authorities in England with 15% of the city's population income deprived and 12.5% of children living in absolute low-income families. Plymouth has below national and regional averages in GCSE attainment 93% primary school attendance and 89% secondary school attendance in 2022/23.



#### **TRANSPORT**

Transport is at capacity across the city, this is further compounded as the HMNB Devonport & Dockyard already suffers from limited parking capacity and the additional development works increasing the logistics demands to the area.





## **CITY CENTRE, HOUSING & REGENERATION**

To enable two thirds of the projected future jobs in Plymouth to be filled by an external workforce remaining / relocating to the city, the city requires the housing and transport capacity along with the leisure and cultural offerings to allow people to move to Plymouth and want to stay in Plymouth.

Plymouth City Centre has approximately 1,000 residential units compared to around 8,000 residential units of city centres of comparative spatial size. At least 50 people are chasing each rented house that comes up for rent and hotel occupancy rates are around 90%. Plymouth needs the investment to create a thriving city centre that will attract the required future numbers of external workers to the city



## **SKILLS**

Based on the planned future Government investment into Plymouth's Defence sector and His Majesty's Naval Base (HMNB), the total number of jobs in Plymouth is projected to rise by circa 15,000 over the next 10 years. There is currently a jobs gap of circa 10,000 between the current total jobs in Plymouth and the economically active, working-age population. This gap is projected to increase to circa 25,000 over the next 10 years. Within the 25,000 jobs gap, Babcock will require 3,500 new recruits in the next five years, with an anticipated 5,500 overall new recruits over the next ten years. An additional circa 2,000 jobs in civil engineering and construction are required to support the Royal Navy's nuclear requirements at HMNB Devonport & Dockyard and to support the incoming Dreadnought class of submarines.

Altogether, Babcock and the Royal Navy require 5,500 recruits in the next five years, and 7,500 in the next ten years to continue to deliver the CASD. The average Babcock apprenticeship takes 4 years to complete, however, the duration will alter dependent upon the level of the apprenticeship. Two thirds of the future workforce will either be recruited from existing businesses within the city or be relocations from outside of the city.

Historically, Babcock has had challenges finding local people with the skills to fill the required job roles and so have recruited from outside the city along with attracting top talent from other local business. These new recruits have significantly higher average salaries than the average salary of Plymouth city, which is already lower than the national average. This leads to an inequality gap between HMNB Devonport & Dockyard employees and non-HMNB Devonport & Dockyard employees within in the city.

## **THE OPPORTUNITIES BY WORKSTREAM**



### **BUSINESS & INNOVATION**

The partnership aims to foster a local community of business and innovation, to support the growth agenda and to develop an inclusive supply-chain ecosystem that supports Defence in Plymouth.



### **EDUCATION (PRE-16)**

The partnership aims to improve attendance and inclusion within the city's schools to ensure that the secondary school curriculum best serves Plymouth's students, whilst also encouraging uptake on STEM subjects and increasing the attainment of GCSEs required for the future career demands of the city through championing local career pathways.



### **TRANSPORT**

The partnership aims to ensure the local area has improved sustainable transport systems to respond effectively to the increased demand from the increased investment in the area, including rail, bus and cycling between the planned new homes in the city centre, travel to work area, the HMNB Devonport & Dockyard and other Skills and innovation hubs across the city.



### **CITY CENTRE, HOUSING AND REGENERATION**

The partnership aims to address the housing shortages and high rents across the city whilst in parallel enticing relocation of skilled workforces to the area. In attaining investment, it seeks to create a “new town in the city centre” and to continue driving forward housing development across the wider city and urban extensions and regeneration projects that will revitalise the arts, cultural and leisure offerings of the city.




### **SKILLS (POST-16)**

The partnership aims to address the large emerging skills gap in Plymouth, with 25,000 additional employees being needed over the next 10 years. It will achieve this through collaboration and partnership of Higher / Further education and training providers, whilst also maximising the potential of the local population through schemes to support the economically inactive gain employment.

# EQUALITY IMPACT ASSESSMENT – DEFENCE PARTNERSHIP AND CITY CENTRE REGENERATION PROGRAMME

## SECTION ONE: INFORMATION ABOUT THE PROPOSAL

<b>Author(s):</b> The person completing the EIA template.	Stuart Wingfield	<b>Department and service:</b>	City Centre Programme Director, Strategic Planning & Infrastructure	<b>Date of assessment:</b>	31/07/2025
<b>Lead Officer:</b> Head of Service, Service Director, or Strategic Director.	Glenn Caplin-Grey, Strategic Director for Growth	<b>Signature:</b>		<b>Approval date:</b>	1.8.25
<b>Overview:</b>	<p>The cabinet report provides an update on work in support of the growth dividend from defence investment with the aims of delivering strong foundations, drive economic growth, regeneration and attraction, and to break down barriers to opportunity.</p> <p>The cabinet report provides an update on the city centre regeneration programme, including the signing of a Memorandum of Understanding with Homes England to work together on ambitious plans to deliver a ‘new town in the city’ of 10,000 homes in and around the city centre.</p> <p>The cabinet report sets out the Council’s engagement with the Governments New Towns Taskforce through the call for evidence process.</p> <p>The cabinet report sets out the next steps in the regeneration programme including seeking approval to receive funding, to commence procurement of masterplanning and technical studies and to delegate award of contract to the Director for Growth.</p> <p>This EqlA focuses on the decision to approve procurement of masterplanning and technical studies, and particularly the impacts of engagement with the community as part of this commission. It does not consider the impact of any proposals for buildings or land use change that might arise from these studies. These proposals will be subject to further assessment at the relevant stage.</p>				

<b>Decision required:</b>	<p>Cabinet is asked to note progress and support ongoing discussions across the defence partnership; the signing of the Memorandum of Understanding with Homes England; and the engagement with the Government’s New Towns call for evidence process.</p> <p>Cabinet is asked to endorse further discussions with Government on the new towns programme as necessary.</p> <p>Cabinet is asked to approve acceptance of funding, the commencement of procurement for the necessary technical studies and masterplans, and to delegate award of contract to the Strategic Director for Growth.</p> <p>This EqlA focuses on the decision to approve procurement of masterplanning and technical studies, and particularly the impacts of engagement with the community as part of this commission</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?	Yes	X	No	
<b>Potential internal impacts:</b> Does the proposal have the potential to negatively impact Plymouth City Council employees?	Yes		No	X
Is a full Equality Impact Assessment required? (if you have answered yes to either of the questions above then a full impact assessment is required and you must complete section three)	Yes	X	No	
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
	Data is taken from: the Census for 2021 and <a href="#">Understanding our communities   PLYMOUTH.GOV.UK</a>			

<b>Age</b>	<p>In 2021 children and young people 17 and under accounted for 19.5 per cent of the Plymouth population. The percentage of 20-24 year olds (8.0 per cent) is higher than that found in England as a whole (6.0 per cent).</p> <p>The proportion of the working-age (16-64 year old) population in Plymouth is 64.1 per cent - higher than that in the South West (60.7 per cent) and England (63.0 per cent). 18.5 per cent of people in Plymouth are aged 65 and older which is comparable with the England average (18.4 per cent) but lower than the South West average (22.3 per cent).</p>	<p>The work to be commissioned will include a programme of community engagement.</p> <p>Certain age groups could be adversely affected by the engagement work if their specific needs are not identified. In particular, this might include methods of engagement (digital/ in-person, event venues, event times, event format and layout).</p>	<p>The commission includes the procurement of public and stakeholder engagement specialists who will be tasked with preparing and delivering an engagement strategy.</p> <p>The strategy must ensure that it uses methods that engage a full range of age groups and that feedback informs any proposals coming forward. This shall include a combination of in-person, digital engagement methods and specific engagement with children and young people.</p> <p>The City Council is procuring a 3D digital model of the area to enable emerging proposals to be fully integrated and to facilitate virtual fly-throughs/ VR experiences.</p>	<p>Engagement will be planned throughout the duration of the commission.</p> <p>The lead consultant will be responsible for the delivery of the engagement strategy.</p> <p>The Council's lead officer will be responsible for ensuring integration with Council engagement policies and procedures.</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>On the 31st March 2023 there were 500 children in our care. Demographic data indicates that there were 274 boys and 226 girls, 107 (21%) were 16 years and over, 221 (44%) aged 10 -15, 93 (19%) aged 5-9, 57 (11%) aged 1-4 and 22 (4%) under 1 year old. The majority 468 (94%) were white, nine were from mixed or multiple ethnic groups, nine were Black African, Caribbean, or Black British and eleven from other ethnic groups. Nine (2%) were unaccompanied asylum-seeking children. These proportions are broadly comparable with the data for all English Local Authorities (<math>\pm 2\%</math>), except for those aged 10-15 years (+6%), 16 years plus (-5%) and unaccompanied asylum-seeking children (-7%).</p> <p>Abuse or neglect (78%) was the most common category of need, a significantly higher proportion than for all English Local Authorities (65%). Parental illness or disability (7%), or Child disability (5%), Absent Parenting (3%), Family in Acute Distress (2%) or Family Dysfunction (4%) were the other recorded categories. A full care order was in place for 319 (64%), interim care orders covered another 103 (21%), there were 27 (5%) placement orders and 50 (10%) voluntary agreements. These proportions are broadly comparable with the data for all English Local Authorities data (<math>\pm 2\%</math>), with the exception of full care orders (+7%) and voluntary agreements (-9%).</p>	<p>The work to be commissioned will include a programme of community engagement.</p> <p>Care experienced individuals may be adversely affected by the engagement work if their specific needs are not identified. In particular, this might include methods of engagement (digital/ in-person, event venues, event times, event format and layout).</p>	<p>The commission includes the procurement of public and stakeholder engagement specialists who will be tasked with preparing and delivering an engagement strategy.</p> <p>The strategy must ensure that it uses methods that engage care experienced individuals by seeking advice and considering specific barriers to their involvement. This shall include a combination of in-person and digital engagement methods.</p>	<p>Engagement will be planned throughout the duration of the commission.</p> <p>The lead consultant will be responsible for the delivery of the engagement strategy.</p> <p>The Council's lead officer will be responsible for ensuring integration with Council engagement policies and procedures.</p>
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	<p>The rate of children in our care per 10,000 children aged under 18 years is 96 which is significantly higher than the England figure of 71 and more than our previous peak of 95 in 2021. We took 185 children into our care in 2023, significantly less than we did in 2018 (213) which was our peak year in the last 5 years. We have taken more children per 10,000 into care every year in the last 5 years than the all England rate, but the difference has grown smaller since our peak year in 2018 (+51%) and was (+35%) in 2023. Last year 177 children left our care, the highest figure since 2018, we consistently have more children leaving care than the England rate.</p>			
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<b>Disability</b>	<p>In Plymouth the Census records that just over 57,000 our residents met the Equality Act definition of disability, 12.1 percent (32,394) of residents whose day-to-day activities were limited a little and 9.4 percent (25,001) whose day-to-day activities were limited a lot. Disabled people make up a greater proportion of our resident population that is the case for the Southwest region or England. Over a quarter of households in the City (33,487) included at least one person with a disability and nearly 1 in 10 (9,636) included 2 or more.</p> <p>Disabled people are more likely to live in the City’s more deprived wards. Around a quarter of residents in our 4 most deprived wards, St Peters and the Waterfront, Devonport, Honicknowle and St Budeaux, meet the Equality Act definition of a disability, compared with around 15 to 20 percent of those living in more affluent areas such as Compton, Plymstock Radford, Peverell and Plympton Chaddlewood. Residents in our most deprived wards are nearly twice as likely to say their day-to-day activities are limited a lot.</p>	<p>The work to be commissioned will include a programme of community engagement.</p> <p>People with a disability may be adversely affected by the engagement work if their specific needs are not identified. In particular, this might include methods of engagement (digital/ in-person, event venues, event times, event format and layout).</p>	<p>The commission includes the procurement of public and stakeholder engagement specialists who will be tasked with preparing and delivering an engagement strategy.</p> <p>The strategy must ensure that it uses methods that engage people with a range of disabilities and disability action groups and that feedback informs any proposals coming forward.</p> <p>Digital content and in-person events shall be designed to best practice accessibility standards as far as possible.</p>	<p>Engagement will be planned throughout the duration of the commission.</p> <p>The lead consultant will be responsible for the delivery of the engagement strategy.</p> <p>The Council’s lead officer will be responsible for ensuring integration with Council engagement policies and procedures.</p>
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<b>Gender reassignment</b>	<p>The 2021 Census found that 94.2 per cent (205,959) people aged 16 years and over in Plymouth have a gender identity the same as their sex observed and registered at birth compared to 93.5 per cent in England and Wales. Just over 5 per cent chose not to respond. The remaining 0.5 per cent (1,221) have a gender identity different from their sex observed and registered at birth. This is identical to the England and Wales rate.</p> <p>There is very little data to draw on when looking to provide a local Plymouth picture of gender identity issues, particularly as LGBT+ is the commonly used acronym to describe a number of different groups; Lesbian, Gay, Bisexual describe sexual orientation, (who you are emotionally, romantically or sexually attracted to), and Trans to describe gender identity, (whether an individual identifies that they are male or female or some other gender which does not fit into binary terminology). The '+' refers to those with a sexual orientation or gender identity which does not easily fit into the standard terms LGBT. As information is often grouped together under LGBT+ it makes it difficult to identify issues relating just to gender identity and to separate out any supporting data.</p>	<p>The work to be commissioned will include a programme of community engagement.</p> <p>People who have undergone or planning to undergo gender reassignment may be adversely affected by the engagement work if their specific needs are not identified. In particular, this might include methods of engagement (digital/ in-person, event venues, event times, event format and layout).</p>	<p>The commission includes the procurement of public and stakeholder engagement specialists who will be tasked with preparing and delivering an engagement strategy.</p> <p>The strategy must ensure that it considers the needs of and reflects the barriers to engagement for different communities and that feedback informs any proposals coming forward.</p>	<p>Engagement will be planned throughout the duration of the commission.</p> <p>The lead consultant will be responsible for the delivery of the engagement strategy.</p> <p>The Council's lead officer will be responsible for ensuring integration with Council engagement policies and procedures.</p>
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<b>Marriage and civil partnership</b>	As of the 2021 Census, 42.5% of Plymouth residents were Married or in Civil Partnerships. 37.0% of residents have never married in Plymouth, 2.74% are separated, 11.40% are divorced and 6.33% are widowed. Nationally, the proportion of adults Married or in Civil Partnerships has declined over the last decade and was 46.9% in 2021.	No adverse impact	No action required	No action required
<b>Pregnancy and maternity</b>	<p>Fertility rates in England and Wales have been in overall decline over the last decade. The latest total fertility rate* nationally for 2023 was 1.44. In Plymouth, the total fertility rate* for 2023 was 1.25.</p> <p>*total fertility rate is the average number of live children that a group of women would bear if they experienced the age-specific fertility rates of the calendar year throughout their childbearing lifespan.</p>	<p>The work to be commissioned will include a programme of community engagement.</p> <p>People who are pregnant or caring for young children may be adversely affected by the engagement work if their specific needs are not identified. In particular, this might include methods of engagement (digital/ in-person, event venues, event times, event format and layout).</p>	<p>The commission includes the procurement of public and stakeholder engagement specialists who will be tasked with preparing and delivering an engagement strategy.</p> <p>The strategy must ensure that it considers the needs of and reflects the barriers to engagement for different communities and that feedback informs any proposals coming forward.</p>	<p>Engagement will be planned throughout the duration of the commission.</p> <p>The lead consultant will be responsible for the delivery of the engagement strategy.</p> <p>The Council's lead officer will be responsible for ensuring integration with Council engagement policies and procedures.</p>

<b>Race</b>	<p>In 2021, 94.9 per cent of residents in Plymouth identified their ethnic group as White, a decrease from 96.1 per cent in the 2011 Census. Across the country, in 2021, 81.7 per cent of usual residents in England and Wales identified their ethnicity as White, a decrease from 86.0 per cent in the 2011 Census.</p> <p>2.3 per cent of Plymouth residents identified their ethnicity as Asian. This is the second largest ethnic community within Plymouth and has increased from 1.5 per cent of the population in 2011. 1.8 per cent of residents are from a mixed/multiple ethnic background. The proportion of people who identified themselves in both the Black (1.1 per cent) and from an ethnic group not listed on the Census form also increased.</p>	<p>The work to be commissioned will include a programme of community engagement.</p> <p>People from ethnic minority groups or whose first language is not English might be adversely affected by the engagement proposals if their specific needs are not identified. In particular, this might include methods of engagement (digital/ in-person, event venues, event times, event format and layout).</p>	<p>The commission includes the procurement of public and stakeholder engagement specialists who will be tasked with preparing and delivering an engagement strategy.</p> <p>The strategy must ensure that it uses methods that engage people from ethnic minority groups and people whose first language might not be English. This might include targeted engagement events and ensuring engagement material use high quality graphics and illustrations and that text is translatable.</p>	<p>Engagement will be planned throughout the duration of the commission.</p> <p>The lead consultant will be responsible for the delivery of the engagement strategy.</p> <p>The Council's lead officer will be responsible for ensuring integration with Council engagement policies and procedures.</p>
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<b>Religion or belief</b>	<p>In Plymouth, the most common response to the 2021 Census religion question was “No Religion” with 48.9 per cent (129,338 people), a rise of 16 per cent from 2011. 42.5 per cent of the population (112,526 people) described their religion as Christian, a 15.7 per cent decrease (36,391 people) since 2011. Despite this “Christian” remained the biggest faith group in the City. There are 3,474 people (1.3 per cent) who describe themselves as “Muslim”, the second largest faith group, followed by Buddhists where there are 1,018 (0.4 per cent) people in this faith group.</p> <p>15,695 (5.9 per cent) did not answer the question in the Census 2021. Those who answered “Other religions”, which includes a very wide range of beliefs, represents 1,527 (0.6 per cent) of the population.</p>	<p>The work to be commissioned will include a programme of community engagement.</p> <p>People with different religions or beliefs might be adversely affected by the engagement proposals if their specific needs are not identified. In particular, this might include methods of engagement (digital/ in-person, event venues, event times, event format and layout).</p>	<p>The commission includes the procurement of public and stakeholder engagement specialists who will be tasked with preparing and delivering an engagement strategy.</p> <p>The strategy must ensure that it uses methods that engage people with different religions and beliefs. This might include targeted engagement events and avoiding specific religious holidays or events.</p>	<p>Engagement will be planned throughout the duration of the commission.</p> <p>The lead consultant will be responsible for the delivery of the engagement strategy.</p> <p>The Council’s lead officer will be responsible for ensuring integration with Council engagement policies and procedures.</p>
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<b>Sex</b>	<p>In Plymouth, females account for 51 per cent and males 49 per cent of the population (reflecting the England split of 50.7 per cent and 49.3 per cent). The overall Female/Male percentage split has been very consistent over the last 40 years. Of significance, there are:</p> <ul style="list-style-type: none"> <li>• More 'working age' females (87,200) in Plymouth compared to working age males (85,400)</li> <li>• More females '65+' (26,600) in Plymouth compared to males (22,300)</li> <li>• Less 'under 15' females (21,200) in Plymouth compared to males (22,200)</li> </ul>	<p>The work to be commissioned will include a programme of community engagement.</p> <p>Female participants might be adversely affected by the engagement proposals if their specific needs are not identified. In particular, this might include methods of engagement (digital/ in-person, event venues, event times, event format and layout).</p>	<p>The commission includes the procurement of public and stakeholder engagement specialists who will be tasked with preparing and delivering an engagement strategy.</p> <p>The strategy must ensure that it considers the needs of and reflects the barriers to engagement for different communities and that feedback informs any proposals coming forward.</p>	<p>Engagement will be planned throughout the duration of the commission.</p> <p>The lead consultant will be responsible for the delivery of the engagement strategy.</p> <p>The Council's lead officer will be responsible for ensuring integration with Council engagement policies and procedures.</p>
<b>Sexual orientation</b>	<p>88.95 per cent of people aged 16 years and over in Plymouth identify their sexual orientation as straight or heterosexual compared to 89.4 per cent in England and Wales. 4.45 per cent of people aged 16 years and over in Plymouth describe their sexual orientation as lesbian, gay, bisexual, or use another term to describe their sexuality. This compares to 3.3 per cent in England and Wales. Of these:</p> <ul style="list-style-type: none"> <li>• 2.06 per cent (4,509) are bisexual (England and Wales 1.3 per cent)</li> <li>• 1.97 per cent (4,297) people are gay or lesbian. (England and Wales 1.5 per cent)</li> <li>• 0.42 per cent (924) have another sexual orientation (England and Wales 0.3 per cent)</li> </ul>	<p>The work to be commissioned will include a programme of community engagement.</p> <p>Participants from the LGB community may be adversely affected by the engagement work if their specific needs are not identified. In particular, this might include methods of engagement (digital/ in-person, event venues, event times, event format and layout).</p>	<p>The commission includes the procurement of public and stakeholder engagement specialists who will be tasked with preparing and delivering an engagement strategy.</p> <p>The strategy must ensure that it considers the needs of and reflects the barriers to engagement for different communities and that feedback informs any proposals coming forward.</p>	<p>Engagement will be planned throughout the duration of the commission.</p> <p>The lead consultant will be responsible for the delivery of the engagement strategy.</p> <p>The Council's lead officer will be responsible for ensuring integration with Council engagement policies and procedures.</p>

SECTION FOUR: HUMAN RIGHTS IMPLICATIONS

Human Rights	Implications	Mitigation Actions	Timescale and responsible department
	The work to be commissioned will include a programme of community engagement.	The commission includes the procurement of public and stakeholder engagement specialists who will be tasked with preparing and delivering an engagement strategy so that people potentially affected by work will have their say.	Engagement will be planned throughout the duration of the commission.  The lead consultant will be responsible for the delivery of the engagement strategy.  The Council’s lead officer will be responsible for ensuring integration with Council engagement policies and procedures.



## 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>	<p>The work to be commissioned will include a programme of community engagement. People from different backgrounds might have differing views about the work they are engaged on which could lead to tension within and between communities. These tensions could be heightened by the spread of misinformation through social media and other means.</p>	<p>The commission includes the procurement of public and stakeholder engagement specialists who will be tasked with preparing and delivering an engagement strategy.</p> <p>The strategy must ensure that it uses methods that engage a full range of people and that their views are considered in the preparation of the work. The strategy will also detail how information and communications about the project, the outcome of engagements and the reasons for decisions are shared.</p>	<p>Engagement will be planned throughout the duration of the commission.</p> <p>The lead consultant will be responsible for the delivery of the engagement strategy.</p> <p>The Council's lead officer will be responsible for ensuring integration with Council engagement policies and procedures.</p> <p>The Council's communications team will ensure factual information is shared through appropriate channels.</p>
<b>Give specific consideration to care experienced people to improve their life outcomes, including access to training, employment and housing.</b>	<p>The work to be commissioned will include a programme of community engagement. Care experienced individuals may be adversely affected by the engagement if their specific needs are not identified.</p>	<p>The commission includes the procurement of public and stakeholder engagement specialists who will be tasked with preparing and delivering an engagement strategy.</p> <p>The strategy must ensure that it uses methods that engage care experienced individuals by considering specific barriers to</p>	<p>Engagement will be planned throughout the duration of the commission.</p> <p>The lead consultant will be responsible for the delivery of the engagement strategy.</p> <p>The Council's lead officer will be responsible for ensuring integration with</p>

		their involvement. This shall include a combination of in-person and digital engagement methods.	Council engagement policies and procedures.
<b>Build and develop a diverse workforce that represents the community and citizens it serves.</b>	N/A	N/A	N/A
<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>	N/A	N/A	N/A

# Cabinet



Date of meeting:	11 August 2025
Title of Report:	<b>Modern Slavery Statement 2024/25</b>
Lead Member:	Councillor Chris Penberthy (Cabinet Member for Housing, Cooperative Development, and Communities)
Lead Strategic Director:	Tracey Lee (Chief Executive)
Author:	Alan Knott, Policy and Intelligence Advisor
Contact Email:	Alan.Knott@plymouth.gov.uk
Your Reference:	MS2025
Key Decision:	No
Confidentiality:	Part I - Official

## Purpose of Report

This report provides an update to Cabinet on the ongoing work within the Council to tackle and prevent modern slavery. The Council has made a commitment to tackle modern slavery and publish a modern slavery statement annually.

## Recommendations and Reasons

That Cabinet:

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.

*Reason: This is a statutory requirement.*

## Alternative options considered and rejected

The option to do nothing has been rejected as the Council has made a commitment to combat modern slavery within its supply chains. A failure to publish an up-to-date Modern Slavery Statement and take action to prevent modern slavery could lead to the council incurring financial and legal penalties and could cause reputational damage.

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

The Council's Corporate Plan sets out our ambition to be one of Europe's most vibrant waterfront cities, where an outstanding quality of life is enjoyed by everyone. Taking action to eradicate modern slavery either within our own supply chains or within the wider community aligns with our corporate values.

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

No financial costs will be incurred by approving the updated modern slavery statement. Any resource requirements will be met from existing staff resources.

Financial Risks

No financial risks are anticipated by approving this paper.

Legal Implications

As stated in the report, whilst the Modern Slavery Statement for 2024- 2025 is voluntary, it meets the provisions for a public statement as set out in the Modern Slavery Act 2015

Carbon Footprint (Environmental) Implications:

There are no implications for the Council’s Carbon Footprint.

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

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

There are no anticipated equality impacts associated with this decision. An equality impact assessment will be published alongside the final paper to demonstrate that the Council has given ‘due regard’ to equality under its Public Sector Equality Duty.

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	Modern Slavery Report							
B	Modern Slavery Statement 2024/25							
C	Modern Slavery 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) <i>If some/all of the information is confidential, you must indicate why it is not for publication by virtue of Part 1 of Schedule 12A of the Local Government Act 1972 by ticking the relevant box.</i>						
	1	2	3	4	5	6	7

Sign off:

Fin	ITG.2 5.26. 040	Leg	LS/0 0003 197/ 30/L B/28/ 07/2 5	HRO D	AM25 0730			Assets		Strat Proc	
Originating Senior Leadership Team member: Tracey Lee, Chief Executive											
Please confirm the Strategic Director(s) has agreed the report? Yes											
Date agreed: 22/07/2025											
Cabinet Member approval: Councillor Chris Penberthy (Cabinet Member for Housing, Cooperative Development and Communities)											
Date approved: 29/07/2025											

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**MODERN SLAVERY UPDATE 2024/25**

Cabinet 11 August 2025

**1. SUMMARY**

This paper asks Cabinet to note the progress the Council has made in tackling and preventing modern slavery within the past year. Building on the success of the previous Modern Slavery Statement, this paper summarises the content of the new Modern Slavery Statement, including the further action we plan to take.

**2. BACKGROUND AND POLICY CONTEXT**

Modern slavery is defined by the Government as 'the recruitment, movement, harbouring or receiving of children, women or men through the use of force, coercion, abuse of vulnerability, deception or other means for the purpose of exploitation. It includes holding a person in a position of slavery, servitude, forced or compulsory labour, or facilitating their travel with the intention of exploiting them soon after.' Modern Slavery is a crime under the Modern Slavery Act 2015<sup>1</sup>. The Modern Slavery Act (2015) (MSA) sets out a range of measures on how modern slavery and human trafficking should be dealt with in the UK.

As previously reported, in July 2023, the Immigration Migration 2023 Act was introduced into Law. It changed the law so that those who arrive in the UK illegally will not be able to stay here and will instead be detained and then promptly removed, either to their home country or a safe third country. However a new Bill, the "Border Security, Asylum and Immigration Bill" has been introduced into Parliament which will modernise the asylum and immigration system. As at June 2025 it's due for a third reading in the House of Lords. We will continue to monitor its progress.

The Council's Corporate Plan sets out the vision for the city and showcases our strong commitment to our co-operative values. In June 2023, the Council re-joined the Co-operative Councils' Innovation Network as a full member. We are committed to upholding the commitments set out in [The Co-operative Party's Charter Against Modern Slavery Charter](#) and, these have been embedded into the work which we are doing.

**3. MODERN SLAVERY NATIONALLY**

The National Referral Mechanism (NRM) and Duty to notify (DtN) statistics found below provide a summary of the number of potential victims of modern slavery referred to the NRM nationally during 2024. The statistics show that:

- 19,125 potential victims of modern slavery were referred to the Home Office in 2024, representing a 13% increase compared to the preceding year (16,990)
- the number of referrals made in this year is the highest in a year since the NRM began, overtaking the record from the previous year
- 14,790 (77%) were sent to the Single Competent Authority (SCA) for consideration and 4,335 (23%) were sent to the Immigration Enforcement Competent Authority (IECA)
- the most common nationalities referred this year were UK (23%; 4,441), Albanian (13%; 2,492) and Vietnamese (11%; 2,153)
- 20,090 reasonable grounds and 17,304 conclusive grounds decisions were made this year; of these, 53% of reasonable grounds and 56% of conclusive grounds decisions were positive
- the number of conclusive grounds decisions made was the highest in a year since the NRM began, representing a 78% increase compared to the preceding year
- there were 17,168 cases which have been issued a positive reasonable grounds decision and are awaiting a conclusive grounds decision, as of the end of 2024
- the Home Office received 5,598 reports of adult potential victims via the DtN process

<sup>1</sup> Definition of modern slavery via Public Health England, (2017) Research and analysis Modern slavery (Online) Available at: <https://www.gov.uk/government/publications/modern-slavery-and-public-health/modern-slavery-and-public-health#definition-of-modern-slavery>

- the number of DtN reports received this year is the highest in a year since the NRM began, overtaking the record from the previous year

4. MODERN SLAVERY IN PLYMOUTH

Although Plymouth-specific figures aren't broken out in the national reports, local authorities, police, and NGOs in the Southwest region—including Devon and Cornwall—are active participants in identifying and supporting victims. Plymouth, as a port city, is particularly vulnerable to exploitation linked to forced labour, domestic servitude, and trafficking.

It is assessed that MS is still under reported in the city, however Plymouth City Council (PCC) and police continue to work together to deploy to intelligence led investigations. In February 2025, police and PCC staff deployed in a day of action that saw victims of MS identified in both pop-up brothels and in car washes. Several people were arrested, and a number of victims were safeguarded in a victim centred, trauma informed approach.

We assess that sexual exploitation in brothels, labour exploitation within fast food establishments, and criminal exploitation related to drug cultivation are currently the greatest risks within the city. There have been several investigations reflecting these themes and intelligence submissions continue to identify these crime types as prevalent within the city.

5. OUR PROGRESS AND MODERN SLAVERY STATEMENT

During the past 12 months, the Council has made progress in delivering against the commitments it made in its last Modern Slavery Statement, though it is acknowledged that further work is required to fully mainstream modern slavery within the organisation. **Table One** provides a summary of actions achieved.

Table one – Actions Achieved
<p>During the financial year 24/25, to minimise the risk of modern slavery within our supply chains we have put in place the following:</p> <ul style="list-style-type: none"><li>• Monitored and reviewed our policy and procedures to ensure they are consistent with the with Immigration Act (2024).</li><li>• Guidance on how to consider modern slavery effectively and appropriately at each stage of the procurement cycle has been published</li><li>• All procurement professionals remain up to date with CIPS Ethics training.</li><li>• Tender templates have been updated to include additional optional modern slavery questions aligning with central government good practice.</li><li>• Tender templates have been updated to enable the Council to investigate modern slavery concerns as part of challenging abnormally low tenders.</li><li>• Trained 8 First Responders from different departments to allow deployment to potential victims of MS. These staff are comfortable dealing with victims of MS in trauma informed way whilst using National Referral Mechanism to identify, support, and protect victims.</li><li>• Continued to promote our modern slavery e-learning course to all employees.</li><li>• Developed and delivered a face to face training package to raise awareness of MS for PCC staff.</li><li>• Completed the Modern Slavery <u>Assessment</u> Tool Kit pilot (Safer Plymouth)</li><li>• Worked with our Community Safety Partnership to refresh the Modern Slavery Tool Kit and roll it out in 2025/26 to employees and partners.</li><li>• Strengthen internal pathways between the Community Safety Partnership, Adult Safeguarding Boards and Plymouth Children’s Safeguarding Partnership to ensure that our responses to Modern Slavery and Human Trafficking linked to vulnerable Adults and Under 18's are effectively coordinated and risks mitigated.</li><li>• Completed a collaborative pilot with police MS tactical advisors to support with Modern Slavery and PCC have now a MS Tactical Advisor trained that can deploy into multiagency</li></ul>



investigations and can provide guidance to PCC staff on victim safeguarding, evidence gathering and first response to potential victims.

- The Community Safety Team recruited a MS subject matter expert to complete a review of all MS policy and procedures who is starting September 2025.
- Learned from operational experiences locally.
- Supported Devon and Cornwall Police in rolling out operation Aidant – the NCA intensification weeks linked to tackling Modern Slavery across communities. This is an ongoing project.

Our new Modern Slavery Statement reiterates our commitment to tackling modern slavery and builds upon our progress to date. It can be found in **Appendix B**.

Good progress has been made to ensure that our supply chains are transparent, the most vulnerable members of our community are safeguarded and our employees are supported to identify and tackle modern slavery. An area that continues to be identified as needing vigilance for risk of exploitation through modern slavery is in the delivery of care and support to vulnerable children and adults, particularly as challenges in the recruitment and retention of the social care workforce continue. Strategic Commissioning have been working to embed robust systems of intelligence relating to care providers, to ensure that any risks related to modern slavery are picked up as early as possible. This includes robust checks on providers prior to using them for the first time, ongoing vigilance including collecting feedback from staff and service users and the development of an intelligence dashboard for adult services where all available information is scrutinised.

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# MODERN SLAVERY STATEMENT 2024/25



## I. INTRODUCTION

This is Plymouth City Council's Modern Slavery Statement for the financial year ending 31 March 2025.

This Statement meets the voluntary requirements of Section 54 of the Modern Slavery Act (2015). It explains the steps that the Council took in the past year to identify, prevent and mitigate modern slavery in its operations and supply chains as set out in the [Co-operative Party Charter Against Modern Slavery](#) which the Council first signed up to on 17 September 2018.

- Plymouth City Council and its group of companies acknowledge the risk that modern slavery poses to individuals and communities. It supports implementation of the Modern Slavery Act (2015), and the strengthening of the legislation as set out in Illegal Migration Act 2023 ([Modern Slavery Factsheet](#)) which received Royal Assent on 20 July 2023.
- Plymouth City Council is committed to eliminating the practices and conditions which may allow modern slavery to occur. The Council is part of the [Anti-Slavery Partnership](#) and works with partners and agencies across the South West Peninsula and takes a collaborative approach to tackling the issue of modern slavery.
- Progress has been made in addressing the content required within this Statement. We have made several commitments within this statement to ensure that we continue to monitor and take steps to tackle modern slavery within the city and our supply chains.

## 2. OUR POLICIES AND PROCEDURES

Our commitment and overarching approach to tackling modern slavery is set out in our [[Modern Slavery Policy](#)]. The Council also has several policies and processes which promote transparency and accountability when combatting modern slavery, such as our *safeguarding* and *whistleblowing policies*. We encourage our staff to blow the whistle on any suspected examples of modern slavery.

## 3. OUR PROCUREMENT ACTIVITY AND SUPPLY CHAINS

Plymouth City Council is an organisation with over 2,000 employees with an annual contracted spend of approximately £350m across both a local and national supply chain of over 3,500 different organisations. The Council, alongside its family of companies, delivers a range of services and support to Plymouth residents, communities and businesses.

The Council works in partnership with Destination Plymouth, Plymouth Waterfront Partnership, Plymouth City Centre Company and Plymouth Science Park, amongst others to bring investment into the city and to support our visitor economy.

During the financial year 24/25, to minimise the risk of modern slavery within our supply chains we have put in place the following:

- Monitored and reviewed our policy and procedures to ensure they are consistent with the with Immigration Act (2024).
- Guidance on how to consider modern slavery effectively and appropriately at each stage of the procurement cycle has been published
- All procurement professionals remain up to date with CIPS Ethics training.
- Tender templates have been updated to include additional optional modern slavery questions aligning with central government good practice.

- Tender templates have been updated to enable the Council to investigate modern slavery concerns as part of challenging abnormally low tenders.
- Trained 8 First Responders from different departments to allow deployment to potential victims of MS. These staff are comfortable dealing with victims of MS in trauma informed way whilst using National Referral Mechanism to identify, support, and protect victims.
- Continued to promote our modern slavery e-learning course to all employees.
- Developed and delivered a face to face training package to raise awareness of MS for PCC staff.
- Completed the Modern Slavery Assessment Tool Kit pilot (Safer Plymouth)
- Worked with our Community Safety Partnership to refresh the Modern Slavery Tool Kit and roll it out in 2025/26 to employees and partners.
- Strengthen internal pathways between the Community Safety Partnership, Adult Safeguarding Boards and Plymouth Children's Safeguarding Partnership to ensure that our responses to Modern Slavery and Human Trafficking linked to vulnerable Adults and Under 18's are effectively coordinated and risks mitigated.
- Completed a collaborative pilot with police MS tactical advisors to support with Modern Slavery and PCC have now a MS Tactical Advisor trained that can deploy into multiagency investigations and can provide guidance to PCC staff on victim safeguarding, evidence gathering and first response to potential victims.
- The Community Safety Team recruited a MS subject matter expert to complete a review of all MS policy and procedures who is starting September 2025.
- Learned from operational experiences locally.
- Supported Devon and Cornwall Police in rolling out operation Aidant – the NCA intensification weeks linked to tackling Modern Slavery across communities. This is an ongoing project.

#### 4. OUR EMPLOYEES AND MEMBERS

Our belief in democracy, responsibility, fairness and co-operation alongside our commitment to the Nolan Principles of Public Life minimises the likelihood of modern slavery occurring within the Council. We have rigorous procurement and commissioning procedures and HR policies in place and expect high standards and behaviour from all our employees. We acknowledge the important role that our employees and members have in tackling modern slavery.

Our People Strategy sets out our vision for how we will work successfully, both with those who currently work for us and our future colleagues and partner organisations. We are committed to ensuring an equitable, transparent and fair approach to rewarding our employees and are proud of our adoption of the principles of the Foundation Living Wage, which sit alongside our job evaluation and grading system.

During the financial year 24/25, to minimise the risk of modern slavery within our organisation we have: (These are 23/24 actions)

- Ensured the effective implementation and monitoring of our HR policies.
- Provided an employee assistance programme (EAP) to help support employees to deal with difficult and distressing situations including modern slavery.
- Required employees and members to conduct themselves in accordance with the 'Officers Code of Conduct' and 'Councillor's Code of Conduct' respectively.
- Provided specific training and awareness for staff and partners in high-risk areas to address and highlight the requirements of the Modern Slavery Act.
- Required commissioning and procurement colleagues to complete the CIPS Ethical Procurement and Supply training module.
- Followed our safeguarding policy and processes when appropriate.
- Refreshed the Council's modern slavery webpages and shared communications to staff on our internal network to raise awareness.
- Provided training to members on how they can identify, and report suspected modern slavery.

To further reduce the risk of modern slavery within our organisation in the financial year 25/26 we will:

- Complete the Modern Slavery Assessment Tool pilot (Procurement) and consider further roll out. This has been moved to 2025-2026 due to the complexity of the activity and the prioritisation of compliance work related to the Procurement Act 2023.
- Ensure that our responses to Modern Slavery and Human Trafficking linked to vulnerable Adults and Under 18's are effectively coordinated and risks mitigated.
- Continue to promote our modern slavery e-learning course to all employees
- Continue to deliver face to face training package to raise awareness of MS for PCC staff.
- Raise awareness and work with our Community Safety Partnership to refresh and promote the Modern Slavery Tool Kit and roll it out to employees and partners
- PCC to recruit a serious violence prevent officer whose work will include increasing awareness of MS in the city.
- Create an internal process to complement the regional processes to support PCC staff to recognise the signs for MS and report it.
- Scoping the viability of an all age city-wide exploitation strategy which would incorporate all boards.
- Support Devon and Cornwall Police in rolling out operation Aidant

## 5. UNDERTAKING DUE DILIGENCE AND MANAGING RISK AND PERFORMANCE

This statement recommitts us to continue to tackle modern slavery within our organisation and supply chains. This can be found on our website. We will ensure that progress against this statement is tracked and that the take up of any learning and development opportunities is closely monitored.

The Council is prioritising steps to achieve greater supply chain visibility. By increasing the visibility of our supply chains, the council will gain a better understanding of how and where to target our due diligence activity and what measures and goals we will need to set for ourselves in the future.

From an operational perspective, the Council has collaborated extensively with partners to identify and address modern slavery in the city - supporting the identification of victims and working to disrupt offenders.

## 6. REPORTING CONCERNS

If you suspect that someone is in immediate danger, always contact Devon and Cornwall Police on telephone 999.

If a Council employee suspects modern slavery, they should contact their line manager at the earliest opportunity and report their concerns.

Managers should ensure that Community Connections ([community.connection@plymouth.gov.uk](mailto:community.connection@plymouth.gov.uk)) is aware of any suspected modern slavery cases. The Plymouth City Council lead person is the Head of Community Safety (Tracey Naismith, [tracey.naismith@plymouth.gov.uk](mailto:tracey.naismith@plymouth.gov.uk)).

Further information, help and assistance in combatting modern slavery can be found on our website.

Information about the Modern Slavery Act can be found below:  
<http://www.legislation.gov.uk/ukpga/2015/30/contents/enacted>

## 7. APPROVALS

**This Statement was agreed by Plymouth City Council's Cabinet on:**

**This statement was approved by Plymouth City Council's Corporate Management Team on:**

22 July 2025

**Tracey Lee, Chief Executive**

EQUALITY IMPACT ASSESSMENT – [MODERN SLAVERY]

SECTION ONE: INFORMATION ABOUT THE PROPOSAL

<b>Author(s):</b> The person completing the EIA template.	Alan Knott, Policy and Intelligence Advisor	<b>Department and service:</b>	Policy and Intelligence Team	<b>Date of assessment:</b>	29/7/25
<b>Lead Officer:</b> Head of Service, Service Director, or Strategic Director.	Elinor Firth, Head of Public and Partner Relations	<b>Signature:</b>	Elinor Firth, Head of Public and Partner Relations	<b>Approval date:</b>	29/7/25
<b>Overview:</b>	This report provides an update to Cabinet on the ongoing work within the Council to tackle and prevent modern slavery. The Council has made a commitment to tackle modern slavery and publish a modern slavery statement annually and review the Council's Modern Slavery Policy.				
<b>Decision required:</b>	A paper will be going to Cabinet on 11 August which asks to: <ul style="list-style-type: none"><li>Note the progress made on the delivery of the Modern Slavery Action Plan (24/25) and the next steps required to further tackle modern slavery.</li><li>Agree the updated Modern Slavery Statement.</li></ul> The Modern Slavery Statement has been refreshed for this year. It provides an update on our progress to combat modern slavery to date along with our planned activity for the coming year. The Modern Slavery Policy remains the same.				

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.	No adverse impacts are anticipated.
--	-------------------------------------

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><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>	No adverse impacts are anticipated.	Not applicable	Not applicable



<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><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 impacts are anticipated.</p>	<p>Not applicable</p>	<p>Not applicable</p>

<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).	No adverse impacts are anticipated.	Not applicable	Not applicable
<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).	No adverse impacts are anticipated.	Not applicable	Not applicable
<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.	No adverse impacts are anticipated.	Not applicable	Not applicable

<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>	No adverse impacts are anticipated.	Not applicable	Not applicable
<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>	No adverse impacts are anticipated.	Not applicable	Not applicable
<b>Sex</b>	51 per cent of our population are women and 49 per cent are men (2021 Census).	No adverse impacts are anticipated.	Not applicable	Not applicable
<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).	No adverse impacts are anticipated.	Not applicable	Not applicable

SECTION FOUR: HUMAN RIGHTS IMPLICATIONS

Human Rights	Implications	Mitigation Actions	Timescale and responsible department
	Not applicable	Not applicable	Not applicable

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>	Not applicable	Not applicable	Not applicable
<b>Give specific consideration to care experienced people to improve their life outcomes, including access to training, employment and housing.</b>	Not applicable	Not applicable	Not applicable
<b>Build and develop a diverse workforce that represents the community and citizens it serves.</b>	Not applicable	Not applicable	Not applicable
<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>	Not applicable	Not applicable	Not applicable