

Public Document Pack



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CABINET

DATE: TUESDAY 8 JUNE 2010
TIME: 2.00 PM
PLACE: WARSPITE ROOM, COUNCIL HOUSE

Members –

Councillor Mrs Pengelly, Chair
Councillor Fry, Vice Chair
Councillors Bowyer, Brookshaw, Jordan, Michael Leaves, Sam Leaves, Monahan, Mrs Watkins and Wigans

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

Members and Officers are requested to sign the attendance list at the meeting.

BARRY KEEL
CHIEF EXECUTIVE

CABINET

PART I (PUBLIC MEETING)

1. APOLOGIES

To receive apologies for non-attendance submitted by Members.

2. DECLARATIONS OF INTEREST

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

3. MINUTES

(Pages 1 - 6)

To sign and confirm as a correct record the minutes of the meeting held on 13 April 2010.

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, Corporate Support Department, Plymouth City Council, Civic Centre, Plymouth, PL1 2AA, or email to democraticsupport@plymouth.gov.uk. Any questions must be received at least 5 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.

REPORTS FROM SCRUTINY

6. OVERVIEW AND SCRUTINY REVIEW OF SKATEBOARDING BY-LAW

(Pages 7 - 40)

Cabinet Member: Councillor Wogens
CMT Lead Officer: Director for Development and Regeneration

Councillor Coker (Chair of the Task and Fish Group from the Growth and Prosperity Overview and Scrutiny Panel) has been invited to attend the meeting to present the scrutiny recommendations.

7. OVERVIEW AND SCRUTINY REVIEW OF WORKLESSNESS (Pages 41 - 44)

Cabinet Member: Councillor Fry
CMT Lead Officer: Director for Development and Regeneration

Councillor Viney (former Chair of the Growth and Prosperity Overview and Scrutiny Panel) has been invited to attend the meeting to present the scrutiny recommendations.

CABINET MEMBER: THE LEADER

8. CABINET APPOINTMENTS (Pages 45 - 48)

CMT Lead Officer: Director for Corporate Support

CABINET MEMBERS: COUNCILLORS BOWYER AND SAM LEAVES

9. JOINT FINANCE AND PERFORMANCE REPORT TO FOLLOW

CMT Lead Officers: Director for Corporate Support and Assistant Chief Executive

CABINET MEMBER: COUNCILLOR BOWYER

10. MEDIUM TERM FINANCIAL STRATEGY 2010 - 2013 TO FOLLOW

CMT Lead Officer: Director for Corporate Support

CABINET MEMBER: COUNCILLOR BROOKSHAW

11. PLYMOUTH SPORTS FACILITY STRATEGY (Pages 49 - 130)

CMT Lead Officer: Director for Community Services

The maps and appendices to the Strategy document have been published as a supplement to the agenda and can be viewed on the Council's website at plymouth.gov.uk

CABINET MEMBER: COUNCILLOR MRS WATKINS

12. OFSTED INSPECTION OF SAFEGUARDING AND LOOKED AFTER CHILDREN SERVICES (Pages 131 - 164)

CMT Lead Officer: Director of Services for Children and Young People

13. YOUTH JUSTICE PERFORMANCE IMPROVEMENT FRAMEWORK 2010 - 2011 (Pages 165 - 214)

CMT Lead Officer: Director of Services for Children and Young People

CABINET MEMBER: COUNCILLOR WIGENS

14. EASTERN CORRIDOR HIGH QUALITY PUBLIC TRANSPORT SCHEME: DEEP LANE PROPOSALS (Pages 215 - 228)

CMT Lead Officer: Director for Development and Regeneration

15. EXEMPT BUSINESS

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

PART II (PRIVATE MEETING)

MEMBERS OF THE PUBLIC TO NOTE

That under the law, the Committee is entitled to consider certain items in private. Members of the public will be asked to leave the meeting when such items are discussed.

Nil

Cabinet

Tuesday 13 April 2010

PRESENT:

Councillor Mrs Pengelly, in the Chair.
Councillor Fry, Vice Chair.
Councillors Bowyer, Jordan, Michael Leaves, Monahan, Ricketts and Wigans.

Apologies for absence: Councillors Brookshaw and Dr. Salter

The meeting started at 2.00 pm and finished at 2.45 pm.

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

144. **VOTE OF THANKS**

The Leader thanked Cabinet Members, the Chief Executive and all the officers for their hard work during the year.

She also referred to the improved scrutiny function and way of working, and asked Councillor James (Chair of the Overview and Scrutiny Management Board) to convey her comments to the Overview and Scrutiny Panels.

145. **DECLARATIONS OF INTEREST**

There were no declarations of interest in accordance with the Code of Conduct from Members in relation to items under consideration at this meeting.

146. **MINUTES**

The minutes of the meeting held on 16 March 2010 were signed as a correct record.

147. **QUESTIONS FROM THE PUBLIC**

There were no questions received from the public for this meeting.

CHAIR'S URGENT BUSINESS

148. **Municipal Journal Awards: Best Achieving Council of the Year Award**

Cabinet was advised that Plymouth City Council was one of six finalists for the Municipal Journal's prestigious "Best Achieving Council of the Year Award". The Council would be making a presentation on 29 April 2010 and the decision would be announced in June / July.

149. **Plymouth 2010 Visitor Guide**

The Leader referred to the high quality of the newly published Plymouth 2010 Visitor Guide which had been produced by the business community.

Resolved that the thanks of the Council is extended to the business community who contributed towards the publication.

(In accordance with Section 100(B)(4)(b) of the Local Government Act, 1972, the Chair brought forward the above items for urgent consideration because of the need to inform Members).

150. **OVERVIEW AND SCRUTINY MANAGEMENT BOARD QUARTERLY SCRUTINY REPORT**

The Assistant Chief Executive submitted a written report on the Overview and Scrutiny Management Board Quarterly Report.

With the consent of Cabinet, Councillor James, Chair of the Overview and Scrutiny Management Board, addressed Members and highlighted -

- (i) the scrutiny of the budget and corporate plan as follows -
 - (a) the recommendations from the process had been referred to the Overview and Scrutiny Panels to monitor and a review of the recommendations would be undertaken in six month's time;
 - (b) the Overview and Scrutiny Management Board had concerns about deliverability of the budget and would be monitoring progress through the monitoring reports;
- (ii) the alignment of scrutiny with the local strategic partnership theme groups. Protocols for joint working had been accepted and joint meetings of the Chairs and Vice Chairs would be held quarterly with Lead Officers meeting monthly;
- (iii) that a joint workshop with Chairs and Vice Chairs of the Theme Groups and Overview and Scrutiny Panels had been held on 31 March 2010 that had -
 - been very successful with no barriers between the politicians and other sectors of the community; and
 - reviewed the priorities and had concluded that reducing inequalities should be the focus;
- (iv) that Cabinet had supported a request from the Overview and Scrutiny Management Board to scrutinise key policies but that, to date, no progress had been made.

The Leader commented that the scrutiny of the budget and corporate plan held in February 2010 had been very successful.

Resolved that –

- (1) the report is noted.
- (2) Cabinet Members and Directors are requested to engage with scrutiny as soon as possible after the Council's Annual General Meeting to discuss key strategies.

151. **GROWTH AGENDA: A REFORM OF GOVERNANCE AND DELIVERY ARRANGEMENTS**

The Director for Development and Regeneration submitted a written report.

With the consent of Cabinet, Councillor Viney, Chair of the Growth and Prosperity Overview and Scrutiny Panel, presented the Panel's recommendations, which had subsequently been approved by the Overview and Scrutiny Management Board.

The officer's report indicated that the panel's recommendations could be supported as adding value to the proposals. Subject to the work programming decisions of the Overview and Scrutiny Management Board and approval by Cabinet, a report would be taken to a meeting of the Growth and Prosperity Overview and Scrutiny Panel within the next six months, setting out desired outcomes, success criteria and current performance in relation to these criteria.

The Leader thanked Councillors James and Viney for attending Cabinet for this and the previous item.

Resolved that –

- (1) approval in principle is given to the overall structure of governance arrangements as set out in the report, for dialogue and agreement with sub regional partners;
- (2) approval be given to the appointment of the Council's portfolio holders with a remit for economic development, strategic housing and planning and transport as the City Council's representatives on the Portfolio Holders Board;
- (3) the appointment of Senior Members from Cornwall Council, Devon County Council, South Hams District Council and West Devon Borough Council are invited to represent economic development, strategic housing and planning and transport on behalf of their councils;
- (4) the arrangements set out in the report are endorsed regarding Member involvement in the governance of the growth agenda;
- (5) Officers are instructed to develop a Communication Plan relating to the work of the Plymouth Growth Board and the Programme Boards;
- (6) the proposed Programme Boards as setting out the higher level priorities in support of delivery of the growth and regeneration agenda for Plymouth and its wider sub region are noted, and the Chairs of these Boards are instructed to define and communicate their proposed remit through the Communication Plan;
- (7) Cabinet closely monitors the implementation of the governance arrangements, including making adjustments as necessary, and a full review is undertaken after two years of their operation;
- (8) the recommendations of the Growth and Prosperity Overview and Scrutiny Panel are agreed as set out in Section 8 of the report.

152. **LOCAL DEVELOPMENT FRAMEWORK: ADOPTION OF CITY CENTRE AND UNIVERSITY AREA ACTION PLAN**

The Director for Development and Regeneration submitted a written report together with the City Centre and University Area Action Plan for formal adoption.

Cabinet welcomed Richard Grant to the meeting, following his recent illness.

Resolved that –

- (1) the City Council is Recommended to formally adopt the City Centre and University Area Action Plan;
- (2) Officers are instructed to implement, as soon as practicable, all the statutory procedures associated with the adoption process.

153. **LOCAL DEVELOPMENT FRAMEWORK: ADOPTION OF DEVELOPMENT GUIDELINES SUPPLEMENTARY PLANNING DOCUMENT**

The Director for Development and Regeneration submitted a written report together with the draft Development Guidelines Supplementary Planning Document.

Resolved that –

- (1) the City Council is Recommended to formally adopt the Development Guidelines Supplementary Planning Document;
- (2) the Assistant Director of Development (Planning Services) is delegated authority to approve the final publication version of the Supplementary Planning Document;
- (3) Officers are instructed to implement, as soon as practicable, all the statutory procedures associated with the adoption process of the Supplementary Planning Document;
- (4) Officers are instructed to review the Supplementary Planning Document after one year of its operation in a planning application context, in consultation with the Portfolio Holder for Planning, Strategic Housing and Economic Development.

154. **EXTENSION OF THE DESIGNATION OF EFFORD MARSH LOCAL NATURE RESERVES**

The Director for Development and Regeneration submitted a written report.

Resolved that approval is given to the extension of Efford Marsh Local Nature Reserve, and the Head of Legal Services is instructed to draw up and sign the legal documents that complete the formal designation.

155. **EXTENSION OF THE DESIGNATION OF FORDER VALLEY LOCAL NATURE RESERVES**

The Director for Development and Regeneration submitted a written report.

Resolved that approval is given to the extension of Forder Valley Local Nature Reserve, and the Head of Legal Services is instructed to draw up and sign the legal documents that complete the formal designation.

156. **PLYMOUTH LOCAL INVESTMENT PLAN**

The Director for Development and Regeneration submitted a written report together with the proposed Plymouth Local Investment Plan.

Resolved that –

- (1) Cabinet confirms that the Investment Plan approach is a sensible and effective way of marshalling resources to deliver the city's long term development needs;
- (2) approval is given to the first Plymouth Local Investment Plan and the investment priorities it contains (see Annex 1 to the written report);
- (3) in principle approval is given to move forward with the preparation of a Local Investment Agreement, with delegated authority to the Chief Executive, in consultation with the Portfolio Holder for Planning, Strategic Housing and

Economic Development, to sign an agreement once the content has been agreed; and

- (4) approval is given to the approach to the preparation of Plymouth Local Investment Plan 2, as set out in the written report.

157. **PLYMOUTH CITY COUNCIL AQUATICS STRATEGY**

The Director for Community Services submitted a written report together with the draft Plymouth City Council Aquatics Strategy.

The Leader thanked Councillor Jordan and James Coulton for their work leading to the production of this strategy.

Resolved that the recommendations set out in the Aquatics Strategy are noted and the Plymouth Aquatics Strategy is adopted as the framework for the development of future aquatics programmes across the city.

158. **THANKS TO THE LEADER**

Cabinet Members thanked the Leader for her leadership, her commitment to the City Council and for the successes that she had achieved for the City. The Chief Executive also added his thanks to the Leader.

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CITY OF PLYMOUTH

Subject:	Overview and Scrutiny Review of Skateboarding By-Law
Committee:	Cabinet
Date:	8 June 2010
Cabinet Member:	Councillor Wiggins
CMT Member:	Director for Development and Regeneration
Author:	Gill Peele, Lead Officer for Growth & Prosperity Overview & Scrutiny Panel
Contact:	Tel: (01752 (30) 4226 e-mail: gill.peele@plymouth.gov.uk
Ref:	Your ref.
Part:	I

Executive Summary:

The Overview and Scrutiny Commission (replaced by the Overview and Scrutiny Management Board) approved in principle, on 2 July 2009, the establishment of a Task and Finish group to review the Skateboarding By-Law, with membership to be drawn from the Growth and Prosperity Overview and Scrutiny Panel. The Council has been under increasing pressure to tackle the perceived breaches of the by-law and have received requests from both members of the public and Councillors to remedy the situation. A new by-law proposing a total ban was drafted by officers in 2008 but it was agreed that the issue be referred into the scrutiny process for consideration of the most appropriate action to take.

The Panel was provided with information on the current skateboarding by-law which includes the city centre, Broadway and Ridgeway .However it was the aim of the Task and Finish Group to focus upon skateboarding in the city centre, and specifically the area outside of the Civic centre reception

The current skateboarding by-law does not ban skateboarding and the wording is open to interpretation .

It states that 'no person shall in any of the designated areas skate, slide or ride on rollers, skateboards, wheels, mechanical contrivances or other equipment in such a manner as to cause danger or nuisance or give reasonable grounds for annoyance to other persons lawfully using any of the designated areas. It also means that the person affected by the act has to make a formal complaint to the Police.

The Task & Finish Group ,with a cross party membership, met on three occasions in October 2009, December 2009 and February 2010 and received representations either in person or written from a significant number of members of the public, young and old, local businesses, councillors, youth parliament, Highways, Police as well as many interested officers from different services within the council. The Task & Finish group also commissioned public consultation within the City Centre and also with frontline workers.

The Overview & Scrutiny Management Board met on 3rd March 2010 and resolved that ;

a) the Skateboarding Bye-law scrutiny report be approved and forwarded to Cabinet;

- b) congratulations and thanks be extended to all who had contributed to this excellent piece of scrutiny;
- c) consideration be given to enabling a photo-opportunity involving the Task and Finish Group members, police and skateboarders when the skateboarding signs were changed.

It was very clear from all the evidence, that skateboarding is not conducive to the plaza area adjacent to the Civic centre, nor in similar environments elsewhere in the city centre, because of the numbers of the public crossing the area to reach different destinations.

The panel noted the fact that there have been a minimum number of formal complaints to the authority and the police, but that there is a significant undercurrent of informal complaints about the activity not being suitable and causing anxiety to members of the public. This was confirmed by the results of the survey commissioned by the panel

The majority of the feedback from members of the public and witnesses supported the implementation of a total ban, but they went on to say that they would not support a total ban without a suitable alternative location being made available.

Feedback from the Police Service confirmed that a new by law, to totally ban the activity, would potentially involve a significant resource from both the Police and the Authority and it is unlikely therefore that it could be appropriately enforced and subsequently unlikely to have the desired effect. The legal framework for by laws is currently under review nationally, and may impact on local enforcement arrangements later this year.

The panel noted further feedback from the Police and unanimously agreed that they would not like the young people to be criminalised due to their participation in a sport of their choice.

The panel recommends the retention of the current by law

In the short term;

1. The panel recommends that the legal department review the words on the external signage in the area, to ensure that it appropriately informs people of the dangers of prosecution should they cause a nuisance, harm or damage in accordance with the current by law.
2. The panel recommends that a suitable alternative site be sought for urban skateboarding.

In the longer term;

1. The panel recommends that future design proposals for areas of the city centre consider communal use of space and to ensure that final designs take into account either the encouragement or deterrent of skateboarding activity.
2. The panel recommends that a further review takes place once the new Central Park Skateboarding Park and the indoor facility at Cattedown have had time to mature, and when the future enforcement legislation is known; this review to be undertaken by the Lead Member for this neighbourhood under the Councils Localities Working arrangements.

Corporate Plan 2010-2013:

CIP 2 Informing and involving residents.

**Implications for Medium Term Financial Plan and Resource Implications:
Including finance, human, IT and land**

In the short term minimum resources required for the replacement signage. Longer term options will be subject to further review

Other Implications: e.g. Section 17 Community Safety, Health and Safety, Risk Management, Equalities Impact Assessment, etc.

The Overview and Scrutiny task and finish review has taken into account health & safety issues for the members of the public and has embraced equalities by ensuring consultation with a full cross section of the public. There are no implications to note

Recommendations & Reasons for recommended action:

It is recommended that Cabinet endorse the recommendations from the Overview and Scrutiny Growth and Prosperity Panel and the Overview and Scrutiny Management Board;

The review and where necessary implementation of new signage can be undertaken relatively quickly and covered from existing Transport revenue budgets.

The design of public areas will be considered either through development proposals or as part of highway public realm works.

The provision of alternative facilities must be considered as part of the further review once the other facilities at Central park and Cattedown have had time to mature.

Alternative options considered and reasons for recommended action:

A revised by-law with an outright ban on skateboarding has been considered and not recommended for the reasons provided in this report

Background papers:

Overview and Scrutiny Management Board Skateboarding By-Law Scrutiny report Feb 2010

Sign off:

Fin	Dev F10 110 006	Leg	JAR /10/ 146	HR		Corp Prop		IT		Strat Proc	
Originating SMT Member:											

**Overview and Scrutiny Management Board
Task and Finish Group
Scrutiny Review – Report
February 2010**



Skateboarding By-Law

Plymouth City Council

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1 Introduction

- 1.1 The Overview and Scrutiny Commission (replaced by the Overview and Scrutiny Management Board) approved in principle, on 2 July 2009, the establishment of a Task and Finish group to review the Skateboarding By-Law with membership to be drawn from the Growth and Prosperity Overview and Scrutiny Panel. The Task and Finish Group will submit its findings for approval to the Overview and Scrutiny Management Board on 3 March 2010.

2 Executive Summary

- 2.1 The Growth and Prosperity Panel established a Task and Finish Group to review the Skateboarding By-Law in the city centre.
- 2.2 The Group received representations from a variety of witnesses.
- 2.3 Key issues and findings included that –
- there was not a complete ban on skateboarding under the existing skateboarding by-law;
 - the wording of the current by-law was open to interpretation as it stated that ‘no person shall in any of the designated areas skate, slide or ride on rollers, skateboards, wheels, mechanical contrivances or other equipment in such a manner as to cause danger or nuisance...’; it was highlighted that the word nuisance was very ambiguous;
 - the skateboarding by-law was produced by Plymouth City Council, however it was currently the responsibility of Devon and Cornwall Police to enforce;
 - the existing skate park at Central Park was to close due to the commencement of the Life Centre Project however there were plans for a replacement skate park to be built; consultation on a proposed site which would be situated in the vicinity of the current skate park was due to start on 11 November 2009;
 - the skateboarders should not be criminalised as they were partaking in a sport and had not caused nuisance elsewhere;
 - an area should be allocated in the city centre where the youths could skateboard;
 - skateboarders liked to have an audience;
 - problems may arise if the potential skateboarding ban imposed in the city centre coincided with the closure of Central Park skate park;
 - it was felt that some members of the public particularly the elderly feared for their safety and were intimidated by skateboarders that sped towards them at fast speeds;
 - deterrent measures to street furniture and paving would be very expensive;
 - the issue of the skateboarding by-law was raised by the chair of the Devonport, Stoke, St Peter and the Waterfront Area Committee;
 - it was important for the city centre to incorporate shared space working;
 - unregulated skateboarding in the retail and business areas of the city centre does not give a good impression of the city:

- it was difficult for the police to enforce the skateboarding by law 24/7 as police resources were focused towards higher priority crime;
- the Crown Prosecution Service would not take action against the skateboarders;

3 The Panel

3.1 The Task and Finish group had a cross party membership comprising the following Councillors

- Councillor Coker (Chair)
- Councillor Ball
- Councillor Martin Leaves

For the purposes of the review, the Task and Finish Group was supported by –

- Gill Peele, Business Manager for Development and Regeneration
- Anthony Davis, Service Support & QA Team Manager
- Kim Hayden, Project Assistant
- Mark Lawrence, Lawyer
- Helen Rickman, Democratic Support Officer

4 Scrutiny Approach

4.1 The Task and Finish Group convened on three separate occasions to consider evidence and hear from witnesses -

- 28 October 2009
- 3 December 2009
- 4 February 2010

4.2 Members of the Task and Finish Group aimed to examine and make recommendations on –

- the current skateboarding byelaw that was enacted in 2001, in order to ensure that it is operating in the most effective way.

The Work Programme Request (PID) is attached as Appendix 1.

4.3 At its meetings on 28 October 2009, 3 December 2009 and 4 February 2010, the Task and Finish Group considered evidence from witnesses, raised questions and considered answers and recommendations relating to the Skateboarding By-Law.

5 Witnesses

5.1 The Task and Finish Group heard representations from –

- John Williams – Cafe Roma Manager
- Sarah Harris – Youth Parliament Coordinator
- Kathy Davey – City Centre Street Operations Manager
- Mike Kendall – Amey Highways Management Coordinator
- John Drury – Anti Social Behaviour Manager
- Tom White – Head of Network Management

- Catherine Dilloway – Project Manager
- Karen Brimicombe – Portfolio Manager
- Councillor Stevens – Ward Councillor for Devonport
- Councillor Mrs Stephens – Ward Councillor for St Peter and the Waterfront
- Anthony Patten – University of Plymouth – Security
- Inspector Russell Sharpe – Devon and Cornwall Police
- Councillor Wiggins – Cabinet Member for Transport

Members considered written representations from –

- Barbara Duffy - Plymouth Age Concern
- Chris Patey – Playgrounds Officer
- Cathy Tasker – Services
- Nick Marker – Prime Delux Ltd
- Councillor Nicky Wildy – Labour – Devonport
- Councillor Sue McDonald – Labour – St Peter and the Waterfront
- Hannah Metson – Customer Services Programme Manager
- Inspector P Willingham – South Sector Neighbourhood Team – Devon and Cornwall Police
- Local skateboarders
- Civil Enforcement Officers

The Task and Finish Group also commissioned the following consultation –

- City Centre public consultation on skateboarding
- Civic Centre frontline workers

Responses from witnesses and evidence received from the survey commissioned by the Panel are detailed in Appendix 2 of this report.

6 Key Issues Arising from the Evidence

6.1 From the results of survey commissioned by the Panel the following key themes emerged.

6.1.1 Out of 104 members of the public surveyed regarding skateboarding in the city centre, 61 were against skateboarding, 24 were for it and 19 had no opinion upon the matter;

6.1.2 A clear majority, 72% of those who expressed an opinion were in favour of banning skateboarding from public areas in the City Centre. There was an equally clear majority of 74% of those who wanted a ban, were also in favour of providing an alternative site for the skateboarders, before introducing a ban. The customers surveyed were divided into groupings based on age, gender and whether they required assistance walking (walking sticks, wheelchairs etc.). An even split between age and gender was achieved in the survey and there was a significant number who required assisted walking. There was no statistically significant difference in the results from these groupings.

6.2. From the legal advice given to the 'Task and Finish Group', Members of the Panel were informed that -

6.2.1 Any attempt to enforce the existing bylaw would be difficult because of the requirement to prove that skateboarders were causing a nuisance.

6.2.2 The introduction of an outright ban would result in the criminalisation of the skateboarders.

6.2.3 The Crown Prosecution Service would not take action against the skateboarders and it was therefore the responsibility of the Council;

7 Findings

7.1 Based on the evidence the Panel had collected, it was believed the problems arising from skateboarding in the city centre would be addressed if –

- the wording of the current Skateboarding By-Law was amended
- the skateboarders were provided with an alternative site

8 Recommendations

8.1 In order to achieve the required outcomes, listed as ‘benefits’ in the Project Initiation Document, i.e. –

“The proposed ‘Task and Finish Group’ would enable a full debate between all interested parties before any conclusions are drawn”,

the following recommendations are proposed –

It is very clear from all the evidence, that skateboarding is not conducive to this area, because of the numbers of the public crossing the area to reach different destinations.

The panel notes the fact that there have been a minimum number of formal complaints to the authority and the police, but that there is a significant undercurrent of informal complaints about the activity not being suitable and causing anxiety to members of the public. This was confirmed by the results of the survey commissioned by the panel

The majority of the feedback from members of the public and witnesses supported the implementation of a total ban, but they went on to say that they would not support a total ban without a suitable alternative location being made available.

Feedback from the Police Service confirmed that a new by law, to totally ban the activity, would potentially involve a significant resource from both the Police and the Authority and it is unlikely therefore that it could be appropriately enforced and subsequently unlikely to have the desired effect. The legal framework for by laws is currently under review nationally, and may impact on local enforcement arrangements later this year.

The panel noted further feedback from the Police and unanimously agreed that they would not like the young people to be criminalised due to their participation in a sport of their choice.

1. The panel recommends the retention of the current by law

In the short term;

2. The panel recommends that the legal department review the words on the external signage in the area, to ensure that it appropriately informs people of the dangers of prosecution should they cause a nuisance, harm or damage in accordance with the current by law.
3. The panel recommends that a suitable alternative site be sought for urban skateboarding.

In the longer term;

4. The panel recommends that future design proposals for areas of the city centre consider communal use of space and to ensure that final designs take into account either the encouragement or deterrent of skateboarding activity.
5. The panel recommends that a further review takes place once the new Central Park Skateboarding Park and the indoor facility at Cattedown have had time to mature ,and when the future enforcement legislation is known; this review to be undertaken by the Lead Member for this neighbourhood under the Councils Localities Working arrangements.

Appendix 1

Request for Scrutiny Work Programme Item

1	Title of Work Programme Item	Review of Plymouth Skateboarding Byelaw		
2	Responsible Director (s)	Nigel Pitt, Director of Development and Regeneration		
3	Responsible Officer Tel No.	Tom White, Head of Network Management Ext 4256		
4	Aim	To carry out a review of the current skateboarding bylaw that was enacted in 2001, to ensure that it is operating in the most effective way.		
5	Objectives	To consult with colleagues in the Police, ward members, Area Committees, other Council departments and other stakeholders and to investigate alternative options.		
	Benefits	The proposed 'Task and Finish Group' would enable a full debate between all interested parties before any conclusions are drawn.		
	Beneficiaries	Members of the public - Improved safety and potential new facilities Police - Ability to enforce byelaw		
6	Criteria for Choosing Topics	A number of complaints have been received from members of the public, has also been an issue raised at Area Committee meetings Potential risk to health and safety in 'shared space' Damage to street furniture Facilities for young people		
7	Scope	Three areas covered by the existing byelaw; City Centre, Broadway and Ridgeway		
	Exclusions	None		
8	Programme Dates	TBC		
	Timescales and Interdependences	Milestones	Target Date for Achievement	Responsible Officer
		TBC	TBC	TBC
9	Links to other projects or initiatives / plans	City Centre Area Action Plan, West End Regeneration/Shared Space, Corporate Plan (CIPs 1, 2, 6)		
10	Relevant Overview and Scrutiny Panel	Sustainable Communities/Growth & Prosperity OSP		
11	Lead Officer for Panel	Daniel Sharpe, Partnership Compliance Officer		
12	Reporting arrangements	TBC, once timescales have been agreed		
13	Resources	Staff time only (quantify by dept)		
14	Budget implications	Resources within existing budgets		
15	Risk analysis	Public perception, CCAAP/Shared Space, Coordinated Solution, Health and Safety		
16	Project Plan / Actions	Project Plan to be prepared by relevant officers and lead members of Task and Finish Group		

Appendix 2

Witnesses - Growth and Prosperity Overview and Scrutiny Panel (City Centre Skateboarding Review)

Given below is a summary of the witness statements.

Sarah Harris – Professional Youth Worker & UK Youth Parliament Coordinator Participation and Staff Development Team – PCC

Comments from Members of Youth Parliament and the Plymouth Youth Cabinet.

The views stated below are our own and those of the young people that we are elected to represent. As individuals, we all have different opinions and the statements reflect this, so they may be contradictory.

- I find the skateboarders outside the Civic Centre to be intimidating and rude and I hate walking through them.
- The other day one of them almost knocked over my 5 year old niece and wasn't bothered that he had scared her.
- It's irritating that they think civic is theirs and they are a danger risk to us and themselves.
- It's prohibited outside the civic anyway and they cause a general nuisance.
- Saturday's are 'skater days' and it shouldn't be that way.
- We feel that the prohibition signs are there for a reason. Although there isn't really a serious risk to safety, there needs to be another well-lit area for them to skate so they can move on.
- They need somewhere with good lighting and a flat open space.
- Although some may be a nuisance, most don't want to cause a problem.
- You don't see people playing football and rugby in the city centre so why should they take part in their 'sport'!
- There is nowhere else for skaters to go.
- The signs aren't effective and something needs to be done.
- Our concern is that there is nowhere else to skate. They do need somewhere like a temporary skate park during production of the life centre. There should be easy access as well, near town.
- They will be annoyed if things are changed so there should be communication to see them through the changes. Don't just change the law and start arresting them. This will cause damage instead of building relationships with them.
- They need more space and it should be somewhere better lit
- They are skating right by a road and also on an area well used by the public. They're an obstruction and they are intimidating.
- There should be punishment for people that do cause harm
- When they are not harming anyone, then it's okay.

- The main implication is that there is not anywhere else to go. Some just genuinely want somewhere to skate and are quite nice.
- Where would the hypothetical 'new skate park' be and how much would it cost?
- It's a useless space outside the civic anyway.
- People that BMX / roller blade and take part in ball games would have to be banned too.

Mike Kendall – Amey Highways Management – PCC

- To date this year (from, 1st December, 2008), there has been no repair to any highway furniture, as a direct result of skateboarding activities.
- There has been some damage to a black granite seat, o/s the Edinburgh Woollen Mill, but this is as a result of vehicular impact, and not skateboarders.
- However we do suffer damage to the black granite seats from time to time, as these are used as riding rails by the skateboarders. This usually results in the black granite panels having to be re fixed to their supports. Damage to the edges of the granite has not merited replacement, to date.
- Since installation, we have replaced three black granite seat sections at a cost of £300 each. (This was a couple of years ago so costs will have increased)
- Average repair costs to fixings to granite is in the region of £350 per incident.
- I have installed stainless steel "Nibs" to one seat, as an experimental deterrent to skateboard damage, which has been successful. This work at the time amounted to £50 per nib, or £300 per seat (2 in each granite section).

Tom White – Head of Network Management – PCC

- The estimated cost of deterrent measures to city centre furniture and paving were expensive as health and safety measures had to be carried out. AMEY would be tasked to do the work if this was agreed.
- It was important for shared space to be incorporated for any future designs to the city.

Inspector Russell Sharpe – Devon and Cornwall Police

- The current skateboarding by law was very difficult to enforce as it referred to 'nuisance' which was hard to establish, if the by law was changed to a complete ban skateboarders would be criminalised.
- The police would enforce a skateboarding by law however Members were of the opinion that it would be beneficial for an alternative skating venue to be sought. It was difficult for the police to enforce the skateboarding by law 24/7 as police resources would be focused towards higher priority crime.
- Having spoken to young people who skated in the area, officers were informed that the skaters wanted a skate park nearby. In his opinion, skateboarders liked to be seen performing their tricks and stunts.
- The Crown Prosecution Service felt it was the responsibility of the Council to prosecute skateboarders breaking the skateboarding by law; Plymouth City Council representatives

considered it would cost between £70 and £100 for each prosecution.

Karen Brimicombe – Project Services Team, Corporate Support - PCC
Catherine Dilloway – Capital Programme Team, Finance Team PCC

- The skate park needs to be relocated as it sits within the development area for the Life Centre i.e. where car parking and the new entrance road will be located. It was part funded by Sport England funds and if not re-provided the grant would have to be repaid.
- The planning application for the Life Centre incorporated a new location for the skate park, on a corner of land to the north of the clock tower on the edge of the existing Mayflower Centre site. Feedback from young people, neighbourhood police and the Parks department identified that this was not the preferred location. This was due to the feeling that it would bring skate park users into conflict with other park users as a result of its proximity to one of the main pedestrian routes within the park and its position relatively close to the main entrance of the Life Centre. However users, both skateboarders and BMXers are keen to be involved in the design and delivery of the new facility, which will take place in the New Year.
- The existing skate park sits in the middle of the area required by the Life Centre Contractor for their site compound and storage. Once the Contractor has been appointed discussions will take place about the point in their programme that the existing skate park will need to be taken out of action and this will be communicated to users.
- Work is progressing on the delivery of the replacement skate park project and the programme is under constant review to see if the end date, November 2010 can be brought forward. An exhibition has been staged in the Central Park Pool recently with two consultation sessions being held where people could view a plan outlining the site currently being considered. The results of this consultation indicate that the relocation site is supported. Once the site has been agreed the council will employ a specialist team of designers who will work with park users to develop detailed plans for the new facility. The proposed site is larger than the existing site. This is because the skate park users aspire to a larger facility than the present one.
- The Council is aware of skaters concerns about not having a facility for some time once the existing skate park is closed. The Youth Service has a mobile ramp which it is looking to make available to skaters during this time. The Council has been working with Prime Deluxe Skateboarding Shop on plans it has to open up a not for profit indoor skate boarding facility in Cattedown which would help cover the gap in provision.
- The Youth Service has worked with Young People to submit a bid to the Youth Capital Fund for materials to build the ramp and health and safety training. This grant was recently approved and the indoor skate park will be operational from the middle of December.

Currently the Council is communicating in a number of ways to ensure that not only skate park users are informed but also that the wider public, many of whom use the park are kept up to date on developments. These routes include:

- Formal press releases from our communications unit via the local press
- Via a distribution list set up from the details of those young people that have attended the various consultation sessions and are known to the Youth Service,
- Notices put up at the skate park,
- Through the Prime Skate Park web site and their links to Facebook, Twitter and other social networking sites
- Skateparkpages.co.uk has been incorporating information on the central park site

Mr John Drury - Anti Social Behavior Manager – PCC

- He felt the issue around skateboarding in the city centre was a land use issue; the skateboarders should be accommodated as they were taking part in a legitimate activity; the skateboarders liked to use furniture, steps and hand rails;
- The skateboarders used the city centre to skate as it was a safe environment in which they could be seen. The topography was also right as the city centre was flat; skateboarders are more likely to move away from the city centre if they were provided with a suitable site nearby;

Kathy Davey, City Centre Street Operations Manager – PCC

- She had been employed by the council for 14 years, 10 of those worked outside in the city centre on a daily basis; in the last 5 years she had been seconded to the City Centre Company;
- The City Centre Company employed wardens and on a daily basis they received complaints in respect of skateboarding and cycling in city centre but there were very few reported injuries from skateboarders in the city centre that she was aware of.
- From a personal viewpoint, she considered that perceptions were an important factor with regards to skateboarding in the city centre; she felt that the public feared for their safety and were intimidated by skateboarders that sped towards them at fast speeds.
- She had received phone calls from the 'First Stop Shop' from Councillors asking her to speak to the skateboarders. She considered the skateboarders to be very nice people who were enjoying their sport. On numerous occasions she had approached the skateboarders and highlighted to them the damage they had caused to street furniture and reminded them of the terror they inflicted upon elderly people.
- She believed that skateboarding should be banned to protect the public, however she felt that other facilities should be provided to the skateboarders such as a fenced off area in which they could skateboard safely and the public could enjoy watching them.

In response to questions raised, Kathy informed the Panel that –

- The current skateboarding by-law was difficult to enforce as the wording wasn't clear.
- She would support the idea of moving the skateboarders to a designated site in the city centre.
- People who walked on the pavement did not expect to see a skateboarding coming towards them.
- Skateboarders enjoyed skating on walls and seats; she felt it would be beneficial to simulate an area that included these objects.
- The Copthorne Hotel had experienced lots of problems with skateboarding so she felt it would not be beneficial to move skateboarders to that area of the city centre.
- The skateboarders who skated in the city centre were street skaters who would not like to skate inside; she believed they enjoyed the thrill of skating on the street where they were in view; skaters who skated in the city centre felt safer there than in the Central Park skate park;

John Williams – Owner of Café Roma

- He did not consider the skateboarders to be a problem as they were good children;

- There were other more important problems involving youths in the city centre that should be addressed first;
- The skateboarders should not be criminalised as they were partaking in a sport and had not caused nuisance elsewhere;
- He accepted the potential fear skateboarders caused to the elderly and the damage they caused to street furniture however he felt that the issue could be addressed by communicating with the skateboarders in order to make them aware of the potential problems they were causing;
- At weekends there were many more undesirable people in the city centre, such as gangs of youths who ran riot.
- It was important that the Council should work with the skateboarders rather than against them.
- In area should be allocated in the city centre where the youths could skateboard.

In response to questions raised, John Williams informed the Panel that;

- He considered that the issue with skateboarding was likely to be a problem throughout the country.
- If skateboarders were given a designated area to skate and didn't use it there would be a problem.
- He had been informed that Central Park skate park was too dangerous to use and skateboarders liked to have an audience.
- The skateboarders did not need more laws which would criminalise them; he felt that essentially they were good children who needed guidance.

Anthony Patten – University of Plymouth

- The university was private property however they encouraged public access by setting up walkways which also attracted some skateboarders.
- Any report of skateboarders on the University of Plymouth site was recorded and from November 2008 to November 2009 there were 40 incidents involving skateboarders recorded
- Skateboarders tended to hang around in groups of approximately 6-8 people.
- He did not perceive skateboarding to be a spectator sport.
- To prevent further damage to property pegs had been added to seats to stop skateboarders grinding along them.
- The University of Plymouth were keen to work alongside Plymouth City Council in enforcing skateboarding;
- There had been no injuries caused by skateboarding as of yet.

In response to questions raised, Anthony Patten informed the Panel that;

- The security staff at the university could only stop someone skateboards if they thought they were a student.
- The university lacked the manpower or the time to properly deal with the issue of skateboarding.
- He had also witnessed problems with cyclists.

Councillor – Kevin Wiggins – Conservative Plympton Dunstone

- He was not aware of any alternative venue in the city centre where a skate park could be incorporated.
- He did not want to curtail a reasonable activity that was spoilt for the majority by a few individuals.
- He agreed that signage needed to be revised to remind skateboarders of the possible consequences of their actions.

Councillor – Bill Stevens – Labour Devonport

- My view is that the current by-law is unworkable and should therefore be replaced as soon as possible.
- Most weekends see the huge majority of the area between the Guildhall and the Council House used by youngsters for skateboarding, often with little or no thought for pedestrians, many of whom are elderly or families. This is totally unacceptable behaviour.
- The damage caused to the street furniture is also terrible. That, and the huge amount of litter they drop, makes a high profile part of Plymouth look shameful.

Appendix 3

**Written Statements - Growth and Prosperity Overview and Scrutiny Panel
(City Centre Skateboarding Review)**

The Task and Finish Group received the following inputs:

Councillor – Nicky Wildy – Labour ,Devonport

- I do not wish to change anything. Generally I do not have a problem with skateboarders in City Centre. I Think members of public often demonise young people. Any further by-laws make more work for Police who have better things to do and also it is probably unenforceable. I do not want to criminalise young people who are engaged in a relatively innocuous sport.

Councillor – Sue McDonald – Labour Party St Peter and the Waterfront

- Skateboarders are becoming increasingly prevalent in the area between the Guildhall, Law Courts and the Civic Centre because of the scope of their activities, and at times, what appears to be an increase in numbers.
- It is my understanding that there is an element of display in skateboarding not only amongst themselves but to passers by and the public. For this reason, the provision of any facility, unless it is within the public gaze will not be used to it's widest extent and is therefore unlikely to displace the current skateboarding venue within the city.
- Visitors to the city have expressed surprise as they head toward the Hoe that skateboarding appears to be tolerated when sometimes people feel that they have been subjected to some rudeness and also feel that walking is less than safe.
- I'm told that there is damage to pavements and kerbs and also planters and low walls.

Cathy Tasker – Services for Children and Young People – PCC

- Many Young People don't want to be Skateboarding in the City Centre where local people are nervous of their causing an accident/injury. They have no choice currently because they cannot afford to get to Central Park skatepark. For those who can afford to get to Milehouse, the Central Park skate park will be demolished (to make way for the life Centre) and the replacement will not be built until November 2010.
- There is an indoor skatepark being developed through YCF monies bid for/by young people in Cattedown which is closer, however the young people will be charged at £4 per session.
- In addition, there is a mobile skate provision run by the Stonehouse Play Association which is currently rented out, with staff, to locality teams in the Youth Service and other organisations. This provision is well used by young people and would be an alternative to prohibiting the activity in the City Centre altogether. The young people currently using the City Centre could put in a bid (supported by youth workers) to secure its use in a designated area agreed by the scrutiny panel in or around the City Centre.

This will offset the need to criminalise the activity or young people who are-

- * Currently not breaking the law.
- * Achieving the Every Child Matters outcomes - Staying Safe and Being Healthy.
- * Fascinating many people using the City Centre, including young people who aspire to be fit, healthy and adept at sport.

In addition this meets several of our Children and Young People's Priorities including-

No. 5 Enabling young people to have fun.

No. 9 Improve opportunities for young people to make a positive contribution

No. 10 Raise young people's aspirations.

Chris Patey – Playgrounds Officer – PCC

- We have currently got Skateboard ramps in the following locations, Chaddlewood Open Space, Peacock Meadow and Central Park;
- Central park is the largest of the three and is due to be closed soon. There are plans to reinstate the skate park after the building of the Life Centre however its location has still to be decided. Catherine Dilloway from Development is leading on the Skateboard project along with Nick Jones (Principal Parks Services Manager).
- We have no objections to new sites for skateboarding being created as long as there is sufficient funding in place for its maintenance and aftercare. We would always request to be involved in any new play /skate park development at the very beginning to ensure our service is not compromised.

Barbara Duffy – Age Concern Director

- I know this will be received after your first meeting of the Task and Finish Group but thought it may be useful in some way.
- I circulated an e-mail asking for comments from staff and older people who use our services. The main issues that came to me were that some older people had experienced skateboarders coming towards them at speed and this was very worrying/frightening to them. This was especially true in respect of people with some degree of sensory loss. There was a general feeling that skateboarders did need somewhere 'fit for purpose' to undertake this activity (rather than in a busy city centre area) such as a purpose built skate park.

Nick Marker – Prime Delux Ltd

- Regarding the potential bylaw targeting skaters outside the civic centre. We are aware that the civic centre has been a social meeting spot for younger generations who enjoy skateboarding for over 20 years. It is now a popular meeting spot for skateboarders and the friends of skateboarders.
- We feel it would be a shame to see these younger people be classed a criminals when they are merely enjoying a healthy activity. We strongly feel it would benefit Plymouth directly to promote and support such activities to younger people.
- The area next to the pond seems to be a very large area with little purpose. We feel it would be a great idea to section a square area with a curb height barrier to stop skateboards rolling in to pedestrians. It would be beneficial to offer street furniture in this area for recreational use and to reduce the need for skateboarders to use/ damage other areas of town.
- Once the council is seen to support healthy activities, it may the be worth discussing methods to reduce minor upset due to the lack of such provisions. We strongly feel that by supporting the activity with suitable provisions would award far more daily benefits than issues for younger people and the general public in Plymouth. We would be very happy to provide an area design.

Hannah Metson – Customer Services Programme Manager PCC

Here are our findings, from talking to staff. Over the previous 12 months we have received between 1 - 5 customers verbally complaining each month about the skateboarders outside the Civic, and they have made the following comments:

- Skateboarders crossing their pathways (in front of pedestrians)
- Skidding along and along benches, concern over damage to benches, pathways, paving slabs and wooden and granite seats.
- Large groups gathering around the doors and cashiers side doorway.
- Skateboarders flying off their boards and falling to the ground.
- Knocking over the elderly
- Noise
- ALTERNATIVE suggestions from the public are to have skateboard parks in the CITY,

Inspector P Willingham - South Sector Neighbourhood Team, Devon & Cornwall Police

I am the Inspector who has responsibility for Policing Plymouth City Centre. I have for some time been engaged with the Council over the review of a Bye-Law, specifically Councillor Bill Stevens. I would wish to make the following observations:-

- * The Police do not receive many complaints from the public in relation to skateboarding in front of the Civic Centre. In fact we have received only one complaint in the past 12 months.
- * Skateboarding has not been identified as a 'Partners and Communities Together' priority through community engagement.
- * I have witnessed members of the public raising concerns reference skateboarding at Area Committee meetings. However, this is usually in response to the issue being on the agenda, rather than them bringing it as an issue which concerns them.
- * I acknowledge the fact that many young people do use the area outside of the Civic Centre to Skateboard and Cycle. This activity can lead to damaged street furniture and may be construed as dangerous to pedestrians.
- * The Police would support the renewal of a workable Bye-Law, but only as part of an inclusive problem solving process. Any response should not be purely enforcement based, but should include alternative venues and engineering/ designing out the problem.
- * I would wish to seek clarity as to the aims of prosecution and which authority would be responsible for enforcement.

Appendix 4



Skateboarding Review Public Consultation Consultation Survey Results

Client: Assistant Director for Development & Regeneration (Transport & Highways)
Release: Final
Version: 0.6
Date: 27/05/2010
Author: Jamie Yabsley / Tony Davis / Kim Hayden

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Document Control

Revision History

Release	Version	Date	Reason for Change
DRAFT# A	0.1	24/11/09	Initial draft
DRAFT# A	0.2	25/11/09	Additional work to document
DRAFT# A	0.3, 0.4,0.5	26/11/09	Additional work to document by Tony Davis / Kim Hayden
DRAFT # A	0.6	28/01/10	Supplementary Information further survey / responses received.

Distribution

This document has been approved by the following.

Release	Name	Post
Version 0.5	Gill Peele	Business Manager
	Tony Davis	QA & Support Manager
	Jamie Yabsley	Senior Project Officer
Version 0.6	Gill Peele	Business Manager
	Tony Davis	QA & Support Manager
	Jamie Yabsley	Senior Project Officer

1. Background

1.1 Introduction

The Growth and Prosperity Overview and Scrutiny Panel met on Wednesday 28 October 2009 to review Plymouth's Skateboarding By-Law. One of the actions to come from this meeting was to carry out a small informal Public Consultation to gauge public opinion with regard to Skateboarders using public spaces in the City Centre for recreational skateboarding. The results of the consultation are to be available for the next meeting of the Growth and Prosperity Overview and Scrutiny Panel on Thursday 3 December 2009.

The consultation is to be carried out by questionnaire in the city centre; with a target of one hundred samples across as diverse a cross section of the public as can be achieved. The questionnaire is not designed for the skateboarders; they will be the subject of a separate consultation carried out by the Youth Parliament.

The Public Consultation was carried out successfully during weeks 33 and 34 by Officers from the Plymouth City Council Development and Regeneration Department Business Support Team. The results are shown in section 2 of t and s.

Subsequent to the public consultation referred to above, the opinion of some Council Officers who are front line workers based in the Civic Centre was obtained. These officers were chosen because they and their customers have to pass through the area used by the skateboarders. These results are shown in section 5.

A summary of the consultation of both the Public and Council Officers is given in section 6.

2. Results – Public Consultation

2.1 Overview

This consultation exercise was carried out across two days at the beginning of November. The exercise was aimed at capturing the thoughts of the residents of Plymouth on skateboarding within the City Centre.

The survey was designed to only keep the customer for 30 seconds with the option for the customer to spend more time talking candidly if they wished to do so.

For this survey, the personal details were split as such.

Gender: Male or Female

Age: Over or under 30 – This was estimated by the surveyor.

Assisted Walking: Walking or not walking with aid

The questions for this survey were as follows.

We asked the customer if they had an opinion on skateboarding in the City Centre.

This question gave us a yes or no answer, a no meant the end of the survey and a yes was followed with the remainder of the survey as follows.

- Are you for or against skateboarding in the City Centre?
- Do you think there should be an outright ban on skateboarding in the City Centre?
- Do you think Plymouth City Council should provide an alternative site for skateboarders?
- If necessary do you think Plymouth City Council should build an alternative site for skateboarders?

At the end of the Yes or No responses the customer was asked if they had any specific suggestions or comments to make regarding skateboarding in the City Centre. These responses are shown later in this document.

Given the increasing number of charities and other companies trying to stop passers by it was a difficult task to get people to stop and speak for the fear of us trying to get money from them or to sell them something. This said, the majority of customers over 30 were willing to stop to give their thoughts and the under 30s were not so willing.

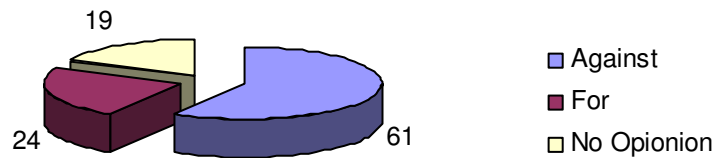
This simply meant asking and stopping more under 30s until we were happy we had a balance view.

2.2 The Results

The number of customers surveyed for this consultation exercise was 104.

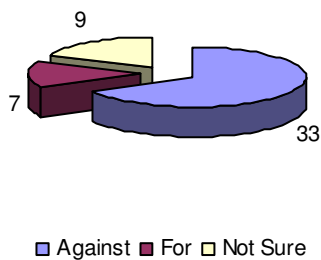
- 104 customers surveyed 49 were over 30, 55 were under 30, 51 were male and 53 were female and 11 relied on assisted walking.
- 61 were against skateboarding in the City Centre, with 24 for it, and 19 with no opinion.

Are you For or Against Skateboarding In the City Centre?

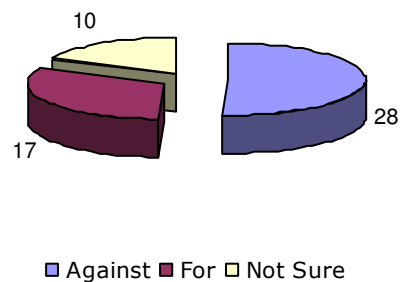


- There was no significant gender related difference.
- There was a small age related difference with more under 30's being for skateboarding than over 30's. However in both cases the majority were still against.

Over 30s For or Against Skateboarding in the City Centre

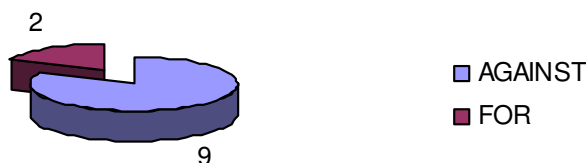


Under 30s For or Against Skateboarding in the City Centre



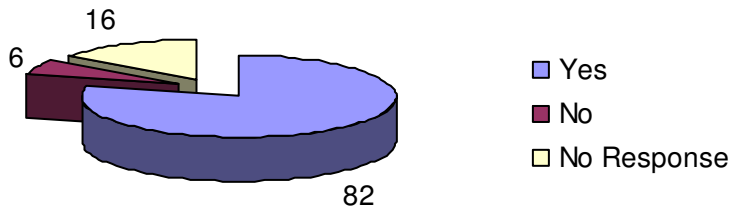
Are you For or against Skateboarding In the City Centre?

Response from the Assisted Walking Group Surveyed



Out of the 93 people who had a view about skateboarding in the city centre, 51 would be seeking an outright ban but an overwhelming 82 out of the 93 wanted an alternative site provided by Plymouth City Council. The chart below represents the number of responses.

Do you think the Council should provide an alternative site?



There is a very even split in the demographics of those that would like an outright ban of skating within the City Centre.

2.3 Open Feedback

Some of the open suggestions by customers, for alternative sites and suggestions in general were as follows

- Already have skate parks provided – not used
- Anywhere away from City Centre
- As long as not on or near war memorials
- As long as they don't bother individual
- Ban specific areas of City Centre only
- Central Location / On Bus Route
- Central Park
- West Hoe or The Hoe
- City Centre built for Skateboarders with so much concrete
- Must be close to City Centre
- Concerned about walking around town / with young children
- Concrete parks needed, metal parks are rubbish in the wet
- Don't want somewhere built that will cost too much
- Damage already done / alternative sight would not be used
- Damage to decorations, intimidation due to large groups
- George Park & Ride
- Use old Woolworths building
- Make it accessible and appealing for kids
- Must have somewhere to go
- Needs to be proper skate park
- No ban required as skateboarders have nowhere else to go
- No real skateboarding done, just messing about
- Not personally concerned / concerned for elderly
- Outside Civic Centre - nice open space
- Provide more parks in city
- Signs already ignored
- The flyover by Sainsbury's

These suggestions should be taken into account if Plymouth City Council decides to act on the issue of skateboarding.

2.4 Summary

The results of this survey show a clear majority, 72% of those who expressed an opinion, in favour of banning skateboarding from public areas in the City Centre. There was an equally clear majority 74% of those who wanted a ban, were also in favour of providing an alternative site for the skateboarders, before introducing a ban.

The customers surveyed were divided into groupings based on age, gender and whether they required assistance walking (walking sticks, wheelchairs etc.). We achieved a very even split between age and gender and surveyed a significant number who required assisted walking. There was no statistically significant difference in the results from these groupings.

Appendix A
3.1 Copy of Questionnaire

Skateboarding Review



Excuse Me:- The Council is conducting a review of skateboarding in the City Centre.
Do you have a view about skateboarding in the City Centre

OK – What are your thoughts. Yes No → Thank you for your time.

Prompt:- Are you for or against.	For
	Against

Do you think there should be an outright ban in the City Centre.

Yes	No
-----	----

Do you think the Council should provide an alternative sight.

Yes	No
-----	----

Do you have any alternative suggestions.

If necessary do you think the Council should build an alternative site.

Yes	No
-----	----

Thank you for your time..

Age

<30	>30
-----	-----

Gender

M	F
---	---

Assisted Walking

Yes	No
-----	----

Appendix A
3.2 –Table of Survey Results

Responses >	Yes / Against						Total	No / For						Total	Not Sure						Totals
	Gender		Age		Mobility			Gender		Age		Mobility			Gender		Age		Mobility		
	Male	Female	Over 30	Under 30	Assisted Walking	Non Assisted Walking		Male	Female	Over 30	Under 30	Assisted Walking	Non Assisted Walking		Male	Female	Over 30	Under 30	Assisted Walking	Non Assisted Walking	
Survey Answers																					
Do you have a view about skateboarding in the City Centre?	44	49	46	47	11	82	93	7	4	3	8	0	11	11	0	0	0	0	0	0	
Are you For or against Skateboarding In the City Centre?	29	32	33	28	9	52	61	10	14	7	17	2	22	24	12	7	9	10	0	19	
Do you think there should be an outright ban in the City Centre?	22	29	30	21	7	44	51	22	20	16	26	4	38	42	7	4	3	8	0	11	
Do you think the Council should provide an alternative sight?	41	41	42	40	10	72	82	2	4	3	3	0	6	6	8	8	4	12	1	15	
If necessary do you think the Council should build an alternative site?	35	39	36	38	8	66	74	4	9	9	4	1	12	13	8	9	4	13	2	15	
Do you have any alternative suggestions?																					

Survey Statistics

Number of Persons Surveyed	104
Male	51
Female	53
Under 30	55
Over 30	49
Assisted Walking	11
Non Assisted Walking	93

4. Further Feedback from Staff Members of Plymouth City Council and Customers to the Civic Centre.

4.1 Introduction

The Growth and Prosperity Overview and Scrutiny Panel met again on Thursday 3rd December 2009 to review Plymouth's Skateboarding By-Law. One of the actions to come from this meeting was to carry out another small informal Staff and Public Consultation to gauge opinions with regard to Skateboarders using public spaces in the City Centre for recreational skateboarding. The results of the consultation are to be available for the next meeting of the Growth and Prosperity Overview and Scrutiny Panel on Thursday 4th February 2010.

The consultation is to be carried out by questionnaire/feedback. The questionnaire is not designed for the skateboarders; they will be the subject of a separate consultation carried out by the Youth Parliament.

The Consultation was carried out successfully by Officers from the Plymouth City Council Development and Regeneration Department Business Support Team. This document shows results that were obtained.

5. Results

5.1 Overview

This consultation exercise was carried out with the Civil Enforcement Officers across two days at the beginning of January, and the feedback from Customer Services was from the previous 12 month period. The exercise was aimed at capturing the thoughts of Visitors and Members of staff to the Civic Centre on skateboarding within the City Centre.

The survey was designed to only occupy the member of staff for 30 seconds with the option for the staff member to spend more time writing candidly if they wished to do so.

For this survey, the personal details were split as such.

Gender: Male or Female

Age: Over or under 30 – This was completed by the staff member.

Assisted Walking: Walking or not walking with aid

The questions for this survey were as follows.

We asked the customer if they had an opinion on skateboarding in the City Centre.

This question gave us a yes or no answer, a no meant the end of the survey and a yes was followed with the remainder of the survey as follows.

- Are you for or against skateboarding in the City Centre?

- Do you think there should be an outright ban on skateboarding in the City Centre?
- Do you think Plymouth City Council should provide an alternative site for skateboarders?
- If necessary do you think Plymouth City Council should build an alternative site for skateboarders?

At the end of the Yes or No responses the customer was asked if they had any specific suggestions or comments to make regarding skateboarding in the City Centre. These responses are shown later in this document.

5.2 The Results

For the purpose of this paper we have not documented the responses by gender, age or walking ability.

The number of customers surveyed for this consultation exercise was 15 Civil Enforcement Officers and staff located at the First Stop Desk within the Civic Centre.

- 15 responses were handed back from the Civil Enforcement Team of those surveyed 2 held no opinion and no further comments were noted.
- 13 responded in that they had an opinion on skateboarding.
- Only 1 person felt that there should not be an outright ban, 12 were for an outright ban on skateboarding in the City Centre.
- 8 of those who wanted to see an outright ban however, thought the Council should provide an alternative site and the other 4 felt that this should not be the case.
- Of those 8 who wanted to see the Council provide an alternative site also felt the Council if necessary should build one.

There is a very even split in the demographics of those that would like an outright ban of skating within the City Centre.

The responses/comments that we received back from Customer Services within the Civic Centre are that over the last 12 months they have received 1-5 Customers verbally complaining per month. However, these have not been formal complaints. The general comments have been added into the Open Feedback section.

5.3 Open Feedback

Suggestions by CEOs, for alternative sites and suggestions in general were as follows

- Marsh Mills Playing Field
- Millbay Docks
- Victoria Park
- Stonehouse Creek
-

General Comments from CEO's

- I feel they should have somewhere safe to skate, instead of in the City, damaging benches, bars etc causing concern to young children the elderly and disabled.

- Skateboarders should have a safe place provided by Plymouth City Council. Skateboarders put their own lives at risk in car parks and on main roads.
- Against the damage they create

Comments from visitors to the Civic Centre

- Skateboarders crossing their pathways
- Skidding along benches , concern over damage issues
- Large groups gathering around doors / cashiers side doorway
- Skateboarders flying off their boards and falling to the ground (boards then flying in opposite direction)
- Knocking over the elderly – Although no further details given
- Noise Created

These suggestions should be taken into account if Plymouth City Council decides to act on the issue of skateboarding.

6. Summary

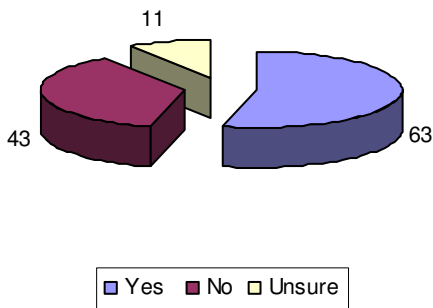
The results are conclusive in that of those asked whether they would want an outright ban on skateboarding

Within the City Centre the majority vote was yes but only in if another location was provided. This is the case for both the Public Consultation and the Council Officers who were consulted. This is shown in the pie charts below.

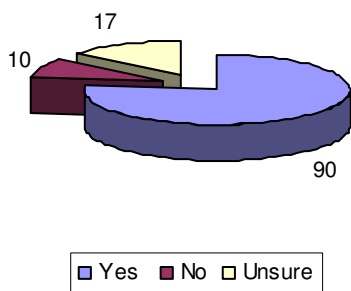
There is as always the usual health warning with public consultations. A random sample of 119 members of the public and Council cannot be considered definitive. However in this case we have such a clear outcome that we can use it as a good indicator.

This also agrees with the Police perspective in that in order for them to enforce a ban in the City Centre, Plymouth City Council would need to provide an alternative location.

Do you think there should be an outright ban in the City Centre?



Do you think the Council should provide an alternative sight?



...

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CITY OF PLYMOUTH

Subject: Overview and Scrutiny Review of Worklessness
Committee: Cabinet
Date: 8 June 2010
Cabinet Member: Councillor Fry
CMT Member: Director for Development and Regeneration
Author: Gill Peele, Lead Officer for Growth & Prosperity Overview & Scrutiny Panel
Contact: Tel: (01752 (30) 4226
e-mail: gill.peele@plymouth.gov.uk
Ref:
Part: I

Executive Summary:

The Growth and Prosperity Overview and Scrutiny Panel discussed the issue of worklessness at two scrutiny meetings, namely 28 September 2009 and 7 December 2009 (G & P minutes 18 and 37). Several representatives from different organisations namely, Jobcentre Plus, Working Links, Plymouth Employment & Skills Board, Plymouth City Council and Devonport Regeneration Community Partnership, attended the September meeting and provided the Panel with presentations upon the high levels of worklessness in Plymouth and the importance of tackling the issue of worklessness together.

Representatives from different organisations and sectors of the Council, namely Strategic Housing, Social Inclusion, Recruitment and the Shekinah Mission, similarly attended the December meeting and informed the panel that programmes were currently in place to tackle worklessness; however it was important for this to continue and for Plymouth City Council to take a lead.

The main points to address were -

(i) Tackling Worklessness was essential to the City meeting the objectives set out in the Local Economic Strategy, Sustainable Community Strategy, Children & Young People's Plan as well as a range of other targets. Whilst it was recognised that worklessness impacted on many aspects of the Council and partnership's work e.g. health, learning, etc., ultimately it demanded a lead service area and could best be addressed from a Strategic Economic Development perspective.

(ii) The present framework with central and local government and the third sector was too complicated. The emerging consensus in national policy, endorsed by Overview and Scrutiny, was that, operationally, worklessness was best led by the Local Authority under the strategic direction of the Local Strategic Partnership.

(iii) The Children and Young People Overview and Scrutiny Panel will be aware of the Skills and NEETs agenda. (16-19s Not in education, employment or training)

The Overview and Scrutiny Management Board approved the following recommendations;

- (a) That the Department for Development and Regeneration take on the ownership and leadership of the worklessness agenda on behalf of the Council and that links across Plymouth City Council are accordingly established to a) ensure the council's role is clearly understood and b) that, from an Economic Development perspective, skills development aligns with the economic drivers of the city and key sectors.
- (b) That Plymouth City Council take on a strategic leadership role.
- (c) That Human Resources work with the Assistant Director for Development and Regeneration (Economic Development) and his team to develop a strategy for Plymouth City Council recruitment under the worklessness agenda and that the Corporate Management Team be requested to endorse this.
- (d) That Plymouth City Council review its recruitment policies to become an exemplar employing body, by providing greater employment/work opportunities for disengaged groups e.g. young people, care leavers, young offenders and the longer term unemployed.

Corporate Plan 2010-2013:

CIP 8 Improving skills and educational achievement
CIP 12 Delivering sustainable growth

**Implications for Medium Term Financial Plan and Resource Implications:
Including finance, human, IT and land**

N/a

Other Implications: e.g. Section 17 Community Safety, Health and Safety, Risk Management, Equalities Impact Assessment, etc.

N/a

Recommendations & Reasons for recommended action:

The recommendations of the report are welcome as worklessness and economic inclusion are key strands identified within the Local Economic Strategy and will form a key part of Economic Development's work programme over the next 12 months.

The Economic Development Service will now seek to co-ordinate worklessness issues for the City Council. There is a great deal of good practice that already exists, including the £14m urban enterprise programme, but it became clear from the scrutiny process that there is a need to join up the City Council's approach. This will consist of ensuring consistent standards of service delivery, the development of a clear strategy, sharing of best practice and maximising resources.

The Economic Development Service has been successful in securing external funding for a Worklessness Co-ordinator and once appointed this person will facilitate an internal workshop with a view to developing a worklessness action plan. Once the City Council has an agreed strategy and implementation plan for worklessness this approach will be shared with partners through the Wealthy Theme Group

Alternative options considered and reasons for recommended action:

To do nothing or for PCC to not demonstrate a lead role will put economic growth at risk

Background papers:

Sign off:

Fin	DJN 101 1.00 2	Leg	JAR /10/ 148	HR		Corp Prop		IT		Strat Proc	
Originating SMT Member											

PLYMOUTH CITY COUNCIL

CABINET

8 June 2010

Following the Annual Meeting of the City Council on 21 May 2010, Cabinet are asked to confirm the following appointments -

Cabinet Committee

Building Schools for the Future Cabinet Committee

3 Cabinet Members + 2 Observers

C Councillor Mrs Watkins

C Councillor Bowyer

C Councillor Monahan

C Councillor Stark (observer)

L Councillor Wildy (observer)

Any Cabinet Member can act as a substitute member.

Joint Cabinet Committee

South West Devon Joint Waste Partnership

2 Cabinet Members + 1 Observer

C Councillor Mike Leaves

C Councillor Bowyer

L Councillor Vincent (observer)

Substitute Member

L Councillor Wright (observer)

Any Cabinet Member can act as a substitute member.

Cabinet Appointments

	Organisation	Members	Appointments 2009/10	Appointments 2010/11
1	Care and Repair Management Committee	Cabinet Member for adult services	Cllr Dr Salter	Cllr Monahan
2	(LSP Board) Healthy Theme Group	1 Cabinet Member	Cllr Dr Salter	Cllr Monahan
3	(LSP Group) Wealthy Theme Group	1 Cabinet Member	Cllr Fry	Cllr Fry
4	(LSP Group) Safe Theme Group	1 Cabinet Member	Cllr Brookshaw	Cllr Brookshaw
5	(LSP Group) Wise Theme Group	1 Cabinet Member	Cllr Monahan	Cllr Mrs Watkins
6	Schools Catering Group	1 Cabinet Member for schools	Cllr Monahan	Cllr Mrs Watkins
7	Plymouth Urban Fringes Development Plan Document Joint Member Panel	2 Councillors – posts of Leader and Deputy Leader	Leader and Deputy Leader	Cllr Mrs Pengelly and Fry
8	Tamar Science Park Ltd. – Board of Directors	1 Cabinet Member + 1 officer	Cllr Fry with authority to vote on behalf of the Council at the AGM David Draffan	Cllr Fry with authority to vote on behalf of the Council at the AGM David Draffan

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CITY OF PLYMOUTH

Subject: Plymouth Sports Facility Strategy
Committee: Cabinet
Date: 8 June 2010
Cabinet Member: Councillor Brookshaw
CMT Member: Director for Community Services
Author: James Coulton, Assistant Director of Community Services (Culture, Sport and Leisure)
Contact: Tel: (01752) 307013
E mail: james.coulton@plymouth.gov.uk
Ref:
Part: 1

Executive Summary:

The Plymouth Sports Facility Strategy was commissioned by Plymouth CC in late summer of 2008 in response to a number of factors including:

- A desire to update previously prepared sports facility strategies and to complete a comprehensive review of facility provision within Plymouth.
- to ensure that the corporate priorities of PCC, as set out in the recently published Corporate Plan 2010-2013, and its partners are clearly embedded into the future delivery of sports and leisure projects and infrastructure throughout the city
- the need to give context to the Plymouth Life Centre proposal and other facility developments planned for the city, including 'Investment for Children' and individual redevelopments such as the rebuild of UCP Marjon's sports facilities and the redevelopment of the Civil Service Sports Ground
- the availability of strategic planning support, provided by Sport England nationally through the Facilities Improvement Service, the aim of which is to assist local authorities in acquiring a robust understanding of need in order to be able to plan strategically for sport
- government guidance which stresses the need for better local strategic planning
- a desire to develop further the themes and opportunities outlined in the 'The Vital Spark' – Plymouth's Cultural Strategy - to ensure that sport, health, and fitness themes are embraced fully within the overarching vision of culture and within other existing and emerging corporate and partner agencies' plans and programmes, including the Local Development Framework Action Plans, the Sustainable Development Strategy, and health, fitness and green space strategies for the city
- the rapidly changing context for sports development and sports training, coaching and volunteering initiatives within Plymouth, including the impetus arising from the forthcoming London 2012 Olympic and Paralympic Games, the build up to this and the legacy to be delivered afterwards
- changes in the method of funding sport – since April 2009 directed through national governing bodies of sport.

The strategy involved extensive research, consultation and modelling using sophisticated Sport England methodology, analysis of participation rates, demographic characteristics and market segmentation. It has been recognised by Sport England as an example of good practice.

The strategy identifies a number of challenges facing the provision of sport facilities in the City towards 2026.

The strategy puts forward a hub and satellite model of provision with the Plymouth Life Centre as the main hub, a range of strategic multi-sports sites like UCP Marjons, Brickfields, etc. Also specialist facilities for sports and activities such as gymnastics, bowls tennis etc. and community and neighbourhood facilities with potential links to schools and the BSF programme.

The strategy establishes Standards of Provision which we would seek to work towards by 2026.

This is a very exciting period in the history of sport and leisure in the City and an opportune time to produce this Strategy. Whilst being focused on delivering corporate objectives, the proposals and policies emanating from the Strategy need to be realistic about the opportunities to enhance and improve facilities over the next 15 years. In view of the investment the Council is making to the Plymouth Life Centre, the enhancement of facilities at UCP Marjon and new and regenerated school provision through the BSF programme, it is widely accepted that there is unlikely to be additional large scale capital development funded by the Council during the period 2010 – 2020.

This is reflected in the Strategy's emphasis on providing a framework for use by the key partners – the City Council (especially Culture, Sport and Leisure, Children's Services and Development), the Community Sports Network, the PCT, national governing bodies and other partners in children and young people's services, health, community safety, sports clubs and the commercial sector – to inform and guide discussions about facility need and investment.

The support and commitment of local people and the City Council's many partners are therefore sought, so that funding to deliver the improvements and new facilities Plymouth's residents, workers, students and visitors require can be attracted and the potential of Plymouth as a vibrant City of Sport fully realised.

Corporate Plan 2010-2013:

The Plymouth Sports Facility Strategy (PSFS) supports the delivery of many of the key drivers for the Council's 'Corporate Improvement Priority' (CIP) programme in particular CIP6 - 'improving culture and leisure opportunities', and also 'improving customer service' (CIP1); 'reducing inequalities between communities' (CIP4); 'improving skills and educational achievement' (CIP 8); 'developing high quality places to earn in' (CIP9); 'improving access across the city' (CIP11) and 'providing better value for money' (CIP14).

Implications for Medium Term Financial Plan and Resource Implications: Including finance, human, IT and land

Production costs of the draft PSFS has been contained within existing budgets.

The PSFS has no direct cost implications for the Medium Term Financial Plan. However, PCC will continue to actively pursue funding opportunities particularly ensuring that developer contributions, through planning obligations and engagement with relevant National Governing Bodies of Sport are maximised to provide the base for the funding of the facilities identified in this strategy.

Other Implications: e.g. Section 17 Community Safety, Health and Safety, Risk Management, Equalities Impact Assessment, etc.

Assisting in meeting needs identified in Swimming Pool Facilities Strategy and Playing Pitch Strategy

Improved access for all target groups covered by a completed Equalities Impact Assessment.

Recommendations & Reasons for recommended action:

It is recommended to adopt the Plymouth Sports Facility Strategy as the future framework for the development of sport and fitness infrastructure across the City.

Alternative options considered and reasons for recommended action:

Not to adopt the Strategy is the alternative option, which would deprive the city of the:

- robust evidence base needed to inform future decisions about the provision and funding of facilities for sport and fitness and ongoing service improvements.
- material to assist in: maximising S106 contributions and informing developers of priorities; highlighting priorities for external funding bids; assisting with any restructure/realignment of resources internally, and providing a delivery framework for leisure operators.
- a clear and widely supported strategic view on priorities across the city and to enable an understanding of how opportunities presented through education, sport or health partnerships, for example, can meet these identified priorities.

Background papers: Plymouth City Council Final Draft Sports Facility Strategy (Appendix 1)

Sign off:

Fin	CoSF LC910 003 WE	Leg	AT 1105	HR		Corp Prop		IT		Strat Proc	
Originating SMT Member James Coulton											

Plymouth Sports Facility Strategy

1. The Purpose of the Plymouth Sports Facility Strategy

- 1.1 The case for taking part in sport and fitness activity can be, and has been, made many times - but this does not mean that its value is universally understood. Involvement in sport and physical activity is usually regarded as a matter of personal preference; however, many people may be discouraged because of lack of opportunities or barriers to taking part and those who do start to get fit or learn a new sport may not continue to realise their full potential.
- 1.2 The ultimate purpose of the Sports Facilities Strategy is to improve and develop the range and quality of sporting facilities and opportunities in Plymouth as an essential component to overcoming the above constraints. The high quality facility framework it proposes will support the strategy for sports development in order that increased physical activity and participation (as set out within the Local Area Agreement) and progression through to higher standards of performance are achieved by residents and workers within Plymouth and visitors, students and competitors from the South West and further afield.

2. Scope of the Sports Facility Strategy

- 2.1 Broadly speaking, the Strategy sets out to:
 - ensure that a robust evidence base exists to inform future decisions about the provision and funding of facilities for sport and fitness and ongoing service improvements.
 - provide material to assist in: maximising S106 and other developer contributions and informing developers of priorities; highlighting priorities for external funding bids; assisting with any restructure/realignment of resources internally, and providing a delivery framework for leisure operators.
 - provide a clear and widely supported strategic view on priorities across the city and to enable an understanding of how opportunities presented through education, national governing bodies and sport or health partnerships can meet these identified priorities.

3. Methodology

- 3.1 The Strategy has been prepared by a Steering Group comprising officers of the City Council and external agencies including the Primary Care Trust. Building on existing studies, analysis and recent consultation, the methodology used is compliant with that set out within 'PPG17: Open Space, Sport and Recreation' and with guidance prepared by Sport England, and has employed many of the diagnostic tools promoted by Sport England, including the Facilities Planning Model, Active Places (analysis of levels of sports facility provision) and Active People – a national survey of people's sporting behaviour which allows for detailed analysis through the 'market segmentation' technique. Strategic planning support has been provided by Sport England through Genesis Consulting under its 'Facilities Improvement Service'.
- 3.2 Research underpinning the Strategy has involved site visits and audits of over 60 key facilities within the city, with scoring on 'quality' and 'fit for purpose'. Consultation for the Strategy has embraced national and regional governing bodies

of sport, sports development officers, key City Council and partner agencies' personnel, the Community Sports Network and Plymouth Sports Forum, sports facility managers (both public and commercial) and various user groups including young people, older people and people with disabilities and their parents and carers. In particular, extensive consultation and audits have been undertaken with lead personnel at all secondary schools in the city and with the School Sports Partnerships.

- 3.3 A specific aim of this Strategy has been to present much of the information visually. Demographic characteristics, indices of deprivation, participation rates and the location and distribution of facilities and their catchment areas have been mapped, using sophisticated techniques developed by the City Council. Plymouth has been acknowledged by the 'Facilities Improvement Service' as an example of good practice in the way that it has further analysed and mapped the 'market segmentation' technique developed by Sport England.

4. Further consultation on the Sports Facility Strategy

- 4.1 During the winter of 2009/2010 a second round of consultation, involving the public was undertaken covering a 12 week period. This was delivered to meet the requirements of PCC's Statement of Community Involvement and Compact. Consultation was promoted using leaflets, posters, road shows, face to face meetings, and also provided opportunities for verbal and written feedback, including emails, and the use of the Limehouse consultation resources. The consultation was undertaken jointly by Business Support Officers and Leisure Officers from within the Community Services Department.

5. Challenges in Facility Provision for the Strategy to address

- 5.1 There is already a well established network of public, commercial and education based sports facilities within Plymouth and a breathtaking spectrum of activity taking place. Nevertheless, as the Strategy sets out within its detailed facility analysis, challenges remain, including:
- a. Several facilities which are in need of upgrading and replacement (notably on school sites) in addition there are a number of indoor sports halls which are not able to accommodate a range of sports due to, for example, inadequate sizing and ancillary facilities
 - b. Access, although an even distribution of indoor, outdoor and specialist facilities throughout the city could not be expected, certain areas are a long way from any kind of sport or fitness facility, impacting on people's ability to take part
 - c. wide variations in ease of accessibility and transport to different facilities, particularly for those whose mobility and ability to access opportunities is restricted (e.g. by cost, time). A particular example is the relatively poor access to water and the countryside to the north and west of the city, compared to the south and east
 - d. a lack of a recognised 'hierarchy of provision' whereby a range of sports can progress from basic entry level facilities to higher quality venues capable of accommodating competitive, coaching and training events at various levels restricting club and sports development
 - e. a lack of 'central venues' for competition and training in a variety of sports

- f. limited access for the community to take part in sport during the day in termtime due to the location of the majority of the city's stock of sports facilities on education sites
- g. shortage of indoor water space within the city to meet variety of needs from aquatic sports
- h. constantly changing technology in the evolution of artificial surfaces for hockey, football, rugby, tennis and other sports recent and recent losses of key city wide facilities within Plymouth, notably the Civil Service Sports Ground (comprising indoor sports hall, indoor bowls rink, outdoor bowling greens and pitches)
- i. a need to exploit more fully both the opportunities afforded by Plymouth's superb waterfront setting and the coastal environment for water based activities and sports; and the scope for further development of health and fitness pursuits and activities outdoors in the city's greenspaces and through its proximity to Dartmoor and other local countryside areas
- j. ensuring that new built environments – whether educational, residential, retail, business, office etc – adopt a 'design for health and fitness' approach and encourage active lifestyles
- k. the growth in Plymouth's population from the current level of 259,243 to around 300,000 by 2026, concentrated in certain areas within and adjacent to the city, which will have implications for both evaluating future demand for facilities and in maintaining and raising participation rates, as it is those age groups which traditionally have the lowest participation rates which are rising most rapidly (the over 65s).
- l. The potential impact of rising participation rates on the demand for facilities, including the government's '5 hours of sport' offer for all schoolchildren

6. Participation in Sport and Fitness Activities in Plymouth

- 6.1 The analysis of participation patterns in Plymouth shows that over half the population do not participate in any type of fitness or sporting activity and that despite recently recorded increases – only around one quarter take part on a regular and sustained basis (participation on at least 3 days a week at moderate intensity for 30 minutes); moreover there are significant variations in participation rates and opportunities across the city.
- 6.2 Recent research by Sport England and others has demonstrated that sport still needs to widen its participation base to include more people from low incomes, from different ethnic minorities and from people with disabilities. This is of great relevance to Plymouth whose population exhibits many of the characteristics commonly associated with lower rates of participation.
- 6.3 Research for the Strategy has included detailed analysis of participation rates in Plymouth which shows that generally, participation in sport is higher in the east of Plymouth than the west – although the picture in the centre of the city is complex. The analysis also suggests correlations between rates of participation and other indices; for example, there appears to be a relatively strong correlation between neighbourhoods exhibiting relatively low rates of participation and high indices of deprivation.
- 6.4 The Strategy presents how certain 'market segments' or types of people. This approach – supported by Sport England – has formed the basis for identifying key areas, groups within the community and sports to target in order to raise

participation amongst low participant groups within the city (the young, older people, people with disabilities).

7. Opportunities within Plymouth

7.1 The Strategy makes reference to a number of key opportunities arising for transforming sports facility provision within the city, most critically:

- a. The Plymouth Life Centre: this innovative and iconic sports building, in the centre of the city in Central Park - opening in Autumn 2011 as a replacement for the outdated Mayflower Centre and Central Park Pools complex - will be unique in the South West. The Strategy identifies this as the central hub within Plymouth of sporting activity for local residents of all ages and abilities, as well as being a regional centre to attract some of the South West's leading sportsmen and women.
- b. Building Schools for the Future: Mapping school sports provision for the Strategy has demonstrated how pivotal facilities at secondary schools are to the development of sporting opportunity in Plymouth, particularly within lower participant and deprived neighbourhoods. As well as creating a sound basis for young people to begin their lifelong involvement in active recreation, facilities on education sites are a model for future sustainable sports facility provision. Providing access to the community is guaranteed, they can have a huge impact on education, community participation and the sports development continuum of 'grow, sustain, and excel'. The BSF programme for Plymouth brings with it great opportunities for rebuilding and enhancing sports facilities on school sites, but it will not be the panacea for providing everything that is needed throughout the city. Any specialist provision, including additions to facilitate wider community and sports development use, will require funding from different sources.
- c. Other Rebuilding within Plymouth: As well as the Plymouth Life Centre and the BSF programme, there will continue to be developments to Plymouth's sporting infrastructure during the life of the Strategy. With around 40,000 students in Plymouth, it is important to maintain high quality facilities to attract and retain them and the financial benefit they bring to the city, and UCP Marjon, Plymouth City College and the University of Plymouth each have ongoing plans and proposals to enhance their provision. Improvements to YMCA Kitto's facilities, for example, are ongoing at the time of writing and the MoD is undertaking a review of its sites within Plymouth, which may result in opportunities for rationalisation of facilities or use of new sites for sport, particularly in the south west of the city. It is hoped that the Strategy will provide a mechanism for recording, and a framework for evaluating, these developments.
- d. Whilst many sports aspire to having dedicated provision (particularly indoor sports), the delivery of this vision maybe unrealistic unless it is linked to the delivery of their National Governing Body's (NGBs) whole Sport Plans and the increased funding given by Sport England (Sport England are investing £480 million through 46 governing bodies over four years).
- e. The co-commissioning of new facilities either within The Life Centre or on education sites, particularly through BSF, would then see formal

arrangements being put in place between the authority and third parties, to allocate 'dedicated time' within a multi-use facility for the development of specific sports, in return for capital/revenue funding from the NGBs. It is important therefore that open dialogue is maintained with the NGBs and that they are involved in the design and decision making early on in the process.

8. Funding requirements

- 8.1 The PSFS has no direct cost implications for the Medium Term Financial Plan. However, PCC will continue to actively pursue funding opportunities particularly ensuring that developer contributions, through planning obligations and engagement with relevant National Governing Bodies of Sport are maximised to provide the base for the funding of the facilities identified in this strategy.
- 8.2 Production costs of the draft Sports Facility Strategy has been contained within existing budgets.

9. Conclusion

- 9.1 **This is a very exciting period in the history of sport and leisure in the City and an opportune time to produce this Strategy. Whilst being focused on delivering corporate objectives, the proposals and policies emanating from the Strategy will need to be realistic about the opportunities to enhance and improve facilities over the next 15 years.**
- 9.2 This Strategy will be used to provide a framework for use by all the key partners – the City Council (especially Culture, Sport and Leisure, Children's Services and Development), the Community Sports Network, NHS Plymouth, the PCT, national governing bodies and other partners in children and young people's services, health, community safety, sports clubs and the commercial sector – to inform and guide discussions about facility need and investment. There is no additional funding from Plymouth City Council at this stage but this will be considered alongside other funding streams as they are identified.
- 9.3 The support and commitment of local people, their elected representatives and the City Council's many partners are therefore sought, so that funding to deliver the improvements and new facilities Plymouth's residents, workers, students and visitors require can be attracted and the potential of Plymouth as a vibrant City of Sport fully realised.

10. Recommendations

- 10.1 It is recommended to adopt the Plymouth Sports Facility Strategy as the future framework for the development of sport and fitness infrastructure across the City.

Plymouth Sports Facility Strategy

**For Culture, Sport & Leisure
Plymouth City Council**

FINAL DRAFT

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FINAL DRAFT

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FINAL DRAFT

INTRODUCTION

- 1.1 The case for taking part in sport and fitness activities can be, and has been, made many times - but this does not mean that its value is universally understood. Involvement in sport and physical activity, whether it is for fitness, casual recreation or a way of life, is usually regarded – and often dismissed – as a matter of personal preference. Unfortunately, it is not that simple. Many people do not have the opportunity to take part in sport and fitness activities or to achieve their sporting potential. Analysis of participation patterns in Plymouth from Sport England's Active People Survey shows that over half the population do not participate in any type of fitness or sporting activity and around one quarter take part on a regular and sustained basis ⁽¹⁾; moreover there are significant variations in participation rates and opportunities across the city. Many may be discouraged because of lack of opportunities or barriers to taking part and those who do start to get fit or learn a new sport may not continue to realise their full potential.
- 1.2 Plymouth has the potential to become a world class sporting destination, with unique attributes – not least the magnificent resource of Plymouth Sound and its proximity to the natural abundance of Dartmoor. The Plymouth Sports Facility Strategy (referred to within this document as the 'PSFS' or 'the strategy') provides an opportunity to firmly embed sport and fitness activity within the Vision for Plymouth - to raise the profile of sport within the authority and across the city, and to ensure and demonstrate how sport and physical activity has the attributes and characteristics to play a major part in transforming it into 'one of Europe's finest, most vibrant waterfront cities, where an outstanding quality of life is enjoyed by everyone'.
- 1.3 This Vision for Plymouth dovetails with many new exciting policy opportunities that have emerged at national, regional and local level. Plymouth City Council ('PCC') has already identified that, in order to deliver its 2020 Vision and core corporate priorities of 'improving culture and leisure opportunities', there needs to be a step change in its approach to leisure provision, using it to address broader corporate objectives including health, safer communities, quality of life, educational attainment and the economy. Key to this is the delivery of the Plymouth Life Centre – an innovative and iconic sports building, in the centre of the city in Central Park, planned to open in 2011, which will meet needs from the local community and aspiring sportsmen and women from the city and south west England, highlighting Plymouth's role as a regional 'city of sport'.
- 1.4 Nevertheless, challenges remain, in particular: some poor quality stock, great variations in the rates of participation, ease of accessibility and breadth of opportunities in different parts of the city and the lack of a strategic overview in terms of what the city is looking to achieve and develop for its residents and visitors in terms of sport. **Whilst being focused on delivering corporate objectives, proposals and policies will need to be realistic.**
- 1.5 **PCC will continue to actively pursue funding opportunities particularly ensuring that developer contributions, through planning obligations and engagement with relevant National Governing Bodies of Sport (NGBs) are maximised to provide the base for the funding of the facilities identified in this strategy. There is no additional funding from PCC at this stage but this will be considered alongside other funding streams as they are identified.**
- 1.6 Consequently, the strategy is not just about the future of sport in Plymouth but about the future of the city as a place to live, work and visit. It has been produced to inform,

influence and support a wide range of people within the Council, Plymouth 2020 and beyond. Many of them are involved in sport, in sports governing bodies, in business or local government, as volunteers or professionals, as players or officials, as teachers or coaches - often in more than one role; these people are already part of the city's 'sporting constituency'. Others may be persuaded to support sport because of their concern for, and interest in, say health, education or economic development and regeneration.

- 1.7 Yet if sport and physical activity is to flourish in Plymouth, the case for the benefits which they can bestow also has to be made to other opinion-formers, policy-makers and decision-takers, who often believe sport is incidental, even trivial, compared with matters such as housing, transport, employment of the environment – or even alternative forms of cultural activity such as the arts and tourism. It is not. 'Sport' as Nelson Mandela said, 'has the power to change the world, the power to inspire, the power to unite people in a way that little else can. It speaks to people in a language they understand. Sport can create hope where there was once only despair.'
- 1.8 This is the most exciting time in the history of sport and leisure in the city. It is a great time to write a strategy, as the time is now opportune to bring all the core documents and initiatives together, as stronger partnerships are being delivered through education and culture and the mixed economy. It is a period of transformational change, with PCC committed to improving quality and levels of service, a clear direction for strategic planning and to driving active partnerships with health, education and the private and voluntary sectors
- 1.9 The final strategy needs to be 'live', deliverable and realistic about the opportunities to enhance and improve facilities over the next 15 years. In order to attract funding to deliver the improvements and new facilities Plymouth's residents, workers and visitors require, there will need to be:
- a Sports Facility Strategy and, in due course, an action plan linked to Plymouth's Local Development Framework ⁽²⁾, the Sustainable Community Strategy ⁽³⁾ and other corporate strategies such as Strategy for Change: Investment for Children ⁽⁴⁾
 - a strategy that has the support and commitment of local people and their elected representatives
 - a strategy that has the support and commitment of PCC's many partners, a large number of whom are directly involved in providing opportunities for a wide range of sport and recreation activities and without whom the potential of Plymouth as a vibrant 'city of sport' cannot be fully realised.
- 1.10 This strategy presents the results of research and analysis during Spring/Summer 2009 into participation in sport and fitness in Plymouth and the facilities which are required to support, maintain and develop this. This main strategy document presents the background to sports participation in Plymouth and the key findings from the analysis of sports facility provision, together with statements of general principle and standards of provision to guide new development. It is proposed that from this, draft options and proposals be developed, for further consideration and consultation within the Council and with its many partners. Appendices as listed form part of the strategy and there is also a wide range of supporting documentation, setting out the methodology, the consultation and needs analysis and the facility audit underpinning the key findings.
- 1.11 It has been an aim of this strategy to produce much of the information visually and there are many maps to support and illustrate the analysis and research findings. Moreover, we want residents, workers, visitors and decision makers in Plymouth to be able to:
- see and acknowledge the benefits of sport for Plymouth

- see and appreciate the tremendous range of opportunities available
- see and embrace the impact sport and physical activity can have on individual health, well being, fitness, happiness, educational attainment, social and community cohesion and regeneration and local prosperity
- see and understand the issues faced – in particular where there is poor quality stock, poor accessibility and a disparity in participation rates and opportunities between different areas of the city and different groups within the city's communities.

1.12 **Plymouth City Council would sincerely like to thank all the people who have contributed to this Strategy - in particular local residents, clubs, sporting organisations, schools and their personnel, the school sports partnerships, sports development officers, governing body representatives, MoD personnel, the Plymouth Sports Forum and the Community Sports Network, and representatives of the Council's many strategic partners - by completing questionnaires, supplying information and taking part in focus groups and interviews.**

Special thanks to Jacqueline Bennett of Bennett Leisure and Planning Ltd.

"Sport is more important than I ever gave it credit for, and athletes have a greater significance in everyday life than 99% of windbag politicians. Red Smith, the best sports writer of his generation, and most others believed that 'sport is life' – and I wouldn't disagree. It can move people to rapture, like a glorious spring day. It can persuade people to identify with it, and with those who participate in it, in a way that few other things can. It matters. It stays with us like the characters from a great novel.

'Provided you don't kiss me – 20 years with Brian Clough'
Duncan Hamilton; 2008; HarperCollins

SECTION A: BACKGROUND TO THE STRATEGY

1 Rationale and Scope

1.1. The Plymouth Sports Facility Strategy was commissioned by Plymouth CC in late summer of 2008 in response to a number of factors including:

- a desire to update previously prepared sports facility strategies and to complete a comprehensive review of facility provision within Plymouth.
- to ensure that the corporate priorities of PCC, as set out in the recently published Corporate Plan 2010-2013 ⁽⁵⁾, and its partners are clearly embedded into the future delivery of sports and leisure projects and infrastructure throughout the city
- the need to give context to the Plymouth Life Centre proposal and other facility developments planned for the city, including 'Investment for Children' and individual redevelopments such as the rebuild of UCP Marjon's sports facilities and the redevelopment of the Civil Service Sports Ground
- the availability of strategic planning support, provided by Sport England nationally through the Facilities Improvement Service, the aim of which is to assist local authorities in acquiring a robust understanding of need in order to be able to plan strategically for sport
- government guidance which stresses the need for better local strategic planning ⁽⁶⁾
- a desire to develop further the themes and opportunities outlined in the 'The Vital Spark' – Plymouth's Cultural Strategy ⁽⁷⁾ - to ensure that sport, health, and fitness themes are embraced fully within the overarching vision of culture and within other existing and emerging corporate and partner agencies' plans and programmes, including the Local Development Framework Action Plans, the Sustainable Development Strategy, and health ⁽⁸⁾, fitness and green space strategies ⁽⁹⁾ for the city
- the rapidly changing context for sports development and sports training, coaching and volunteering initiatives within Plymouth, including the impetus arising from the forthcoming London 2012 Olympic and Paralympic Games, the build up to this and the legacy to be delivered afterwards
- changes in the method of funding sport – since April 2009 directed through national governing bodies of sport

1.2 Broadly speaking, the strategy has set out to ensure that a robust evidence base exists to inform future decisions about the provision and funding of recreational facilities. Other desired outcomes from the strategy include:

- the basis for a strategy for future investment, ongoing service improvements and consistent management plans for all facilities
- a number of key principles and tenets which can guide effective decision making in the future as to where and how new facilities should be provided
- a clear policy for accommodating future demand and changing patterns of use
- improved partnership working with other agencies – educational, commercial, national governing bodies of sport and the voluntary sports network - and corporately between departments on facility and sports development
- a mechanism to ensure consistent future practice, ongoing monitoring and review
- a clear and widely supported strategic view on priorities across the city and a robust understanding of how opportunities presented through education, sport or health partnerships, for example, can meet these identified priorities.

- a facility framework which can support the strategy for sports development to ensure that the desired impacts in terms of increased physical activity and participation and progression through to higher standards are achieved
- an increase in participation in sport and fitness activities across Plymouth, specifically to improve on the current level of participation as set out in the Local Area Agreement (see Section B.2)

1.3 As its Corporate Plan sets out (see Section A.2), PCC will focus on building partnerships and capacity with other agencies and local communities in order to bring the strategy to fruition. As a basis, the strategy will provide material to assist in:

- maximising S106 and other developer contributions and providing information to developers of priorities
- maximising opportunities through 'Investment for Children' and schools capital investment programmes
- highlighting priorities for external funding bids
- assisting with any restructure/realignment of resources internally
- the delivery framework for leisure operators

2 Links to other Corporate Documents

For other relevant information please see:

Appendices | **E.2 References, Sources and Linked Strategies**

2.1 The purpose of the PSFS, therefore, is to improve and develop the range and quality of sporting facilities and opportunities in Plymouth as an essential component to increasing participation throughout the community. In this, it directly supports the delivery of many of the key drivers for the Council's 'Corporate Improvement Priority' (CIP) programme in 2010/11 and beyond (2), in particular CIP6 - 'improving culture and leisure opportunities', and also 'improving customer service' (CIP1); 'reducing inequalities between communities' (CIP4); 'improving skills and educational achievement' (CIP 8); 'developing high quality places to earn in' (CIP9); 'improving access across the city' (CIP11) and 'providing better value for money' (CIP14).

2.2 As set out in PCC's 'Sustainable Community Strategy, Plymouth aspires to be a 21st century city which is 'healthy', 'wealthy', 'safe and strong' and 'wise'. There are many ways in which sport and physical activity can contribute to these characteristics.

- A 'healthy city': sport and physical activity has the ability to improve health and physical fitness and well-being narrow the gap in terms of health between different communities, neighbourhoods and groups within the population
- A 'wealthy city': high quality sports facilities can improve the environment, create civic pride, attract people, visitors & businesses that contribute to the local economy and help to regenerate neighbourhoods. They can impact not only in the sports sector and supporting infrastructure industries, but also in other sectors such as broadcasting and tourism.
- A 'city that is safe and strong': sport and fitness activities can attract and engage people and help bring neighbourhoods and people together. Areas that are well planned and maintained will provide safer environments for people to enjoy and bring pride to local communities; moreover, evidence suggests that this can lead to reductions in crime (particularly amongst young people).

- A 'wise city' that is a location for learning, achievement and leisure. Participation in sport and physical activity has been shown both to raise attainment and achievement within schools and contribute to improvements in behaviour. For people of all ages it has the associated benefits of increased self motivation and esteem.
- 2.3 The Council's Local Development Framework Core Strategy ⁽¹⁰⁾ also has health, well being and sport firmly at the centre of its policy and vision. One of its strategic objectives - delivering community well-being – aims to protect and improve the city's sport and leisure facilities so as to promote healthy and active lifestyles and there is a strategic objective to safeguard, enhance and promote access to Plymouth's green spaces and coastal environments in order to support recreational opportunity.
- 2.4 As well as relating closely to, and developing the themes and objectives of, the Council's Corporate and Cultural Strategies, the LDF Core Strategy and the Local Strategic Partnership's Sustainable Communities Strategy and Sustainable Development Framework, the PSFS links to, builds upon and complements previous work carried out on sports facility provision within Plymouth, including:
- Plymouth Sports Plan 2020 (2003) and revision 2007 ⁽¹¹⁾
 - 'Analysis of need for the Plymouth Life Centre – 'Active Plymouth' ⁽¹²⁾ and other work undertaken or commissioned by PCC
 - Plymouth Green Space Strategy 2008 – 2023
 - Plymouth Playing Pitch Strategy 2007 – 2016 (the current strategy considers artificial turf provision but not grass pitches) ⁽¹³⁾, and the
 - Plymouth Swimming Facility Strategy 2006 – 2016 ⁽¹⁴⁾
- 2.5 It also relates to other PCC and Plymouth 2020 plans and strategies, including: 'Healthy Plymouth'; 'Children and Young People's Plan' ⁽¹⁵⁾; 'All Our Futures' – Plymouth's Strategy for the over 50s' ⁽¹⁶⁾; 'Crime Reduction' ⁽¹⁷⁾ and 'Investment for Children'.
- 2.6 In summary, providing more opportunities for people to take part in sport and physical activity will help to promote community development and regeneration in Plymouth, raise attainment in its schools, make the most of the city's wonderful waterfront setting, improve residents' health and fitness and also attract visitors to the city. The key themes for the strategy, which have emerged out of the research and consultation which has been undertaken are:
- widening opportunities for all – at local, neighbourhood and city wide level
 - narrowing the gap in participation – between different ethnic groups, age ranges, areas of the city, active and non active communities and healthy and not-so-healthy communities
 - increasing and improving sport in schools and raising educational attainment and achievement through sport
 - making the best use of existing facilities and resources - including personnel and skills
 - targeting specific groups within the population and certain areas of the city
 - improving the links between sport and health
 - promoting cross cutting agendas within the authority itself and key partners and stakeholders
 - bringing the city together through sport – a sense of pride and shared interests
 - improving accessibility to sport and fitness opportunities for all members of the community
 - easing transition through pathways to performance – recognising talent and opening up opportunities for excellence
 - improving customer service to ensure higher rates of customer satisfaction

3 Methodology

For other relevant information please see:

Maps	<i>1: Neighbourhoods and Localities</i>
Appendices	<i>A: Master Database Facilities; C.1 Locality Review; E.1 Methodology</i>

- 3.1 The strategy has been prepared by Jacqueline Bennett of Bennett Leisure & Planning Ltd in line with a Steering Group comprising officers of PCC and external agencies including the Primary Care Trust. Building on existing studies, analysis and recent consultation, the methodology used is compliant with that set out within 'Planning Policy Guidance Note17: Open Space, Sport and Recreation' ⁽¹⁸⁾ and with guidance prepared by Sport England, and has employed many of the diagnostic tools promoted by Sport England, including the Facilities Planning Model, Sports Facility Calculator, Active Places (analysis of levels of sports facility provision) and Active People – a national survey of people's sporting behaviour which allows for detailed analysis through the 'market segmentation' technique ⁽¹⁹⁾. Strategic planning support was provided by Sport England under its 'Facilities Improvement Service' by Genesis Consulting.
- 3.2 Research underpinning the strategy has involved site visits and audits of over sixty key facilities within the city, with scores assigned to various indices, including 'quality' and 'fit for purpose'. Consultation for the strategy has embraced national and regional governing bodies of sport, sports development officers, key PCC and partner agencies' personnel, the Community Sports Network and Plymouth Sports Forum, sports facility managers (both public and commercial) and various user groups including young people, older people and people with disabilities and their parents and carers. In particular, extensive consultation and audits have been undertaken with lead personnel at all secondary schools in the city and with the school sports partnerships.
- 3.3 The strategy sets out where the facility deficiencies are in Plymouth, in order that demand and supply opportunities can be matched against PCC and its partners' corporate priorities. As well as setting out proposals for sports facility provision, it acknowledges a new focus on health, education, community participation and sporting excellence, and the contribution that PE, sport, fitness and associated community facilities can make to the social, health and cultural well being of Plymouth.
- 3.4 The scope of this strategy is with sport and physical activity and thus includes all forms of activity, such as 'everyday' walking or cycling, active recreation not undertaken competitively, such as working out in the gym and a range of fitness and dance activities, as well as organised and competitive sport. What unites all physical activity is its effect upon the body, raising the heart rate which brings about an immediate and often beneficial physiological response, reduces the risk of coronary heart disease, reduces stress, enhances self-esteem and improves overall well-being, including mental health
- 3.5 The benefits of sport and physical activity go well beyond individual health and well-being. With higher transport costs and concerns about global warming, more cycling and walking as part of daily life can save money and help the environment. Fewer car journeys can reduce traffic, congestion and pollution, feeding back into the health of communities. Physical activity also offers opportunities for more social interaction – whether it is by joining a walking group, being part of a team engaging in sport or simply leaving the car at home for short, local trips.

- 3.6 Moreover, being more physically active is often the platform for people to become involved in more structured activity. Research shows that one of the most significant reasons why people do not take part in sporting activity is because they do not consider themselves to be healthy enough. However, being involved in sporting activity that includes receiving coaching or being part of a team or structured group can also help people to stay physically active on a regular basis, by increasing an individual's motivation and commitment to turn up regularly. It is acknowledged that sport can deliver many benefits for young people, including good health, social development and education.
- 3.7 Much of the analysis has been carried out around the six subdivisions of Plymouth known as 'localities' - Central & North East, North West, South West, South East, Plympton and Plymstock - and their constituent neighbourhoods. These sub areas are now forming the basis for delivery for many of the Council's services, particularly services for children and young people. Accompanying maps show the six localities and Appendix C.1 in particular gives salient characteristics, including demography, participation rates and a summary of facility provision.

4 Plymouth's Potential as a World Class Sporting Destination

For other relevant information please see:

Maps	2: Location Map
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- 4.1 Plymouth is the largest settlement on the English south coast with a current population of approximately 259,000 making it the 15th most populous city in England. It covers an area of 30.6 square miles (79.3 km²). Southampton, the second largest city on the south coast, has a population of 231,200. Plymouth is linked to Saltash and Cornwall in the west across the Tamar Bridge, to the north, to West Devon via a small corridor of land in South Hams (Woolwell) and in the east, to the South Hams and via the A38 – Devon Expressway – to Exeter and beyond. It has ferry links to France and Spain and an airport with international services. It is a compact city, only eight miles across, and bordered by the sea, River Tamar and the South Hams and West Devon countryside and Dartmoor.
- 4.2 In terms of population size, Plymouth is pre-eminent in the counties of Devon and Cornwall and provides a bridging point between the two, effectively serving both. It is important to appreciate the size of Plymouth and its influence on the south west sub region. The overall density of population in the South West is comparatively low; most towns within the region do not have the size of population to support investment in large scale sports facilities. Plymouth's dominance on the sub region is clear: its residents comprise over 23% of Devon's population (1,109,900) and 16% of Devon and Cornwall combined (1,629,300). Torbay (the second largest urban area in Devon) has 136,300 inhabitants and Exeter, the administrative centre, has 122,400. . The nearest, larger city to Plymouth is Bristol – some two and a half hours' driving time and 130 miles away (with a population of 416,400).
- 4.3 Plymouth's history has been shaped dramatically by the location here of the major naval base - the largest operational naval base in Western Europe. Not only is the seafaring aspect embedded into the psyche of the city, but it also was instrumental in Plymouth being a key target during World War II for bombing raids which left much of the city centre and surrounding suburbs damaged beyond repair in 1945. The rebuilding of the city centre and the vast housing estates which developed in the suburbs are direct results of this and have critically influenced the city's prosperity and development since. The city's geography and demography is characterised by a number of discrete

neighbourhoods, long recognised by PCC as a basis for local service delivery. It is these neighbourhoods around which much of the analysis of sports provision in the city has been based.

- 4.4 Historically, the primary economic focus of the city related more to its maritime connections, than its rural hinterland. However the concentration of learning, health, cultural, leisure, shopping, tourism and employment facilities now places the city at the hub of the wider South West sub-region. It has the 11th largest university in the United Kingdom by number of students and is an important focus for economic activity, with a travel to work population of 345,000 and a retail catchment of over 500,000 people. 78% of those employed within Plymouth also live in the city. 17% commute into Plymouth from the south east of Cornwall (formerly Caradon¹ district), South Hams or West Devon. Plymouth also has a strong tourist economy with 3.5 million people a year visiting Plymouth for the day and 2.4 million overnight stays.
- 4.5 Plymouth has the potential to be a world class sporting destination. Its location alone – surrounding the superb natural harbour of Plymouth Sound and the Rivers Tamar and Plym and its proximity to the South Hams and Tamar Valley Areas of Outstanding Natural Beauty (AONB) and Dartmoor National Park - endow it with the capacity to play host to a wealth of outdoor adventure and water activities, giving it an enviable headstart.
- 4.6 It has, or has planned, an impressive range of facilities – including the Plymouth Life Centre (aquatic hub and indoor sport and leisure provision – see below), the superb water based facilities at the Mount Batten Water Sports and Activities Centre, a number of high quality sporting hubs around the city – including UCP Marjon, indoor and outdoor facilities at Brickfields Sports Centre, developing centres at YMCA Kitto Centre and the University of Plymouth and a number of secondary schools, notably Plymstock School, and an attractive mix of specialist facilities including an ice rink, ski and snow centre, athletics track and golf courses.
- 4.7 Seven sports venues are being offered as training camps for the 2012 Olympics: Mount Batten Water Sports and Activities Centre for sailing; Plymouth Pavilions for basketball and boxing; Central Park Pools for diving; Brickfields athletics track for athletics; the YMCA Kitto Centre for judo, wrestling and fencing; HMS Drake/Wyvern Centre for boxing, and, just outside the city boundary to the east, Newnham Park for cross country mountain biking.
- 4.8 At the time of writing this strategy, a huge range of activity and opportunities are in place:
- a centre for sporting excellence - Plymouth Argyle, with ambitious long term plans and a potential FIFA World Cup venue in 2018, Plymouth Albion, a solid club in the country's second rugby tier and Plymouth Raiders renowned as one of the top basketball teams in the country.
 - a rich array of regional, national and international events, including the powerboat World Championship Grand Prix and the oldest of all solo offshore races – the prestigious Transat race since 1960. These events make significant contribution to the city's economy, as well as to Plymouth's image as a distinctive and dynamic place to live in and visit.
 - a wide range of volunteer and amateur activity – 60 voluntary sports being catered for with an active voice through the Plymouth Sports Forum

¹ The Cornwall (Structural Change) Order 2008 saw the winding up and dissolution of District Councils and the formation of the unitary Cornwall County Council.

- competitors and coaches reaching national levels in diving, swimming, netball, fencing, gymnastics, table tennis and martial arts – notably Tom Daley and Tonia Couch's superb achievements at the Olympics in 2008, and, in 2009, Daley's first place in both the 10m platform events at the FINA World Championships and FINA Diving Grand Prix
 - the delivery of the Plymouth Life Centre and the establishment of strong links with a number of National Governing Bodies of Sport, which is opening up further opportunities to deliver corporate priorities in partnership with others
 - up to 1500 hectares of parks, woodlands, local nature reserves, allotments, sport and play areas, available for free – an amazing resource for healthy activities
 - a network of facilities for health and fitness
 - a comprehensive range of facilities – both indoor and outdoor - at schools and further and higher education sites across the city.
- 4.9 Plymouth thus has a very significant role to play in the delivery of sport across south west England. The role Plymouth plays within its sub-region is further supported by the Facilities Planning Model, developed by Sport England, which highlights that Plymouth is a net importer of sports hall users. Sports club membership across the city also highlights that membership, particularly of elite clubs, is from the sub-region – this would include clubs such as Plymouth Diving, Plymouth Leander, Swallows Gymnastics and Plymouth Fencing. The regional significance of the club and development structure, with high level performance coaches, is a key consideration when planning for future facility provision. At present, there is no regional plan for sport in the south west; however with the newly launched 'whole sport plans' there are many examples of NGBs supporting sub-regional facility provision within the city. This includes such support from the Amateur Swimming Association, England Netball and the England Indoor Bowling Association.
- 4.10 The rural populations already look towards Plymouth as a central hub for delivering sport. Examples include: the Plymouth Half Marathon, the use of Central Park Pools for national diving competitions and, on regular occasions, for the regional and county swimming galas. Similarly Brickfields hosts sub-regional school athletic events and Mayflower Leisure Centre hosts sub-regional school netball and indoor sports hall athletics events. Specialist facilities such as the ski slope and ice rink have a catchment which stretches well beyond Plymouth civic boundary, with drive times of up to an hour or more. The regional significance of facilities should be viewed as a positive attribute for Plymouth and one that should be capitalised on with regards to the economic benefits of bringing people into the city.
- 4.11 In addition, the large student population of Plymouth is a major factor in the demand for facilities, and also in contributing towards the city's economy. There are around 40,000 students in Plymouth attending the University of Plymouth, UCP Marjon, City College Plymouth and Plymouth College of Art and Design. It is important that investment in high quality facilities is maintained in order to continue attracting these students – many of whom are on sports related courses and contribute greatly to the stock of expertise and volunteer labour for sports coaching and administration within the city.
- 4.12 As a brief introduction, there are also some major challenges being faced in terms of facility provision:
- several facilities are in need of upgrading (notably on school sites) and replacement (the Mayflower Centre, Central Park Pools). Moreover, some indoor sports halls are not able to accommodate a range of sports due to inadequate sizing and ancillary facilities

- although an even distribution of indoor, outdoor and specialist facilities throughout the city could not be expected, certain areas are a long way from any kind of sport or fitness facility, impacting on people's ability to take part
- There are wide variations in ease of accessibility and transport to different facilities, particularly for those whose mobility and ability to access opportunities is restricted (by, for example, cost and/or time). A particular example is the relatively poor access to seawater and the countryside to the north and west of the city, compared to the south and east
- a lack of a recognised 'hierarchy of provision' whereby a range of sports can progress from basic entry level facilities to higher quality venues capable of accommodating competitive, coaching and training events at various levels restricting club and sports development
- in addition to the Mount Batten Water Sports and Activities Centre, a need for true 'regional' facilities with the ability and inspiration to attract people from across the south west region
- the lack of 'central venues' for competition and training in a variety of sports
- limited access for the community to take part in sport during the day in term time due to the location of the majority of the city's stock of sports facilities on education sites
- a shortage of indoor water space within the city to meet variety of needs from aquatic sports
- poor quality playing pitch and associated changing room provision as a consequence of an ageing stock of facilities
- constantly changing technology in the evolution of artificial surfaces for hockey, football, rugby, tennis and other sports
- recent and potential losses of key city wide facilities within Plymouth, notably the Civil Service Sports Ground (comprising indoor sports hall, indoor bowls rink, outdoor bowling greens and pitches)
- the scope for further development of health and fitness pursuits and activities outdoors in the city's green spaces and through its proximity to Dartmoor and other local countryside areas
- the opportunity to exploit more fully Plymouth's superb waterfront setting and the coastal environment for water based activities and sports; and
- the need to ensure that new built environments – whether educational, residential, retail, business, office etc – adopt a 'design for health and fitness' approach and encourage active lifestyles

SECTION B: ANALYSIS OF FACILITY DEMAND FOR SPORT AND FITNESS IN PLYMOUTH

1 Demographic and Social Background to Plymouth

For other relevant information please see:

Maps	Map 3: Population Density; Example Maps 4 & 5: 18-24 year olds against city and neighbourhood populations. Map 6: IMD 2004 Health & Deprivation
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- 1.1 Based on the PTPCT estimate base, the current (2009) population of Plymouth is 259,243. Projections for the increase in Plymouth's population (based on the RSS Growth Allocation Scenario Two, Variant Two (2006 Mid Year Estimate Base)) suggest that the population will reach the following levels: 268,137 by 2016; 286,893 by 2021 and 302,907 by 2026.
- 1.2 Certain parts of the city will be host to substantial amounts of new housing over this period, for example, North Plymstock – 2500 new homes, Derriford - 2500 new homes and Millbay/Stonehouse - 1500 new homes. The proposed new settlement under the Regional Spatial Strategy at Sherford (adjacent to South East Plymouth in the South Hams) is scheduled to accommodate around 5500 houses – up to 16,000+ new residents. These developments will impact on the demand for facilities within Plymouth, as will other planned developments in the sub region. The number of households in Plymouth is projected to increase by 19.4% in the next 20 years.
- 1.3 Under the LDF, Area Action Plans have or are being prepared for areas in the city of greatest development pressure or opportunity or sensitivity to change, including:
- The waterfront areas: Plans for the East End and Eastern Gateway and The Hoe are currently being prepared; plans for Devonport, Millbay/Stonehouse, City Centre/University and Sutton Harbour have been adopted
 - The Eastern Corridor area of significant opportunity, in particular North Plymstock (plan adopted)
 - The Northern Corridor, where there is a need to focus the delivery of area based initiatives at Derriford / Seaton (plan in preparation)
 - Central Park, where there are opportunities to consider the provision of improved leisure facilities including the Plymouth Life Centre (plan adopted)
- 1.4 The map of Plymouth's population density shows that the most densely populated quartile of neighbourhoods (between 4.9 and 11.7 people per 1000m²) runs in a northern arc from Stonehouse to Beacon Park & Pennycross, taking in North Prospect, Ford, Morice Town and Stoke and, to the east, Mutley & Greenbank and Mount Gould. St Budeaux and Chaddlewood and Yealmstone in Plympton also record these densities. Honicknowle, Whiteleigh, Barne Barton and King's Tamerton and a central band from the City Centre to Eggbuckland are in the third highest density quartile, 3.5 to 4.9 persons per 1000m² sq. The lowest densities (less than 2.3 people per 1000m²) are recorded in Plymstock, Plympton (apart from its eastern fringe) and a belt through Woodford in the east up to Glenholt and Derriford. Ernesettle and Ham also have relatively low population densities.
- 1.5 The growth in Plymouth's population will have implications for:

- evaluating future demand for facilities (this will be addressed in the assessment of standards of provision later on in this report)
- maintaining and raising participation rates, as it is those age groups which traditionally have the lowest participation rates which are rising most rapidly (see table below.)

Age band		0-14	15-24	25-44	45-64	65+	Plymouth
2006	Number	40,800	42,000	66,700	59,200	39,400	248,100
2011	% change	+3.2%	+1.7%	+3.6%	+4.2%	+7.6%	+4.0%
2011	Number	42,100	42,700	69,100	61,700	42,400	258,100
2016	% change	+12.5%	-5.2%	+9.0%	+5.6%	+20.6%	+8.1%
2016	Number	45,900	39,800	72,700	62,500	47,500	268,300
2021	% change	+21.6%	-8.3%	+15.9%	+4.4%	+30.5%	+12.2%
2021	Number	49,600	38,500	77,300	61,800	51,400	278,400
2026	% change	+24.8%	-2.4%	+20.4%	+1.5%	+42.6%	+16.3%
2026	Number	50,900	41,000	80,300	60,100	56,200	288,600

Some of the city's salient characteristics in respect of participation in sport and fitness activities are:

Age and Gender

- 1.6 For all age brackets up to 34 years the number of men is greater than the number of women. Amongst those aged 35 and above this trend is reversed, and women slightly outnumber men in the overall population. There are significantly more people in Plymouth in the age group 15-29 years compared to the population of England; the largest group in the city's population by age is in the 25 – 29 age bracket. In the rest of the country, for the first time, there are more people of retirement age than there are under the age of 16, but this is not the case in Plymouth. Plymouth records slightly fewer people past retirement age per capita of the population than the wider south west region.
- 1.7 The strategy has supporting maps and analysis showing the age distribution throughout the city, which benefit from careful interpretation; some findings are:

Children (0-11 year olds)

- Out of the 43 neighbourhoods in the city, Honicknowle (4.5%) contributes the highest number of the city's children – followed by Chaddlewood, North Prospect, Barne Barton and Plymstock. However, this is often because more people are located in these neighbourhoods.
- When looking at the demographic make-up of each neighbourhood a different picture can emerge – for example, 23% of Barne Barton's residents and 20% of North Prospect's residents are children – the neighbourhoods with the highest proportion of children.

Teenagers (12-17 year olds)

- Teenagers make up approximately 10% of the population of North Prospect, Barne Barton, and Honicknowle. The fewest percentage of teenagers are in City Centre (2.5% of their population), Mutley & Greenbank, Glenholt, Stonehouse and Stoke (5%).

Young people (18-24 year olds)

- 23% of Plymouth's 18-24 year olds live in Mutley and Greenbank – the neighbourhood containing the highest percentage of the city's young people. The next highest contribution is from the City Centre neighbourhood with 4.9%, followed by Mount Gould, Stonehouse and Stoke. Mutley & Greenbank's population has

very low rates of children and teenagers – indicating that this is not an area hosting many families within Plymouth

Younger adults (25-44 year olds)

- The spread of younger adults across the city is more consistent. Mount Gould, East End, Peverell, Ford, Morice Town and Stonehouse each have approximately one third of their population in this age group. The neighbourhood with the lowest percentage of younger adults is Glenholt with 14%, followed by Elburton & Dunstone, Derriford, Plymstock and Crownhill (23%).

Middle aged adults (45-64 years)

- Glenholt has the highest percentage of middle aged adults in its population (36%), followed by Estover (34%) and then Leigham & Mainstone, Turnchapel, Hooe & Oreston and Elburton & Dunstone (between 30% and 33%).
- There are fewest middle aged adults, as a percentage of the neighbourhood population, in Mutley & Greenbank (12%), followed by Barne Barton, Mount Gould, North Prospect and City Centre (with up to 21%).

Older people (65 years +)

- Glenholt is also the neighbourhood with the highest percentage of older adults in its population (34%), followed by Elburton & Dunstone, Plymstock, Plympton St Maurice and Southway with up to 20% each.
- Older adults make up only 5.3% of Barne Barton's population; between 6 and 11% of Mutley & Greenbank, Chaddlewood, Morice Town and Mount Gould's population is within this age group.

Indices of Deprivation

1.8 Important points are:

- Deprivation has a great effect on health, well-being and social care need. Deprivation levels are measured by the Index of Multiple Deprivation. According to this, Plymouth is 76th most deprived local authority in the country (out of 354). The complicating factor in Plymouth is that it contains wards at the extremes of deprivation (i.e. the 288th most deprived and the 6,914th most deprived). It is acknowledged that there are pockets of deprivation in every neighbourhood across Plymouth.
- Analysis demonstrates that overall, there are significantly more young people in the most deprived areas of the city and significantly more older people in the least deprived areas.
- 37.5% of children and young people aged 18 and under live in the most deprived areas of Plymouth and 28.9% live in the least deprived.
- Deprivation is evident across a range of neighbourhood statistics including those relating to health, crime and anti-social behaviour and worklessness. These neighbourhoods also manifest poor housing conditions, predominance of social housing and poor private rented housing, a lack of choice of housing types and tenures, and wider infrastructure and services issues. Based on the Index of Multiple Deprivation 2006, a core of five neighbourhoods in Plymouth are considerably more deprived than the rest and are priorities for the Local Area Agreement:
 - Devonport
 - City Centre
 - North Prospect
 - Barne Barton
 - Stonehouse
- Two further neighbourhoods that rank highly in terms of multiple deprivation are also regeneration priorities - Efford and the East End.

Indices of Health

1.9 Key findings are:

- At the time of the last census, just under 50,000 (around 20%) of Plymouth's residents declared that they had a limiting long term illness. This was a slightly higher rate than that of the south west region and the rate in the national population. Nearly 50% of Disability Living Allowance (DLA) Claimants in Plymouth are aged between 25 and 59 years. The most common reason for claiming Incapacity and/or Severe Disability Allowance is mental health issues and this tendency has increased in recent years.
- 12.1% of adults (18 years +) within Plymouth are categorised as being 'obese'; levels across the city are fairly uniform, ranging from 10.2% of adults in Plympton to 16.1% in the South West locality. However, rates of obesity amongst children are growing and are a cause of major concern within Plymouth
- Incidence of parents who abuse drugs are highest in the north west and south west localities by some considerable margin.
- Men in particular in Plymouth have lower life expectancy and more long-term illness, yet tend to access services less and end up as emergency admissions more. Other groups such as people with disabilities and those from ethnic minorities also have more health issues and often experience access problems.

1.10 The overarching objective of 'Healthy Plymouth: Plymouth's Health, Social Care and Well-being Strategy 2008-2020' is to 'Improve the health, well-being and social care of local people, reduce inequalities and help people at all stages in their life to enjoy the best possible health'. The links between social exclusion and poor health are now well established. At the same time, the health benefits of regular physical activity are well documented and include physical benefits (such as reduced risk of cardio vascular disease), psychological benefits (such as increased psychological well-being) and social benefits (such as community interaction). There is increasing evidence that activity does not need to be vigorous or regimented to confer health benefits and moderate activity, such as walking, can convey considerable health gain.

1.11 However, whilst it is relatively easy to improve the health of those who are already well resourced and well motivated, improving the health of those who are less well resourced and perhaps socially excluded is a more difficult task. This is a particular challenge for Plymouth.

Employment and Social Conditions

1.12 Important points are:

- In Plymouth, women are far more likely to be working part-time, or looking after home and family than their male counterparts and men are more likely to be working full time or self-employed than women. This has implications for the timetabling of activities in attracting women.
- Plymouth has a slightly higher percentage of people living in one person households than the national average – 17.5% compared to 15.7%.
- It has higher levels of one parent families with dependent children – 7.4% of households compared to 6.4% nationally and 5.4% in south west
- It has a large number of carers and one quarter of carers in Plymouth provide over 50 hours a week of care, compared to 20% of carers providing this amount of care nationally.

BME

1.13 Important points are:

- In recent years there has been a substantial and sustained growth in the ethnic diversity of Plymouth's community, the BME population having trebled over the last 10 years. The BME population now stands at 6.6% and is expected to continue rising. Professional migration, EU economic migration, international students and asylum seeker dispersal have all contributed to this. South East Locality has the highest proportion of BME residents, with Mutley & Greenbank, East End, City Centre and Stonehouse being the Neighbourhoods with the highest percentages of BME people.
- Recent estimates suggest that Kurdish, Polish, Indian and Chinese are the largest ethnic minority communities.
- With regard to faith, religion and belief in Plymouth, according to the last census, the vast majority (74%) identified Christianity as their faith. A very small number identified other regions. Of these the most significant change is the increase in Muslim communities from 885 individuals in 2001 to an estimated 4,500 today. This increasing trend is likely to continue.

2 Participation in Sport and Fitness Activities in Plymouth

For other relevant information please see:

Maps	Map 7: Active People 3x30 minutes across Plymouth. Example Maps 8 & 9: Plympton & North West Localities – Built Areas and Participation; Map 10: Central & North East Locality – Plymouth Points of View Survey
Appendices	D.1: Locality Reviews

2.1 A recent study based information gathered from several of the national representative annual Health Surveys for England 1997-2006 ⁽²⁰⁾ found the following:

- Compared to 1997, in 2006 men were 10% more likely and women about 20% more likely to practice sports regularly
- 20% of both men and women are more likely to take part in gym and fitness activities compared to 1997.
- However, this rise in sports participation is largely due to a significant increase in uptake by middle-aged and older individuals. Most noticeable are the increasing trends among both men and women aged 45 years or more, and women aged 30-44 years
- On the other hand, the percentage of men aged under 30 years who take part in cycling and racquet sports has dropped significantly.
- The authors reported that fewer people in England from BME backgrounds regularly do exercise. Of concern also is, first, a recorded drop in sporting activity among younger people and secondly, the fact that there are no signs that the gap between high and low socioeconomic groups and white and non-white ethnic groups is narrowing.
- Both men and women are most likely to be put off taking part in sports and physical activity if they are overweight.

- 2.2 These findings have also been born out by the latest results from the Active People Survey conducted by Sport England and findings reported in the recent 'Be Active, Be Healthy'⁽²¹⁾ report published by the Department of Health. In summary, there is evidence that overall levels of participation in both men and women are increasing – with up to 20% of men and 13% of women nationally participating. Around one third of 16-19 year olds take part in sport and around 25% of adults aged 25 -29 years (there is a long appreciated major drop-off in sport from levels reached in the late teens). Thereafter, participation rates decline to about 6.5% at age 65 and above.
- 2.3 The overarching conclusion from this is that sport has not widened its participation base to include more people from low incomes, from different ethnic minorities and from people with disabilities, despite the many years of public policy priority focused on promoting 'sport for all' and extending participation amongst a range of 'targeted social groups'. It is still the case that: the higher the household income, the more likely people are to take part in sport - and correlations have also been found between higher levels of sports participation and people who have easy access to transport by private car, are male, are under 30 years old, are in higher social classes, and are generally in good health. This is of great relevance to Plymouth whose population exhibits many of the characteristics commonly associated with lower rates of participation. As has been demonstrated here, the city exhibits great diversity in terms of its demographic profile, with age profiles, indices of health and social deprivation and participation rates in sport and recreation varying markedly across the city.
- 2.4 Data on participation in sport and physical activity in Plymouth comes from several sources. The Active People survey - conducted in 2005/6, (Survey 1), 2007/8 (Survey 2) and 2008/9 (Survey 3) by Ipsos MORI, on behalf of Sport England - is the largest ever survey of sport and active recreation to be undertaken in Europe. The data identifies how participation varies from place to place at a local authority level and between different groups in the population. It now uses seven main Key Performance Indicators:

KPI1 Participation: 'taking part on at least 3 days a week in moderate intensity sport and active recreation (at least 12 days in the last 4 weeks) for at least 30 minutes consecutively in any one session. Participation includes recreational walking and cycling.

KPI2 At least one hour a week volunteering to support sport

KPI3 Member of sports club

KPI4 Received tuition from instructor or coach in past 12 months

KPI5 Taken part in organised competitive sport in past 12 months

KPI6 Satisfaction with local sports provision

'Organised sport': defined as the percentage of adults who are members of a sports club and/or have done at least one of the following in the last 12 months: received tuition in sport or taken part in organised competitive sport..

	Plymouth (UA) %			Regional %			National %		
	05/06	07/08	08/09	05/06	07/08	08/09	05/06	07/08	08/09
KPI 1 - Participation	18.6	23.5	25.1	21.9	22.5	22.9	21.0	21.3	21.6
KPI 2 - Volunteering	3.6	6.2	8.3	5.2	5.5	5.5	4.7	4.9	4.7
KPI 3 - Club Membership	22.7	22.9	27.5	24.4	24.5	24.2	25.1	24.7	24.1
KPI 4 - Tuition	16.0	18.7	16.7	18.4	18.5	19.1	18.0	18.1	17.5
KPI 5 - Competition	14.9	15.4	19.7	16.2	15.9	16.1	15.0	14.6	14.4
KPI 6 - Satisfaction	63.0	64.7	66.2	70.5	68.5	69.6	69.5	66.6	68.4
Organised Sport	35.6	35.6	38.4	37.3	37.7	37.4	37.0	37.0	36.1

- 2.5 The Active People results for 2005/2006 form the basis for this Strategy, as at the time of its preparation, the data was analysed by Sport England to provide a detailed

geographic participation and market segmentation portrait of Plymouth . (The Active People 05/06 Survey involved 1000 people across Plymouth, whilst the 07/08 and 08/09 surveys each involved around half this number).

- 2.6 In 2005/06, the critical index for Plymouth of 'participation on at least 3 days a week at moderate intensity for 30 minutes' – KPI 1 was 18.6% and this figure has been incorporated into one of Plymouth's Local Area Agreements (LAA 9), with a stretch target of a 4% increase over 3 years to 22.6% by 2010. The announcement for the critical index (KPI1) for 2009/2010 will be made by Sport England in December 2010 at which time the Council will know if they have achieved their stretch target under LAA 9..
- 2.7 A separate Local Indicator 5 has also been developed that focuses on the % of adult population (16-74) participating in 30 minutes of moderate physical activity once a week with a target of 1% increase per annum.
- 2.8 The Active People 08/09 data suggests that the figure is now around 25% of the population which is now above the regional and national averages of 22.9% and 21.3% respectively. The Active People Survey is the only trend data we have available and so it will form a basic measurement of participation across the city.
- 2.9 In the 2008/9 Active People survey, further information is now available on 'Adult participation in 30 minutes, moderate intensity sport'. This is defined as '3 sessions a week (at least 12 sessions of at least moderate intensity) for at least 30 minutes in the previous 28 days'. This is a different measure of participation than the NI8 or KPI1 participation indicators, which are 3 x 30 sport and active recreation (three days a week, moderate intensity, 30 minutes).
- 2.10 When Plymouth is compared to its 'family benchmarking authorities', it shows a relatively high level of participation for this index:

Key Performance Indicator	Plymouth	Regional	National	Ipswich	Lincoln	Salford	Portsmouth
Participation In moderate intensity sport (all adults)	18.2%	16.4%	16.6%	16.9%	17.7%	17.3%	17.4%

- 2.11 Figures on participation in sport and physical activity thus appear quite encouraging, but mean that three quarters of the population do not take part on a regular basis in sport and active recreation and less than a fifth take part in moderate intensity sport. Plymouth City Council wishes to raise these levels of participation.
- 2.12 Moreover, participation in sport and physical activity within the city varies markedly. Analysis by Sport England splits the city into four quartiles, with rates of participation (3 periods of moderate exercise lasting at least 30 minutes per week) amongst the 16+ population as follows:
- Low: 10.8% – 18.1% Low – Middle: 18.2% – 20.7%
 Middle to high: 20.8% - 23.4% High: 23.5% - 31.3%
- 2.13 Generally, participation is higher in the east of Plymouth than the west – although the picture in the centre of the city is complex. Mapping reveals the following significant characteristics:

- Highest rates of participation are found in the centre of the city (Hartley & Mannamead, Peverell, Mutley & Greenbank, City Centre and part of Mount Gould); also within Chaddlewood
 - Middle to high rates of participation are found across Plymstock and in most of the populated areas of Plympton; in the neighbourhoods of East End, Stoke, and Crownhill and the very north eastern fringe of Plymouth
 - Low rates of participation are found throughout the North West locality extending south through Ham and North Prospect and in Devonport and Morice Town, and east into Manadon and Derriford, and also in an arc north from Lipson & Laira through Efford to parts of Leigham & Mainstone and Eggbuckland.
- 2.14 There has also been analysis of the pattern of participation of 1 x 30 minutes (i.e. one period of moderate exercise lasting at least 30 minutes per week), which apparently reflects the above findings.
- 2.15 It is difficult to establish exactly why some areas show higher rates of participation than others – particularly when high and low rates are shown in close proximity. A study of maps of deprivation within Plymouth and rates of participation shows:
- Generally, there appears to be a strong correlation between neighbourhoods exhibiting relatively low rates of participation and high indices of deprivation – this is certainly the case in Lipson, Laira, Efford, the whole of the North West locality (apart from small pockets and Tamerton Foliot), the whole of the South West locality (apart from the City Centre) and the neighbourhoods to the south of Estover running from Eggbuckland down to Efford
 - Correlation between higher rates of participation and lower indices of deprivation are visible in Plymstock, areas around central Plymouth – Peverell, Hartley and Mannamead and Crownhill and generally in Plympton (although Plympton St Maurice is in the bottom 50% of deprived neighbourhoods)
 - Other areas present a less clear picture, for example Mutley & Greenbank, Mount Gould and City Centre neighbourhoods are areas of relatively high participation but in bottom 50% (and in some parts, bottom 10%) of indices for deprivation
- 2.16 An examination of Plymouth's participation rates also need to take account of population density, as the sampling frame for Active People is likely to have interviewed more people in the most densely populated areas. Population density is also relevant to a consideration of catchment populations.

3 Establishing Target Groups and Areas in Plymouth

For other relevant information please see:

Maps	Map 11: Dominant Market Segmentation Map; Example Maps 12 & 13: various market segmentation; Example Maps of 'Market Segment D19' and Bowls Provision
Appendices	D.1: Market Segmentation Analysis

- 3.1 Market segmentation was devised by Sport England as an effective way to use the information collected by the Active People and Taking Part surveys. Using a modelling process, the adult population (18 years+) is divided into nineteen segments according to socio-economic demographics and sporting behaviour and attitudes. Information about lifestyle and media consumption are then added to provide a more rounded picture of the segments; what else they do in their free time apart from sport, what media they are more likely to react to and the brands that they aspire to.

- 3.2 The nineteen segments are divided into four supergroups A, B, C and D. Supergroup A contains mainly 18-25 year olds; supergroup B, 26-45 year olds; supergroup C, 46-65 year olds, and supergroup D, 65 years and older. This allows comparisons to be made between segments which are more similar to each other in terms of age profile. Sport England has given 'names' to these segments for easier recognition but within this strategy the original reference numbers are employed.
- 3.3 Within each of the four groups and nineteen segments there are clear differences in terms of lifestyle, affluence and participation rates. It is therefore useful to both compare an individual segment with other segments within its peer group (Groups A to D) and to compare a segment referenced against the total population.
- 3.4 An analysis of market segmentation in Plymouth shows that six segments in Plymouth represent approximately 45% of the total adult population in Plymouth; these are:
- 'A02' Young men who are second highest participators of all the types. They enjoy watching and playing team sports, especially football.
 - 'A04' Young busy mothers who are the least active type within the peer group, but still participates to some extent.
 - 'B09' Men who enjoy pub league games and watching live sport. A less active type within its peer group, though likely to be part of a social club that does some physical recreation.
 - 'C11' Comfortable mid-life men who are the most active type within this peer group, enjoys participating in a number of activities, including team sports, racquet games and technical sports.
 - 'C13' Early retirement couples who participate one/two times a week. They enjoy activities such as walking, swimming, table tennis or golf, and also keep fit classes.
 - 'D19' Retired singles or widowers, predominantly female who are the lowest participators of the group, health problems and disability being major inhibitors to activity
- 3.5 Others segments which are over-represented in Plymouth (compared to national representation) include:
- 'B10' Single mums with financial pressures, childcare issues and little time for pleasure. Least active within group. Unlikely to be a member of a fitness or sports club.
 - 'C14' Middle aged women working full time. Some participation, but likely to be without a car. Walks, rather than cycles, to get to places. Enjoys swimming and keep fit classes.
 - 'C15' Generally inactive older men. Some participation, but focused on lower intensity sports that can accommodate health problems and low income.
 - 'C16' Older ladies, recently retired with a basic income. Lowest participation of the Group, mainly enjoying walking and other low intensity activities. Younger members of this group may participate in keep fit classes or swimming.

'D18' Retired men with some pension provision and limited exercise opportunities. Medium participation compared to his Peer Group. Enjoys both individual activities and social activities.

3.6 Some segments significantly under-represented in Plymouth include:

'D17' Retired couples, enjoying active and comfortable lifestyles. Highest participation of the Group; enjoy a variety of activities and are likely to be members of sports and social clubs.

'A03' Young image-conscious females who like keeping fit and keeping trim. Active and primarily enjoys exercise classes that they can go to with friends, over individual activities or team games. Swimming is popular, as is going to the gym, but combat sports do not appeal.

'B06' Sporty male professionals who are a very active type, enjoying high intensity activities and technical sports such as skiing and water sports, uninhibited by the financial outlay. Both team games and individual activities feature high on his agenda, and personal fitness activities are also popular

3.7 Analysis and mapping of these market segments suggests that the following types of people are well represented in Plymouth and exhibit many of the characteristics which should be focused on in trying to increase participation:

Segment	3 x 30 mins (%)	0 x 30 mins (%)	Age (yrs)	Classification
A02	32	19	18-25	C2/D3
A04	23	44	18-25	C2/DE
B09	19	51	36-45	DE
C11	26	39	46-55	ABC1
C14	14	64	46-55	C2/DE
C13	19	54	56-65	ABC1
D19	5	85	66+	DE

3.8 However, whilst these are the most common type of market segments within Plymouth, they are not all low participants in sports and fitness and activities. The lowest participant market segments are A04 (18-25 years), B09 (36-45 years), C14 (46-55 years) and D19 (65+ years)

3.9 Market segmentation is a valuable tool when considering in detail the characteristics of an existing or proposed facility's catchment area and how the target market might be attracted. The market segmentation analysis gives profiles of each segment – whether they are a sports club and/or health club member, what would encourage them to take part more – better facilities, easier transport, childcare etc, and how to reach them via TV advertising, the internet, newspapers etc

3.10 There are certain areas of the city where there are high representations of the target groups; for example, the following neighbourhoods have a relatively high representation of three or more market segments:

- In the South West locality: Morice Town, Devonport, Stonehouse, City Centre
- In Plymstock locality: Plymstock

- In the Central & North East locality: Derriford,
 - In the Plympton locality: Plympton St Maurice, Yealmstone, Woodford
 - In the North West locality: Southway, Ernesettle, Honicknowle
 - In the South East locality: East End
- 3.11 In summary, the key areas to target in terms of raising participation amongst low participant groups within the city are:
- The North West locality
 - Northern and central Plymstock
 - The South West locality running from Devonport, through Ford, Morice Town, Keyham, North Prospect and Ham and extending into Beacon Park & Pennycross
 - A belt from Mount Gould, through Lipson and Laira to Efford and Eggbuckland and Estover.
- 3.12 It is relevant to consider what activities these low participant market segments are particularly likely to do; these are overwhelmingly the 'fitness' type activities as follows:
- Football
 - Swimming
 - Aerobics/Keep Fit/Pilates/Yoga/Step Machine
 - Dance Exercise
 - Bowls
- 3.13 Other typical sports undertaken by the well represented market segments in Plymouth include: sailing, weightlifting, martial arts, boxing, golf, cricket, badminton, walking, fishing and snooker/pool/darts.
- 3.14 At the macro level, a comprehensive understanding of market segmentation within Plymouth has assisted in identifying gaps in provision and where the development of new facilities and activities may most effectively assist in raising participation. Once facilities are being planned and developed, market segmentation analysis can again be employed to understand the market and how best to target individual segments.
- 3.15 An anticipated outcome of the strategy is to develop integrated development frameworks for a number of key sports, in order to deliver high quality community sport infrastructure. Once the overall strategy is agreed, it is suggested that a number of 'focus sports' be selected for more detailed consideration. The selection of such sports will take into account a number of key characteristics, including existing participation and potential for development within the city, the adequacy of existing facilities and NGB support.

Issues around participation for target groups

- 3.16 The barriers to doing more physical activity differ between men and women. From Active People, these include work commitments (45% of men, 34% of women) and lack of leisure time (38% of men, 37% of women). Caring for children or older people is cited by a quarter of women (25%) but only 13% of men. Other barriers to doing more physical activity include a lack of money (13% men, 16% women).
- 3.17 Supporting documents for the strategy detail a range of issues identified by women, BME groups, carers, people with disabilities, older people and young people in consultation undertaken for this strategy. These issues are briefly summarised below.

Older People

3.18 Key findings and issues for older people include:

- there is a great emphasis on access and accessibility to facilities – facilities must be easy to get to (one bus, easy parking arrangements) and easy to use once reached (good changing facilities etc). Many of the concerns of older people relate to transport, for example bus timings, and crossing main roads after getting off the bus
- there is support for outreach exercises addressing health issues, such as chair exercises, and the expansion of these activities in, for example, residential homes for older people aged 75 years and over
- bowling and swimming are always popular; walking and cycling are also important daily exercises
- links with physiotherapists are especially important and may provide links into gentle exercise and aerobics
- it is often good to link physical exercise with other activities, such as filling in forms, use of computers, social get togethers, coffee mornings etc., For example, the 'Young at Heart' sessions at Plymouth Pavilions are very popular (swimming sessions run in tandem with coffee and advice sessions)
- around half of those questioned during the strategy research take part in about 30 minutes exercise a week; around a quarter do more than this. At least a fifth go swimming regularly too.

Young People

3.19 Research for this strategy included meeting with several groups of young people throughout the city, together with short questionnaire surveys. There are many initiatives taking place throughout Plymouth which encourage young people to become physically active and take part in sport. These are run by a wide range of agencies – the PCT, Police and Crime Prevention Agencies, Social Services and Children's Services, for example - quite apart from direct involvement through schools, sports clubs and agencies and mobile schemes.

3.20 Consultation with young people in Plymouth has highlighted the following:

- children and young people will play/hang out in almost all publicly accessible 'space' ranging from the street, town centres and squares, parks, playing fields and 'amenity' grassed areas, for example, as well as the more recognisable sport and youth facility areas such as equipped playgrounds, youth shelters, BMX and skateboard parks and multi-use games areas.
- large numbers of young people are participating in 'free' street sports (skateboarding, parcour etc) and extreme sports such as coasteering
- deterring factors often relate to the cost of transport and so many young people walk or cycle to facilities with friends
- young people like to be able to get to sports facilities easily on their own steam (public transport is not the panacea). Safe cycling lanes are a preferred option. There is also a desire for youth club type facilities
- many young people would like to be able to use sports facilities at their schools outside school hours, but cost and access may make this difficult
- many young people prefer to access facilities within their own 'neighbourhood' and are sometimes reluctant to travel into other neighbourhoods
- sports being introduced through the 'Sports Unlimited' programme through the school sports partnerships are proving popular, particularly street surfing
- generally, it appears that young people believe that there is to be a large selection of activities available in Plymouth but that many of these are not advertised widely enough.

- activity programming needs to be flexible in order to accommodate youngsters wanting to try different activities.
- the cost of participating is also a deterrent: some suggestions to address this include 'fitness passes' and subsidies to get young people interested, together with good introductory sessions
- better targeting and marketing of opportunities, using methods such as advertising on Facebook and consulting with the three main student unions in the city (at Plymouth University, UCP Marjon and PCAD) may increase participation
- it is important that opportunities continue to exist for the more extreme, risky activities, even if these are not planned for

Women

3.21 Barriers faced by women to take part in sport are well documented and have been supported by research in Plymouth, such as the Points of View Surveys. They include:

- practical barriers, such as a lack of time, lack of childcare and, lack of money and lack of transport
- difficulties with transport, and therefore the promotion of physical activities, which do not require transport, such as walking and running, may be particularly popular
- personal safety on the streets, on public transport, and in and around sports and community venues is a particular problem for women. Some groups are particularly vulnerable, for example BME girls and women who may become the focus of racist behaviour. Travelling to and from venues for sports or physical activity can present particular barriers for these groups.
- personal barriers: body image, clothing and equipment, lack of self-confidence, parental and adult influence
- social and cultural barriers: the male-dominated culture of sport and attitudes and prejudices about sexuality

3.22 From research for the strategy, other important considerations for women in Plymouth are:

- fitting activity into tight timeframes; it is thus important that facilities are easy to get to, with convenient session times at the right price
- It is of benefit if women's activities can be dovetailed or linked in to activities that their children are doing
- In summary, there is a huge demand from women for activities and facilities which can be easily reached by walking and cycling and which fit in around other tasks, demands and commitments.

BME

3.23 Some of the issues raised in respect of participation by BME groups include:

- strict requirements about clothing may prevent some BME women from participating. For example, swimming pools which do not allow women to wear T-shirts over their swimming costumes, and clubs which insist members wear particular type of clothing can exclude those who follow the Muslim faith as well as those who are self-conscious of their bodies.
- although many people believe that different ethnic groups share similar experiences, differences between black and minority ethnic groups are significant. For example, rates of participation in sport amongst different ethnic minorities vary from considerably lower to somewhat higher than the national average rates.

- Similarly, the gap between men and women's participation in sport is greater amongst some minority ethnic groups than it is in the population as a whole.
- assumptions about BME people – for example, that Asian people don't play football, that all Asian girls aren't allowed to wear swimsuits, that Afro-Caribbean people are good at athletics and basketball - can limit their opportunities to take up sport or to participate in the full range of sports.
- low participation rates will also lead to low rates of volunteering, coaching, employment and leadership in sport.

People with Disabilities

3.24 People with disabilities – both physical and learning - have lower participation rates for a variety of reasons, and may be deterred by the following:

- physically inaccessible facilities, venues, changing rooms and equipment
- a lack of information in accessible formats for visually and/or hearing impaired people
- a lack of accessible transport and parking
- unwelcoming attitudes amongst other sports participants and staff
- a lack of role models to inspire, motivate and encourage

3.25 In addition to the above, the following challenges often apply:

- many may still be living with their parents who may be quite elderly and unable to transport and supervise activities. If an adult is in supported housing there may not be staff available to support them to do activities
- there are difficulties in finding clubs where coaches and staff are able to support members who have a disability appropriately, in terms of communicating, modifying and adapting their teaching to help them take part in enjoyable, fulfilling activities
- there are certain sports governing bodies (badminton is an example) that are keen to develop disability sport within the city – but finding suitable venues (with, for example, accessible changing and toilets/showers and wide doors) can be difficult.

3.26 Consultation with young people with disabilities and their parents and carers in Plymouth has highlighted the following:

- participation in sport is often down to parents themselves, who are responsible for organising, transporting and frequently supervising their children.
- hydrotherapy pool are important facilities; there are, however, concerns about the cost of using them; a lack of staff to supervise hydrotherapy pools on school sites out-of-school hours, and some poor design of hoists and changing rooms, for example
- an active group of parents in Plymouth have formed a wheelchair football club but find it hard to meet the cost of hiring facilities.
- children with special needs may not be appropriately catered for in school PE sessions; teaching staff are not always fully aware of inclusive activities.
- there are some very good schemes operating in Plymouth around participation in water based activities, for example. 'Wheels on Water' – WOW – for children with physical and learning disabilities, and Horizon Sailing in the south west of the city.

3.27 This strategy is primarily concerned with identifying gaps in provision of facilities themselves. Once general locations for new facilities have been agreed, the design and accessibility of each facility for all groups within the community, including people with physical and learning disabilities, will be carefully considered during the planning and development stage. For example, there have been significant levels of consultation on

The Plymouth Life Centre with regards to ensuring the centre is fully accessible and an access statement was submitted with the planning application. It is recommended that any significant capital leisure build project follows this best practice by establishing focus groups and consulting with the Plymouth Disability Action Network.

- 3.28 There is now a developing focus for work with people with disabilities within the city. At UCP Marjon, for example, the Disabilities Officer is consulting widely with the Disability Forum and others over deficiencies in provision and focusing on exit strategies into sports clubs and support to coaches for coaching people with disabilities.
- 3.29 Carers of people with physical and learning disabilities and other people who are ill or mobility impaired may be overlooked in terms of their own need for support and opportunity to take part in sport and fitness activities. As well as difficulties in finding time of their own to participate, there are other issues – such as being charged at different rates for accompanying the people they are caring for to sporting activities.

4 Sources for Further Analysis of Demand

- 4.1 In summary, much analysis has been carried out using various sources of information with sophisticated mapping techniques developed by PCC Culture, Sport and Leisure which have considered:
- Population density
 - Age structure throughout Plymouth
 - Indices of deprivation and geographical spread
 - Distribution of facilities
 - Catchment areas
 - Participation rates across the city
 - Market segmentation work
- 4.2 There is an immense amount of other studies and information within Plymouth which can be considered when researching how to reach low participant groups, these include:
- Points of View in 2006
 - The Place Survey 2008
 - School Sports Partnership Surveys (data on children and young people's participation)
 - National Governing Body information
 - Catchment area data from facility managers
- 4.3 All the methods of demand assessment need to be considered together to give as rounded a picture as possible. The analysis suggests that additional focus/priority should be given to the areas and groups set out above taking into consideration low rates of participation, market segmentation work from Active People and areas of facility deprivation
- 4.4 The vast amount of data available highlights the opportunities which exist to deliver an improved 'physical activity and sporting offer' to key social groups through the establishment of local area agreements and the adoption of strategic commissioning within Culture, Sport and Leisure and other sections of PCC and its partner agencies.

SECTION C: ANALYSIS OF FACILITY PROVISION (SUPPLY) FOR SPORT AND FITNESS IN PLYMOUTH

1 Introduction

For other relevant information please see:

Maps	Map 16: Key Facilities; Maps 18-23: Key Facilities with 500m and 1000 radii by Locality
Appendices	A.1: Master Database Facilities

- 1.1 This Section reviews and analyses the quantity, quality and accessibility of each type of sports facility within Plymouth. An aim for the strategy is to set minimum standards of provision embracing these three components as proposed within government guidance PPG17. This Section is a summary, and there are a range of supporting documents with more detailed findings and analysis, relating to individual sports, facilities, schools and localities.
- 1.2 Facilities within Plymouth are held in a variety of ownerships and operated under differing management regimes. Plymouth City Council is the owner and manager of four swimming pool complexes: indoor pools at Central Park Pools and Plympton Pool and outdoor pools at Tinside and Mount Wise Pools and operators (through Trust arrangements) of two indoor facilities – Mayflower Leisure Centre and Brickfields Sports Centre (which also has extensive outdoor provision). The Council is also involved through a Trust arrangement with Plymouth Pavilions (leisure pool, ice rink and events hall). All other indoor sports facilities are either on education sites (schools and the FE/HE establishments of University of Plymouth, UCP Marjon, and City College Plymouth), commercially owned (for example, the Devonshire Health and Racquet Club) or run through the health sector (Derriford Health and Leisure) or the MoD. Outdoor facilities similarly are split between a variety of owners: private clubs, PCC and, commercial enterprises (John Nike Leisure). There is also a vast array of green space and other outdoor and water based recreational provision – notably the Mount Batten Water Sports and Activities Centre - contributing to the leisure facility infrastructure within Plymouth.
- 1.3 The analysis of sports facility provision within Plymouth which follows is based on existing facilities and refers where appropriate to the proposed new facilities within the Plymouth Life Centre. The sports facilities at UCP Marjon are currently being redeveloped and the analysis is based on the new facility mix (replacement of three 4 court halls by one 12 court hall).

2 Review of Opportunities

- 2.1 The strategy makes reference to a number of key opportunities arising for transforming sports facility provision within the city, most critically:

The Plymouth Life Centre

- 2.2 The provision of sports facilities in the city is about to be transformed through the building of the Plymouth Life Centre, which commenced in February 2010 and is

scheduled to open in Autumn 2011. The Plymouth Life Centre is the key priority in PCC's capital programme and will be an innovative and iconic sports building in the centre of the city in Central Park. It will replace the outdated Mayflower Centre and Central Park Pools complex and the leisure pool at Plymouth Pavilions, the site of which is being redeveloped to enhance the development of the Central Boulevard. This will be a unique facility in the south west, acting as the central hub within Plymouth of sporting activity for local residents of all ages and abilities, as well as being a regional centre to attract some of the south west's leading sportsmen and women.

2.3 The proposed development of the Plymouth Life Centre scheme, valued at around £44 million, comprises:

- 50m x 10 lane swimming pool, with moveable floors and 'booms' allowing flexible use and spectator accommodation
- A diving pool, also offering a moveable floor so it can be used as a standard pool, and spectator accommodation
- A dryside training facility for competitive divers
- A family leisure pool with flumes, 'beach entry' and bubble pool
- A 12 court multi-use sports hall, with spectator accommodation
- An eight lane indoor bowls rink
- An innovative climbing zone, with 16m wall, aerial rope course, bouldering and abseiling
- A 120 station fitness suite
- A health suite, with sauna, steam rooms and showers
- Multi-purpose areas for dance and martial arts, which can also be used as a crèche and soft play area
- Youth gym, squash and other studio spaces, through an ASB squash solution flexible facility
- Ancillary accommodation, café

Building Schools for the Future

Maps	Map 17: Adult Participation Rates and Location of Education Sites
Appendices	B.1: School Sports Facilities; B.2: Background to School Sports Facility Provision

2.4 Over the last decade PCC has been investing in a rationalisation of its school asset stock to meet a changing demographic demand for education in the city. This has offered opportunity to improve the sporting facilities that schools offer their communities. Examples of this include the single court halls and Multi Use Games Area (MUGA) built in primary schools in Ernesettle, Honicknowle, Barne Barton, Ham and Efford and the provision of the city's first covered MUGA at Southway. There has been the opportunity to purchase land and increase playing field provision at both Whiteleigh and Barne Barton, and improvements to the quality of playing fields has been made at Chaucer, Ham, Southway and Efford. Investment in the BSF Pathfinder at Estover Community College will also see a replacement of the four court sports hall and the construction of an additional Synthetic Turf Pitch (STP) to serve the north east quadrant of the city. These improvements have all been achieved using national investment for education and by focusing schools to be at the heart of their community, ensuring the facilities are built to allow access so that organised sporting will benefit from the provision.

2.5 The Council has been actively pursuing national investment through the BSF programme and has successfully changed the government priority so that the city will benefit from this programme earlier than previously announced. In late 2008 the Council adopted its 'Investment for Children' policy that sets out the strategic direction for

rationalisation of the provision of education in the city, and in late 2009 the DCSF announced that Plymouth has successfully entered into the BSF programme. The initial wave of investment between 2012-14 will see five secondary schools substantially improved. Firstly a new build school for Devonport and Stoke and a substantial refurbishment of the school that serves Ham and Honicknowle, followed by further refurbishments of the schools that serve Lipson and Efford, also St Budeaux, Barne Barton and Ernesettle. Finally investment of ITC in Whiteleigh will complete the BSF investment into the Wood View Campus which was constructed under PFI in 2008.

- 2.6 The Council has set out in its 'Investment for Children' strategy the reasons that initial investment needs to be targeted to narrowing the gap in quality of life across the city. This means that the initial investment schools all sit in the heart of needy communities and it is no accident that the 'Investment for Children' strategy fits with this Sports Facility Strategy to improve activity rates in the north and west of the city. This can be demonstrated by plotting the neighbourhoods listed above on to Map 17 which shows the sections of the city that have low activity rates. This means that the BSF investment has been prioritised to offer a very strong opportunity to improve facilities in these communities and will encourage and improve active participation in sports where it is needed most.
- 2.7 The Council acknowledges that BSF investment alone will not deliver the specialised sporting facilities the city needs outside the Plymouth Life Centre as a central facility. It is essential therefore that sports NGBs are encouraged to align their infrastructure funding streams to enable BSF investment to be taken further. The school sites will offer land and building availability for sports activity and with modest further investment can be enhanced to meet a specialist agenda. The Council has therefore set up under the BSF project executive a Sports Forum for these synergies to be explored and executed. It is expected that in this way national sporting investment through NGBs can be encouraged to be targeted to areas of low participation and therefore contribute to the city's health and social targets.

Other Rebuilding within Plymouth

- 2.8 As well as the Plymouth Life Centre and the BSF programme, there will continue to be developments to Plymouth's sporting infrastructure during the life of the strategy. With around 40,000 students in Plymouth, it is important to maintain high quality facilities to attract and retain them and the financial benefit they bring to the city, and UCP Marjon, City College Plymouth and the University of Plymouth each have plans and proposals to enhance their provision. Improvements to the YMCA Kitto Centre's facilities, for example, are ongoing at the time of writing and the MoD is undertaking a review of its sites within Plymouth, which may result in opportunities for rationalisation of facilities or purchase/use of new sites for sport, particularly in the south west of the city. It is hoped that the strategy will provide a mechanism for recording, and a framework for evaluating, these developments.

New Funding Opportunities

- 2.9 Whilst many sports aspire to having dedicated provision (particularly indoor sports), the delivery of this vision maybe unrealistic unless it is linked to the delivery of the NGB whole Sport Plans and the increased funding given by Sport England (Sport England are investing £480 million through 46 governing bodies over four years).
- 2.10 The co-commissioning of new facilities either within the Plymouth Life Centre or on education sites, particularly through BSF, would then see formal arrangements being put in place between the authority and third parties, to allocate 'dedicated time' within a multi-use facility for the development of specific sports, in return for capital/revenue funding from the NGBs. It is important therefore that open dialogue is maintained with

the NGBs and that they are involved in the design and decision making early on in the process.

3 Indoor Sports Hall Provision

Maps	Maps 24 & 25: Sports Halls with 4+ badminton courts (differing access arrangements); Example Map 25: North West Locality – Sports Halls 4+ badminton courts
Appendices	A.2: 4 court halls; A.11: Sports Hall Opening Hours; B.1: School Sports Facilities; Master Database Facilities

Quantity

- 3.1 Sport England bases its preliminary assessment of the strategic provision of sports facility provision on the computerised Facilities Planning Model (FPM). The model provides an assessment of the relationship between the likely demand for sports facilities and the current or proposed supply of them in specific areas. Sport England recognises that the FPM can only provide an initial guide to identifying facility surpluses and deficiencies, but the model incorporates the following assumptions.
- 3.2 Sports halls are included in the FPM assessment where they are three badminton court sized or larger (i.e. meet the minimum size threshold) and are available for all or part of the weekly peak period. Ancillary halls on the same site are also included in the FPM assessment, the justification being that such alternative halls provide flexibility of provision and enhance capacity on site. The FPM builds in weightings for halls on dual use i.e. education sites.
- 3.3 At the time the Facilities Planning Model was run by Sport England in 2008, the total number of courts was established at 108. Research for this Study has shown that in Plymouth there are 24 separate sports halls of 3 badminton court size or larger, on 22 sites and the total number of badminton courts in halls of 3 badminton court size or larger is 116. (The building of the Plymouth Life Centre will reduce the number of courts to 113, as the 10 and 5 court halls at the Mayflower Leisure Centre are being replaced by one 12 court hall).

Existing Distribution of sports halls (3+ badminton courts)

Sub Area	Locality	No. of 4 court halls	Other (>4 courts)	Total No. of courts
East	Plympton	2		8
East	Plymstock	2		8
North	Central & NE	5	UCP Marjon rebuild 1 x 12	32
North	North West	1		4
South	Central & NE		1 x 10 + 1 x 5 = Mayflower	15*
South	North West	1		4
South	South East	3		12
South	South West	4	1 x 5 + 1 x 6 = YMCA Kitto + 1 x 6 = MoD/Wyvern Centre	33
TOTAL				116*

*Plymouth Life Centre will be 12 courts. Gives revised total of 113 halls after building of the Plymouth Life Centre

- 3.4 On the supply side, the Facilities Planning Model computed that Plymouth has 5.3m² of available sports hall space per 1,000 population. This compares to a figure of 3.8m² for England and 4.0 m² for the SW Region and represents a greater supply per 1,000 population than Bristol, Bournemouth and Torbay, but less than Exeter. It concluded from the demand analysis that Plymouth was well provided with sports halls. However, the FPM does not deduce the need for a network of provision embracing local, city-wide and sub-regional provision and for different size halls.
- 3.5 According to the Sports Facility Calculator used by Sport England for new developments, an acceptable level of provision is around 1 x 4 court hall per 14,000 inhabitants; this would equal around 19 x 4-court halls for Plymouth. However, Sport England recommends this only for use in new, not existing, developments.
- 3.6 The strategy analysis concludes that, on purely quantitative terms, compared to similar areas and national guidance, Plymouth has a respectable number of 4 – 6 court sports halls for a city of its size. However, when considering the adequacy of provision, in addition to actual quantity, there are three further issues:
- Access
 - Quality
 - Accessibility

Access

- 3.7 The strategy has added an additional category to Sport England's classification of access types, to reflect more accurately in the mapping and analysis the fact that even though facilities may be available on a 'pay and play' basis, access to them is compromised by the fact that they are only available for certain parts of the day:
- Free public access
 - Pay and play facility accessible to all
 - Additional category: pay and play but limited opening hours to the community (i.e. sports halls on education sites)
 - Sports clubs/community associations accessible through a membership
 - Registered member use or school access only
- 3.8 According to these access/management criteria, the number of existing courts is as follows:

Distribution of badminton courts according to access

Sub Area	No of separate halls of 3 courts+	No of badminton courts	Pay & Play	P&P Restricted	Sports Clubs &/or Assns	Registered member or school use only
Total now	24	116	19 (16%)	72 (62%)	11 (9%)	14 (12%)
Total after The Life Centre	23	113	16 (14%)	72 (64%)	11 (10%)	14 (12%)

- 3.9 The principal issues regarding the quantity and access to sports halls within Plymouth are that:

- Only 16% of badminton courts available at the moment are genuine 'pay and play' facilities – open to the public all through the day, throughout the year – the 15 courts at the Mayflower Leisure Centre and 4 courts at Brickfields Sports Centre. (The 4 court hall at the University of Plymouth is timetabled out for students for a small part of the week, but is available on a pay as you play basis for the rest of the time.) This will be reduced to 14% (16 courts) once the Plymouth Life Centre is built
 - 71% are pay and play restricted in some way (i.e. 83 courts on education sites and available 'out of school' hours + YMCA Kitto Centre – available through sports club/association)
 - 12% are registered member use only (4 courts each at Derriford Health and Leisure Centre and Devonshire Health & Racquet Club and the 6 courts at the MoD Wyvern Centre – which has restricted community access to around 5-10% of total use)
- 3.10 Analysis has been undertaken of the opening hours for indoor sports halls across the city. Assuming that a public leisure centre will be open on average for 83 hours a week (9.00-22.00 Monday to Friday and 9.00 to 18.00 on Saturday and Sunday); total opening hours across the 22 sports hall sites would equate to 1826 hours (22 sites x 83 hours). Analysis of actual opening hours shows around 922 hours open to the community. This is because so many of the sports halls are on education sites or, as in the case of the YMCA Kitto Centre, are used by schools during the day. Even the Mayflower Leisure Centre is heavily booked by schools during term time daylight hours.
- 3.11 Type of use varies during community use periods, with, it is estimated, up to 70% of the stock on block bookings by clubs and around 30% only available as genuine 'pay as you play' and for various sports development courses. Whilst use by clubs in this way is an important element of sporting activity, within Plymouth it is vital that a certain amount of the stock is available for daytime use, to encourage participation by lower participant groups.

Quality

- 3.12 The quality of the halls is variable, but generally many of the halls in Plymouth – especially those on school sites - although 'fit for purpose' are not of high quality, particularly in respect of ancillary facilities, such as changing rooms, car parking, catering facilities, fitness suites and equipment – all of which are important factors in meeting demand from the community outside school hours. A number of school sports halls are not the right height for badminton and volleyball and have other limitations with insufficient run-off for certain sports.
- 3.13 With the notable exceptions of the new halls at the University, Notre Dame RC School and UCP Marjon and the proposed second sports hall at Plymstock School, many of the other school halls are in need of upgrading and enhancement. The Plymouth Life Centre will offer a very high quality facility, to attract the widest possible use from across the community. The sports halls at Brickfields Sports Centre, the University, UCP Marjon and The Plymouth Life Centre will be fully accessible for people with disabilities. These are opening up opportunities for the facilities to attract large numbers of disabled sports users; something which is desperately lacking in the city.
- 3.14 There are a further 17 halls of at least one badminton court size in Plymouth – 14 of these are gyms on education sites, and range between 'old style' school gyms, and more modern facilities (Sir John Hunt Community Sports College). Most of these can be accessed by the community to varying degrees outside school hours, but are of varying quality. However, the dual use one court hall at Drake Primary School (with community use) in the south west of the city is important in meeting local demand and the soon to be replaced (by a large indoor space) 2 court sports hall at City College Plymouth will also have an impact.

- 3.15 The need during the day is often for smaller activity halls, where people can practice individual fitness activities and/or join classes and courses e.g. aerobics, keep fit, dance, martial arts, trampolining, activities for children etc. These smaller one court or similar size halls should be located close to where people live, and the strategy identifies several areas of the city, as being deficient in indoor sports facilities. Whilst smaller one court halls may suffice, 4 court halls are preferable or a facility which can offer some flexibility and at least two separate functioning areas for different sporting/fitness activities at the same time. Further mapping needs to be done to establish where such facilities are at the moment and where they could be provided.

Accessibility

- 3.16 The city is fairly compact; journey times from one side of the city to another can be quite quick, depending on location and use of the A38. However, within the residential areas, the terrain is often hilly and the road network between these can result in slower journeys. Moreover individual neighbourhoods are often quite self contained and residents do not easily cross from one to another. These factors need to be taken into account in developing a network of facilities which serve both city wide and local needs.
- 3.17 From analysis of over 600 drive times across Plymouth between major sports facilities, typical distances covered in various time periods at off peak periods are:
- a 10 minute drive time = 3.65 miles (5.87 km)
 - a 15 minute drive time = 5.475 miles (8.81 km)
 - a 20 minute drive time = 7.30 miles (11.75 km)

However, this is when traffic is flowing freely and at peak times, journey times are considerably slower.

Indoor Sports Halls - Demand Issues by Locality

- 3.18 A consideration of quantity, quality and accessibility issues and also an assessment of unmet demand based on analysis of booking records, conversations with managers and users suggests the following:
- *Central & North East locality:* The situation here is quite complex, given the concentration of sports halls around the Derriford area, none of which are 'pay and play' facilities accessible during the day (20 badminton courts in total). The situation should be kept under review once the new 12 court halls at UCP Marjon and the Plymouth Life Centre are built and being utilised.
 - *North West locality:* parts of this locality (Southway and Ernesettle in particular) are poorly served with access to daytime available indoor provision.
 - The *South West locality* is reasonably well served with facilities with daytime access (The Plymouth Life Centre and Brickfields); new indoor spaces at City College Plymouth and at the rebuild of Stoke Damerel Community College may also assist in meeting demand at peak times (but not during the day).
 - The *South East locality* is not so well served and Efford is underprovided for by indoor space
 - *Plymstock locality:* There is no evidence to suggest that sports halls in neighbouring areas to Plymouth have a significant impact on local provision; there are none within easy travelling distance. The exception to this may be the proposed sports halls at Sherford, adjacent to Plymstock which may impact upon participation and behaviour in the east/south east of the city. However, this will be fairly localised, given the catchment areas and location of the proposed new development. Plymstock School has built a second sports hall, which will have community use.

- The halls in the *Plympton locality*– all on school sites – are at capacity/fully utilised. The Plympton area is underprovided for by indoor sports space accessible during the daytime.

Indoor Sports Halls - Demand Issues from Sports

3.19 Consultation with NGB development officers and PCC and other sports development staff identifies generic facility development issues including:

- difficulties in accessing court time at convenient times (early evening) for sports development/coaching sessions
- many facilities are generally reasonable for recreational activity but restrict further development because they are, for example, of insufficient size or height or have inadequate equipment for training and competition.
- better, secured access to existing facilities and/or access to new provision for competition and specialist development is particularly required in the following sports: badminton, netball, basketball, volleyball. Through the delivery of the whole sport plans and increased revenue funding given to NGBs, the city should be encouraged to pursue service level agreements or co-commissioning arrangements with these agencies.
- Competitive fees and charges – costs for sports hall hire vary markedly throughout the city which greatly influences usage patterns.
- The various targets for raising participation in sport – including the new ‘5 hour offer’ for schoolchildren - will increase the demand for indoor sports provision.

Indoor Sports Halls – Issues from Schools

3.20 Findings from school consultation suggest the following:

- School sports halls are first and foremost there to meet the needs of the school and its pupils for curricular and extra curricular activities; however, through lack of provision many schools travel off-site to fulfil their curriculum needs. In particular, three secondary schools within Plymouth do not have sports halls on site (Devonport High School for Girls, Plymouth High School for Girls and St Boniface’s Catholic College). They are in receipt of an off-site PE allowance, and currently use a variety of venues to fulfil their needs. An agreed approach, which supports medium term provision, is the opportunity for the three secondary schools with an off site PE allowance to deliver their PE at the Plymouth Life Centre. Consideration will also need to be given to new schools that are built in the city and whether the enhanced facilities at the Plymouth Life Centre can provide a better offer to meet the curriculum demands.
- Each school is currently managing and programming its sports facilities in different ways. Most schools have managed and programmed use for the community (with various management and access arrangements); many sports halls on school sites are operating at capacity with regard to out of school hours community use, with few spare slots during term time evenings (peak time)
- There are some spare slots at weekends; school sports halls generally appear to open on Saturday afternoons and Sunday if there are specific events to accommodate.
- The majority of school sports halls are unavailable for up to a third (twelve) weeks of the school term time weeks (in December, January, May, June typically) as they are being used for exams. This affects continuity of sports development work and inconveniences (or even deters) users; sessions are cancelled and alternative accommodation has to be found by the clubs affected.
- The development of new/replacement sports halls on school sites, needs to clearly articulate the interrelationship of satellite sports halls and central hub sports halls in the city and the respective delivery of sporting outcomes of key sports in the city. The provision of ‘stand alone sports halls’ for education and sub-regional community delivery

needs to be discouraged, unless the full impact of delivery of each new facility and its impact across the city is fully understood.

- There is still some debate around the best building on school sites, i.e. whether to provide 4 court sports halls on all school sites. For modest additional funding from sporting groups, such as sufficient funding to provide an exams hall/ multi space the sports hall could be licensed out all year round, i.e. not disturbed by the exam period, which is the element that currently restricts their consistent availability to community groups. Careful consideration by NGBs should be given to supporting additional funding to BSF to achieve better dedicated provision all year round as it is seen as a significant inhibitor to clubs using school sites.

The development of a network of 'hub' and 'satellite centres'

3.21 There is an established need for venues of 12 court size, with public accessibility throughout the day. The extended 12 court size hall at the Plymouth Life Centre will address the following:

- meeting the needs of community sport: such a space is considered essential for offering a broad programme of community and recreational sport in order to widen opportunities for everyone to take part in sport and fitness activities at whatever level they choose.
- Plymouth has a very significant role to play in the delivery of indoor sport across the sub-region which is reflected in NGBs' whole sport plans. The Plymouth Life Centre will be an important element of the city's facilities in fulfilling this role.
- the provision of 12 courts, under one span, with fixed tiered spectator seating, meets the aspirations of NGBs and the strategic needs identified in their whole sport plans. The Plymouth Life Centre indoor sports hall will be a sub-regional facility providing the opportunity for regional competition and training across three 4 court spaces. It will be the only venue of its type, outside Bath, in south west England. In essence, it will be an indoor county and regional hub site for world class delivery in, as a minimum, badminton, volleyball, netball and basketball, as well as providing a high quality venue for a range of other indoor sports.
- The school sports partnerships within Plymouth have identified the urgent need for central venues – comprising indoor and outdoor facilities for a variety of sports - across Plymouth, which the Plymouth Life Centre indoor sports hall provides a unique opportunity to address.
- The rebuild of UCP Marjon as a 12 court hall will be a valued facility for basketball and netball at this location and for other sports, but will inevitably have restricted community access due to priority use by students.
- There will be need to ensure joint working and complementary development between and around the three key multi sport hubs/strategic facilities for world class delivery in the city, namely the Plymouth Life Centre, UCP Marjon and YMCA Kitto Centre, so that all needs – community, club and sports development – are catered for. Other 4 court halls within the city will develop as satellite facilities to the Plymouth Life Centre, providing the opportunity for recreational and competitive events at city and county level where appropriate. Of these, a number require major refurbishment and or replacement, and need for additional indoor provision has been identified in several areas of the city.

Arena

3.22 At present, the main arena venue in Plymouth is provided by Plymouth Pavilions, which can accommodate around 1150 people when hosting, for example, league basketball fixtures. There is some evidence that a larger venue – capable of accommodating 2000-3000 spectators for sports events, plus other large arts, cultural, music and entertainment events, - may be of benefit and this facility should be kept under review.

Summary of Key Issues – Indoor Sport Halls

- Whilst the number of indoor sports halls in Plymouth is commensurate with its size, there is restricted access (either through limited opening hours to the community as facility is on a school site or usage only through private membership) to 85% of provision.
- Both of the genuinely public access facilities – The Mayflower Centre/Plymouth Life Centre site lie to the south west of the city. The north and east of the city have poorer access to indoor sports provision during the day.
- Moreover, even when the facilities are open to the public outside of school hours, up to 70% of the stock is utilised in block bookings by clubs. There are difficulties in accessing court time at convenient times for sports development/coaching sessions and for 'pay and play' by the community.
- There appears to be some spare capacity at school sports halls at the weekends – this is a management issue in terms of marketing the facility and actively running the site at these times and is to be addressed in new provision.
- Indoor sports halls are generally 'fit for purpose' for recreational activity but restrict development for training and competition
- The quality of indoor provision is variable, particularly in respect of ancillary facilities, such as changing rooms, car parking, catering facilities, fitness suites and equipment and access for people with disabilities – all of which are important factors in meeting demand from the local community.
- Based on considerations of access, accessibility and capacity, there are deficiencies in accessibility to space for indoor sport in the north west of Plymouth, the Lipson/Laira/Efford area and Plympton
- The strategy research highlights the enormous existing and potential role being played by the wealth of activity rooms and community centres and halls throughout the city. The multipurpose nature of many of these facilities reinforce their very flexible function as key spaces for accommodating a range of sporting, health and fitness pursuits, as well as social, educational, recreational, artistic and entertainment related activities, for residents, visitors and workers within Plymouth.
- There is a need to develop a network of provision, with the new 12 court indoor hall at the Plymouth Life Centre forming the main hub and other 6 and 4 court halls around the city acting as satellite hubs.

4 Provision for Swimming

Maps	Map 27: Swimming Pools – Pay and Play 100m & 2000m radii
Appendices	A.3: Swimming Pools

Quantity and Access

- 4.1 The strategy records six indoor pools of at least 25m length by 4 lanes width with community access in Plymouth as follows:

Locality	Name	Dimensions	Access
North	Devonshire Health & Racquets Club	25m x 4 lane	Registered member use
North	UCP Marjon	25m x 5 lane	Pay & Play; restricted hours
East	Plympton Pool	25m x 4 lane	Full public access
South	HMS Drake/Wyvern Centre	25m x 4 lane	MoD; some community use
South	Plymouth College Ford Park	25m x 5 lane	Private school; some community use
South	Central Park Leisure Pools	33.3m x 6 lane	Full public access

In addition, there is a leisure pool complex at Plymouth Pavilions and various smaller (indoor and outdoor) pools at hotels, schools and health centres within the city. There is public outdoor pool provision in Plymouth at Tinside Lido on the Hoe and Mount Wise Pools in Devonport.

Strategic Need

- 4.2 Significantly, swimming is the largest participation sport in the city, and has a key role to play in delivering PCC's Vision for Plymouth and its key corporate objectives of widening leisure opportunities for all members of its communities, and enhancing access for all. Swimming pools accommodate a very wide range of users of all ages and abilities wishing to swim for social, fun, fitness, health or competitive reasons, as well as use for lifesaving, canoeing and scuba diving activities. Of particular note is that Plymouth has the most successful age group swimming club in the country, Plymouth Leander, and supports three divers on the World Class Performance Programme, including Olympians Tonia Crouch and Tom Daley.
- 4.3 The Council has adopted a strong strategic approach to the forward planning of a network of pools across the city, through the publication of the Plymouth Swimming Facilities Strategy (2006-2016). In this respect the PSFS seeks to bring this work up to date, not to duplicate research previously undertaken.
- 4.4 Key reference documents which have informed the strategic development of pool facilities and aquatic development opportunities across the city, including the provision of an aquatic hub in the Plymouth Life Centre are:
- Plymouth Swimming Facilities Strategy 2006 – 2016
 - A 'Pool for the North of Plymouth – Initial Site Options Appraisal' February 2007
 - Plymouth Aquatics Strategy ⁽²²⁾ – being written at the time of this Strategy through a joint partnership arrangement with the Amateur Swimming Association (SW), PCC and Strategic Leisure
 - FPM model – run by Sport England in 2007
 - ASA national and regional strategies, including the newly adopted whole sport plans.
- 4.5 The objectives of the Swimming Facilities Strategy produced by PCC in 2006 were:
- to provide Plymouth with the right number of swimming pools, of the right quality, in the right place.
 - to see a clear, coherent and equitable approach to facility development, enhancement, maintenance and management.
 - to provide an adopted local standard for Plymouth in relation to the swimming facilities it should seek to provide for its local residents,
- and its analysis identified the following key issues:
- a current undersupply of 0.5 swimming pool units (25m x 4-lane equivalent) 2006
 - a predicted undersupply of 3.0 swimming pools (25m x 4-lane equivalent) by 2016.
- 4.6 The aim of the strategy was to ensure that by 2016 an accessible public swimming pool would be available to 90% of Plymouth residents within each of the following time bands:
- by walking, from a postcode centre point 30 minutes
 - by public transport, from a postcode centre point 20 minutes
 - by car, from a postcode centre point 10 minutes

To meet the proposed local performance indicator all three of the above criteria must be met within a particular postcode area.

4.7 The recommendations of the Swimming Facilities Strategy were that future swimming pool provision in Plymouth should concentrate on the following:

a **Provision of the Plymouth Life Centre in Central Park.** This project, incorporating a 50m pool and replacement diving pool, will increase the city's net pool area. The Amateur Swimming Association's (ASA's) whole sport plan and supporting documents identified Plymouth as one of four high performance diving centres in the UK, and one of four locations within the south west which can provide a strategic network of 50m pools, the other pools being at Bath University, at Millfield School and in Bristol..

More specifically the ASA has stated: 'for swimmers in Plymouth and the South West there has been a strategic need for a 50m pool and the building of the Plymouth Life Centre will fulfill this need. Plymouth is fortunate in that the facilities at the existing Central Park Pools provide a 10m board, but if the development of the Plymouth Life Centre did not proceed, the next nearest comparable diving pool is in Southampton, some 150 miles away. The Plymouth Life Centre will meet the needs of the city and its divers and will also serve as a catalyst for the development of diving in the West Country as a whole'.

The ASA also provides supporting evidence with regards to the scope of the facility, and how the Plymouth Life Centre can fulfil the needs of elite performers and community alike:

- the aquatic hub for the community will provide a range of facilities including provision for: swimming and its associated disciplines/ diving/ synchronized swimming and water polo
- the leisure pool can be utilized by family groups and pre-school learn to swim
- a 50m x 10 lane pool with two moveable floors and bulkheads, will allow for a number of different activities to take place simultaneously. The design of such pools now offers maximum flexibility, with 50m pools ideally suited to meeting both elite and community needs.
- A diving pool with a depth of 5m, and boards to an international standard, with a moveable floor, will offer maximum flexibility of use for diving and general community pool provision.

b **Provision of an additional pool serving the East of the City/PL9 postcode area.** There is unmet demand for a pool in the Plymstock area. For over 15 years the Plymstock and District Swimming Pool Association has campaigned for a pool to meet the needs of the wider Plymstock community and has suggested various sites within this locality for a new pool. Combined developer contributions will be sought for either on or off-site provision in association with the new housing proposed at Plymstock Quarry and at Sherford (outside the PCC boundary in South Hams) to help support delivery of a new swimming pool for the existing and new communities.

The Sherford development, with a projected population of around 12,000, has already seen early discussion about on-site provision of a new sporting hub. The provision of a pool in the east of the city has also been highlighted in the South Hams Strategic Swimming Study ⁽²³⁾, which states that 'there should be a new 25m x 4 lane pool to serve the proposed new development at Sherford, and the adjoining population of Elburton and Plymstock. However the proposed pool will be sited within the (Plymouth) city boundary'. The pool located at Sherford

would be a satellite site, linked to the central aquatic hub, located at the Plymouth Life Centre.

- c **Provision of a site in the north of Plymouth** to serve the PL5 and PL6 postcode areas (*Central & North East locality*) was also identified in the Plymouth Swimming Facility Strategy. In February 2007, additional research was undertaken to determine the site options for a pool for the north of the city. A number of sites in the North of the city were identified as being the most likely locations where a pool could be situated.

The scoring matrix undertaken as part of the assessment for a pool for the north of the city highlighted that the top four sites were UCP Marjon, the International Business Park, proposed development within the AAP at Derriford and Sir John Hunt Community Sports College.

In line with the Swimming Facilities Strategy and the above analysis, approval was given to proceed with the provision of a pool for the north of the city in March 2009, through a joint partnership with UCP Marjon. PCC is making a capital contribution of £1.2 million towards a refurbishment of the pool. The future community use has been secured through a 'management use agreement' and will see the pool providing in excess of 75% of its opening hours for public use, as opposed to the current public use of 30%. The refurbished pool will open in July 2010 and is part of a major rebuild of sports facilities on the UCP Marjon Campus.

- 4.8 Although not identified within the Plymouth Swimming Facilities Strategy, the current PSFS finds that parts of the north west locality - notably the neighbourhoods of Barne Barton, St Budeaux, Kings Tamerton and Weston Mill, Ham and Honicknowle – are not easily accessible to swimming pool provision. There is some evidence that visits are made to the 25m pool at Saltash Leisure Centre pool from this area. Some of the demand from the north of this area may be met by the new UCP Marjon facility, but these neighbourhoods are among the most deprived in Plymouth, where access to local swimming provision would be of great benefit to health and fitness. It is suggested that further FPM modeling work is undertaken to revise the Swimming Facility Strategy following the opening of the Plymouth Life Centre and the refurbished pool at UCP Marjon.
- 4.9 There is currently a heated 25m outdoor pool at John Kitto Community College (to become All Saints Church of England Academy) near Honicknowle which hosts swimming lessons and after school activity for a restricted period during the summer. Its sessions are very oversubscribed and it cannot meet all the demand for swimming lessons and activities, notably from the school sports partnership. This is a valued local community facility which is in close proximity to a range of indoor provision, and a multi-use games area at the YMCA Kitto Centre.

The Plymouth Aquatics Strategy

- 4.10 In line with the shared vision that PCC have with the Amateur Swimming Association, these bodies jointly commissioned Strategic Leisure to produce an updated Aquatics Strategy for the city. The Aquatics Strategy is seen as a cornerstone in the development of all aquatic disciplines across the city, and extends to the sub-region including all of Devon and Cornwall. The Aquatics Strategy seeks to address:

- a framework for future development and delivery with measurable outcomes
- pathways to ensure a smooth transition from learn to swim to elite training

- the identification and support of elite athletes in the city and sub-region, including students at UCP Marjon and Plymouth University.
- a review of and access to existing delivery and resources
- informing and planning for future development and delivery, including the opportunity to work in partnership with the ASA to deliver a Beacon Hub in Plymouth, one of eight hub sites in the city
- that access to swimming opportunities in Plymouth is affordable and equitable
- the need for support for new activities, particularly Water Polo, Octopush and Syncro disciplines
- existing challenges such as the low take up of key stage 2 school swimming and the quality and quantity of learn to swim opportunities
- the effective co-ordination of resources across the city
- the delivery of an improved approach to aquatic development, reflecting the significant investment to be made in the Plymouth Life Centre
- maximising the aquatic delivery opportunities of the proposed facilities in line with PCC's projected business plan.

Hierarchy of aquatic provision

- 4.11 PCC has a clear hierarchy of facility provision for indoor swimming pools and diving pools, which dovetails with the emerging issues arising from the development of an aquatics strategy for the city and sub-region.
- 4.12 The Plymouth Life Centre will operate as the central hub for aquatics across the city and sub-region, and will be the base for elite and community aquatic disciplines, providing unlimited access to public swimming, a quality learn to swim programme, full time dedicated professional swimming coaches and teachers, a learning hub to increase the coaching and teaching capacity in the city, and a performance centre. It will meet all the needs of the University of Plymouth's students, through a £2.5 million partnership contribution and will be an exemplar example of facility design and aquatic delivery. The Plymouth Life Centre will seek to displace swimming clubs and public swimmers from UCP Marjon and Plympton to it, in order to relieve pressure on these pools, so that the 'holistic approach to city wide provision can be better managed'; providing more public swimming time, school swimming and learn to swim opportunities on satellite sites.
- 4.13 The Plymouth Life Centre pools will also replace the Plymouth Pavilions leisure water, to allow the Millbay Area Action Plan vision to be implemented to the west of the city. It will be necessary to ensure that transport links between the city centre and Central Park are good, so that unmet demand issues within the existing Plymouth Pavilions catchment area are addressed.
- 4.14 The hierarchy of provision will see Plympton Pool, UCP Marjon pool, and the proposed new pool to the east of the city at Sherford meeting local needs identified above and forming satellite sites to the Plymouth Life Centre. Through a new operator agreement, and management agreement at UCP Marjon, there will be greater control over the synchronization of pool activities and pricing in the city.
- 4.15 The public outdoor pools at Tinside Lido and Mount Wise Pools in Devonport are highly rated popular facilities. They both attract people from across the city and outside, although the catchment of the Mount Wise pool is generally more localised. Perception amongst users is that the facilities could be better promoted and marketed throughout the city; catering facilities at Tinside Lido would also be most welcome.

5 Synthetic Turf Pitches (STPs)

Maps	Map 28: Multi Use Games Areas – STPs Pay and Play with 1000m & 2000m radii
Appendices	A.4: Synthetic Turf Pitches

5.1 The current strategic framework for synthetic turf pitches was set out in the Plymouth Playing Pitch Strategy (2007), which sought to maximise any investment opportunities that may arise to provide new full-size third-generation rubber crumb pitches (3G) and to provide at least one additional full size sand filled STP for hockey for the city. The current strategy updates the earlier analysis of STP provision contained within the Plymouth Playing Pitch Strategy and is complementary to it.

Quantity and Access

5.2 In total, there are eight full size STPs in Plymouth and five half size STPs (or MASAs – Multi Activity Sports Areas) at present (see below). In addition, there are a number of smaller 3G surfaces at the Goals! Centre in Central Park and a new tarmac MUGA has also recently been constructed at Estover Community College (but is not included in this assessment).

	Locality	Surface	Full/Half-size
Plymstock School Sports Centre	Plymstk	3G`	Full
UCP Marjon	C&NE	Sand	Full
Manadon	C&NE	Sand	Full
Lipson Community College Sports Centre	SE	Sand	Full
Bull Point MoD	NW	Sand	Full
Brickfields Sports Centre	SW	Sand	Full
HMS Drake	SW	3G	Full
Stonehouse Barracks	SW	Sand	Full
Coombe Dean School Sports Centre	Plymstk	Sand	½ size
Eggbuckland Community College Sports Centre	C&NE	Sand	½ size
Stoke Damerel Community College Sports Centre	SW	Sand	½ size
Brickfields Sports Centre – Plymouth Albion	SW	3G	½ size
Plymouth College Ford Park	SE	Sand	½ size

5.3 The ownership of the STPs affects the times they are available for use by the local community, as follows:

	Total Number	Public access	Education sites	MoD
Full size sand	6	2	2	2
Half size sand	4		4	
Full size 3G	2		1	1 (very restricted)
Half size 3G	1	1		
	13	3	7	3

Full size sand STPs (hockey)

- 5.4 There are 6 full size sand dressed STPs in the city; the following points should be noted:
- Two STPs - at Bull Point, Stonehouse Barracks - are MoD sites, but are important bases for hockey matches in the city, hosting several clubs.
 - The sand STP at Brickfields has recently been renovated for hockey
 - Future use of the STP at Manadon is currently being reviewed
 - The STP at Lipson Community College is used to capacity by the community and hockey clubs and sports development outside school hours
 - The STP at UCP Marjon hosts a tremendous amount of hockey activity and is the base for the Hockey Centre of Excellence in the city

Full size 3G STPs (football/rugby)

- 5.5 A new 3G pitch was installed at Plymstock School in 2009; this is intensively used for football and sustains high amounts of use. The STP at HMS Drake/Wyvern Centre is 'inside the wire' and has very little outside use. A new 3G STP is planned at UCP Marjon; in addition to the existing sand filled STP on the campus (this is not included within this assessment).

Quality and Surface

- 5.6 Most of the STP surfaces within Plymouth are of adequate to good quality.
- 5.7 The provision of STPs has to be considered in relation to the type of surface provided. The choice will include the recent emergence of rubber crumb filled 3rd generation synthetic surface with a shorter pile (accommodating competitive football and, subject to annual verification by the English Hockey Association, competitive hockey), and rubber crumb 3G synthetic turf pitches tailored for football and rugby, and sand filled synthetic turf pitches catering for competitive hockey, rounders and lacrosse and recreational tennis and netball.

Accessibility

- 5.8 The Sport England recommended standard of provision for STPs is currently being revised; the standard is currently set at 1 STP per 40,000 - 60,000 within a 20 minute radius. This simplistic standard does not take allowance of the need for differing surfaces to accommodate football and hockey; or for different size provision; or to encourage community use. It was set originally when STPs were only available for hockey and thus on this measure alone Plymouth should have four to six full size sand filled STPs for hockey (with full community access).
- 5.9 Distribution is uneven around the city; there are no synthetic turf pitches at all in the Plympton locality or in the north west locality to the north of the A38.

Plympton locality

- Plympton – there is no STP in Plympton and demand cannot be met for a variety of sports which would make use of this facility. Neither of the secondary schools here have such a facility which is urgently required to meet their own curricular, as well as community, needs. Possibilities are for either full or half size STPs at one/both schools – football/rugby or hockey depending on more detailed assessment of demand

Central & North East locality

- Area fairly well served by STPs at UCP Marjon (2) and Manadon.

North West locality

- No STP serving Whiteleigh area or at Sir John Hunt Community Sports College where there is a priority need for such a facility, to meet curriculum and community needs

South West locality

- 3 MoD owned full size STPs with varying degrees of community access
- Sand filled STP at Brickfields planned for refurbishment
- Devonport High School for Boys and City College Plymouth both desire outdoor surfaces – scope for joint facility (3G?) – although proximity to Brickfields half-size 3G and sand filled full size STP will require careful consideration

South East locality

- There is only one full size STP within this locality, at Lipson Co-operative Community College, which is fully used.

Plymstock locality

- 3G STP at Plymstock School.

Synthetic Turf Pitches – Demand Issues

5.10 Assessment of demand takes account of:

- The development needs of hockey. Excluding the two MoD sites, there are three sand dressed full size STPs for hockey in the city. Research finds that this is insufficient provision for a city of Plymouth's size, especially given the high level of hockey activity within the city and its very well structured development programme and structure. Establishing a facilities plan for hockey within the city is a priority.
- The development needs of football. There is a great amount of footballing activity in Plymouth and high demand for grass and synthetic surfaces. The FA has a well defined programme for football development at key sites within the city, including UCP Marjon and Plymstock School (where a dedicated football development officer is based). Its priorities also include the linking of synthetic surfaces to the network of grass provision, the development of a network of full and half size 3G STPs, the upgrading of grounds to Level 6 where appropriate, and the improvement and provision of appropriate ancillary (changing) facilities.
- The Rugby Football Union (RFU) are supportive of a mix of STPs and half size training areas to support the game of rugby in the city. The RFU highlight a decrease in the condition of public grass pitches and describe the development of the game hampered by access opportunities to an appropriate mix of quality facilities.
- Meeting the needs of PE and sport within secondary schools (curriculum). It is recommended that all secondary schools within Plymouth should have easy access within curriculum time to either a full or half size synthetic surface to meet curriculum and extra-curricular needs.
- There is great demand for five-a-side facilities in Plymouth and many sports halls are busy with this activity at peak times. If outdoor synthetic facilities are provided, there is usually transference of activity indoors to outside, which then 'frees up' indoor halls for other sports.

Other Synthetic Surface Provision - Indoor 3G

- 5.11 There is no indoor 3G south of Bristol; there are many advantages to developing such a facility within the city. The provision of an indoor 3G pitch would deliver against broad football objectives within the city, particularly around juniors, girls and disability groups.

Managed All Weather Sports Areas (MASAs - Half size STPs)

- 5.12 Half size STPs – usually around 60m x 40m - (or floodlit managed all-weather sports areas) have an important role to perform for formal sport (particularly training), and when planned as part of an overall strategy can fulfil an invaluable developmental function. They can accommodate five-a-side football, netball, basketball, tennis and training in rugby, hockey and football. For this reason, they are very popular as school and community facilities.
- 5.13 The FA, RFU and the English Hockey Association support the development of such areas as support facilities for football, rugby and hockey training, particularly when allied to full size provision. The school based half-size sand STPs – three of which were funded through the New Opportunities Fund, at Coombe Dean School and Stoke Damerel and Eggbuckland Community Colleges – and the private school facility at Plymouth College - are well used for a variety of community based activities in addition to curriculum and extra curricular needs for netball, tennis, hockey and football training. The half-size 3G at Brickfields, is a valuable training facility for Plymouth Albion RFC, but has more restricted outside use.
- 5.14 Meeting the needs of community sport and sports development work. In addition to full size STPs, additional half-size STPs should be located so as to be able to develop outreach work from full size STPs. These should ideally be of size 60m x 40m synthetic turf, and to be located at all schools where there is not a full size STP.

Summary of Key Issues – Synthetic Turf Pitches

- Distribution of STPs is uneven around the city; there are no synthetic turf pitches at all in the Plympton locality or in the north west locality to the north of the A38. Of the eight full size pitches, three are on education sites, three are on MoD land (one with very restricted access) and two have full public access (Brickfields and Manadon Football Development Centre)
- Most of the STP surfaces within Plymouth are of adequate to good quality.,
- Technology for STPs is constantly evolving and there is a need to ensure that there is adequate provision for football, rugby, hockey and community use for tennis and other sports, and to meet the needs of school sport. New surfaces sanctioned by the English Hockey Association may meet demand for both hockey and football (but not rugby or tennis).
- There are ongoing conversions from one surface to another (MoD) and the provision of new pitches (UCP Marjon).
- The University of Plymouth is actively looking for a site for a new STP
- A new 3G surface at both Ivybridge Community College (suitable for football and hockey) and at UCP Marjon (suitable for football and rugby) and the provision of a new sand dressed STP at the Sherford development may influence demand for pitches within Plymouth, and the situation should be monitored.

6 Tennis

Maps	Map 29: Tennis Provision with 1000m and 2000m radii
Appendices	A.5: Facilities for Tennis

Quantity and Accessibility – Outdoor Courts

6.1 Apart from outdoor tennis courts on school sites and at HMS Drake (which has very restricted access), the audit records 40 outdoor courts in the city, 16 of which are floodlit. 20 of these are on park sites owned and managed by Plymouth City Council (with 8 being subject to formal agreements with two clubs); the remainder are located at private tennis clubs.

Locality	Name	Access	No of courts	floodlit courts	Surface	Condition 0-5	Fit for Purpose 0 - 5
CNE	Devonshire H&R Club	Private	2	2	AWT	n/a	n/a
CNE	Carhullen LTC	Private club	3	3	AWT	5	5
CNE	Hartley Park	PCC	1	1	Tarmac	2	3
CNE	Hill Lane LTC	Private club	4	4	Tarmac	3	4
CNE	Mannamead LTC	Private club	6	4	4AWT/2 grass	4	4
CNE	Russell Avenue LTC	Private club	2	0	n/a	3	3
CNE	Whiteford Road LTC	Private club	3	0	Tarmac	3	4
SE	Tothill Park	PCC	1	0	Tarmac	1	1
NW	St Budeaux	PCC	3	2	Tarmac	3	4
SW	West Hoe	PCC	4	0	Tarmac	3	3
SW	Devonport Park	PCC	3	0	Tarmac	4	4
Plympton	Harewood House	PCC/Club	4	0	AWT	5	4
Plymstock	Dean Cross	PCC/Club	4	0	AWT	5	4

6.2 Distribution throughout the city is very uneven:

- 53% of the total stock of courts in Plymouth are situated in the Central and North east locality (21 outdoor courts, 14 of which are floodlit). All of these - apart from the Devonshire Health and Racquet Club's two outdoor courts - lie south of the A38 and 18 of them (11 floodlit) belong to private clubs all located in a small area of Hartley & Mannamead.
- There are thus no public outdoor tennis courts to serve the north of the city (i.e. north of the A38), except the four at Harewood House in Plympton.
- In the remaining five localities, all the courts (one site in each) are owned by the City Council, comprising 16 courts.
- In addition there are courts at a number of schools, notably Eggbuckland School and Plymstock School, which has 10 courts, 4 of which are floodlit, and well used by the community and local club.

Quality – Outdoor Courts

6.3 Surfaces range from all weather tarmac to basic tarmac and grass courts. Several of the private courts are in poor condition and clubs do not have enough money in their sinking

funds to resurface and upgrade quality of floodlighting. A number of these facilities require upgrading and/or their outdoor clubhouses improved.

- 6.4 Only 40% of outdoor courts are floodlit. Out of Plymouth City Council's 20 courts, only 3 have some type of floodlighting (1 at Hartley Park and 2 at St Budeaux, Verna Road.) Again, quality is variable. Three of PCC's sites have 4 courts – Harewood House in Plympton, Dean Cross in Plymstock (both subject to arrangements with clubs) and West Hoe.

Tennis Provision – Demand Issues

- 6.5 Tennis development work throughout the city is promoted through various clubs and professional coaches; there are coaching programmes on the public courts at Devonport Park and West Hoe tennis courts through KGS Tennis and there is a well established league structure for juniors and adults. However, there is considerable potential for further expansion and development. Compared with national levels of participation, there is low number of clubs and low numbers of junior players coming through to represent Devon at tennis. There is great scope for increasing coaching on public courts and a need to increase the number of LTA qualified coaches operating in the area, as well as more young people on Level 1 and 2 coaching courses, for example.
- 6.6 Nationally, the LTA's whole sport plan for tennis is concentrating on increasing participation and through its 'Places to Play' strategy, giving priority to more junior participation. The Tennis Foundation is continuing to develop a network of 'Beacon sites' throughout the country – these are sites with a minimum of six visible courts and a catchment area within a 10 mile radius of a minimum of 200,000 people. At each Beacon Site the Tennis Foundation plans to generate competitive tennis, court bookings, and social interaction through a variety of measures and to become involved in this initiative, the park must be free for social use.

Indoor tennis

- 6.7 Indoor tennis courts are vital in sustaining the development of tennis participation as they provide significant increased playing opportunities. There are 8 indoor courts at the Devonshire Health and Racquet Club, which is a very high quality facility and runs developmental programmes; however, this has a membership structure which mitigates against non members widely accessing coaching programmes and general community use which would be required in for it to develop more fully. The Hele's School Bridome has 4 indoor tennis/3 netball courts which are well used by the local tennis club and for some development work. There are 4 indoor and 4 outdoor courts at the South Devon Tennis Centre in Ivybridge, which runs extensive coaching and training programmes attracting players from Ivybridge and the wider South Devon area, including Plymouth.

Assessment

- 6.8 Plymouth has a low level of outdoor court provision. The LTA proposes a standard for the provision of floodlit courts (population within 30 minutes (preferably 15-20 minutes) x 2%, divided by 60) which gives a level of provision of at least 80 floodlit courts for Plymouth. Even allowing for the omission of tennis courts on school sites (or the use of STPs for tennis in the summer), Plymouth is underprovided for against accepted standards.
- 6.9 The LTA is now emphasising the value of the development of indoor facilities and the Devon LTA regards the provision of a 4 court pay and play facility within Plymouth as a priority. A number of sites are under consideration, and given the need to target the socially excluded in tennis and the LTA national objective to increase participation, it

may be appropriate to locate this within an area that is accessible to the south west of the city.

Summary of Key Issues – Provision for Tennis

- Poor membership figures in clubs across city, only approximately 400 members in Plymouth city tennis clubs, which is a low level for a city of a quarter of a million people plus
- Low number of outdoor courts and very variable court quality; only 40% courts are floodlit. Distribution throughout the city is very uneven.
- Great scope for developing coaching across the city.
- Priority to develop a 4 court indoor pay and play facility within the city.

Analysis for the Strategy suggests consideration be given to the development of a network of facilities for tennis in the city, as follows:

City wide facility

- One principal indoor site with a minimum of 4 (preferably 6) indoor courts, with at least 4 floodlit outdoor courts in close proximity.

Community Facilities

- There is a need for tennis courts to meet casual demand from the community and for sports development work.
- As a priority, one outdoor site within the city – preferably in PCC ownership with at least four courts – to be floodlit and developed as a coaching centre
- Additional basic community level of provision of tennis facilities is to be provided via existing clubs and schools
- To try to secure greater community use of courts which currently have restricted access to the general public
- Given low level of provision, the need for more courts is considerable and the best option may be to provide these at new build school sites

Floodlit courts

- To floodlight existing courts, with priority afforded to sites where currently there are four courts which are not floodlit

7 Bowls

Maps	Map 30: Bowls Provision with 1000m and 2000m radii
Appendices	A.6: Facilities for Bowls

Quantity and Access

7.1 There are 12 outdoor bowling greens in the city, 4 in private club ownership and 8 owned by Plymouth City Council and leased to clubs. In April 2010, these were audited the Sports Turf Research Institute; the scores given are presented in the table below.

Locality	Green	Ownership	Condition Rating – Green	Condition Rating – Ancillary	Overall Fit for Purpose-Local	Overall Fit for Purpose - County
CNE	Central Park Bowling Greens: Upper	PCC/Club	5	3	4	4
CNE	Central Park Bowling	PCC/Club	4	3	4	2

	Greens: Lower						
CNE	Sir Francis Drake Bowls Club	Private Club	5	5	5	5	
SE	Tothill Park Bowling Green	PCC/Club	4	3	4	1	
SE	Unity Park Bowling Club	Private club	5	3	5	3	
SW	City Bus Bowling Group	Private club	2	2	3	2	
SW	Devonport Park	PCC/Club	4	5	5	3	
SW	Plymouth Hoe Bowling Green	PCC/Club	5	5	5	5	
SW	Victoria Park Bowling Green	PCC/Club	3	3	3	1	
Plympton	Harewood House Bowling Green	PCC/Club	4/5	5	5	4	
Plymstock	Dean Cross Bowling Green	PCC/Club	4	4	4	3	
Plymstock	Plymstock Bowls Club	Private club	5	5	5	5	

7.2 As with tennis, distribution of facilities throughout the city is uneven. There are no bowling greens in the North West locality and none to the north of the A38, except at Harewood House in Plympton.

Quality

7.3 The scores in the table above given by the STRI reflect ratings undertaken in the audit for this strategy. The STRI concluded that the greens within each category (county and local levels) were as follows:

County Level (Green and ancillary facilities to high standard)	Central Park (Upper Green only) Hoe Road Plymstock Sir Francis Drake Harewood House
High performing at Local level (Facilities lacking for County level)	Central Park (Lower Green) Unity Park (lacking in ancillary facilities) Citybus* Dean Cross* Devonport Park*
Local level only (Green and facilities to lower standard)	Victoria Park Tothill

*Possibility to perform at County level if improvements are completed. Placed at local level due to condition/circumstance at the time of assessment.

7.4 However, there are concerns among Plymouth bowlers over the condition and quality of some of the greens and the need to enlarge and improve changing facilities (so that they can cater for visiting and touring sides) and improvements to clubhouses, notably at Tothill Park.

Bowls – Demand Issues

- 7.5 Bowls in Plymouth has recently suffered from a major loss of facilities, mainly occasioned through the closure of the Civil Service Sports ground (2 outdoor greens and 6 indoor rink). In addition the 4 rink indoor facility at the Mayflower Leisure Centre has been earmarked for replacement for many years. Although bowls is not an activity that is exclusively undertaken by the more mature in age, there is a predicted significant growth in the 50+ population of Plymouth and there is clearly a need to acknowledge this sector of the community.
- 7.6 Outdoor provision is not considered adequate in terms of quantity, especially since the loss of the Civil Service bowling greens. Not all members have been able to find alternative greens/clubs, due to distances involved, poorer quality of greens or lack of spare capacity. A need has been expressed for an additional outdoor green in Central Park, to make a Centre for bowling activity alongside the indoor provision proposed within the Plymouth Life Centre.
- 7.7 The market segmentation analysis for the Strategy shows the relatively high population of Market Segment D19, 'Retired Singles or Widowers', in the North West of the city, for whom bowls is a popular sport, but there is no bowls provision in this part of the city.

Indoor Bowls

- 7.8 According to Sport England guidance through the Sports Facilities Calculator (although this is preferably only to be used in association with new development), a city with the population of Plymouth might be expected to support around 16 indoor rinks for bowls. There is currently only the 1 x 4 rink facility available at the Mayflower Leisure Centre, which is desperately in need of replacement. There is a significant indoor bowls facility void between Exeter and Plymouth since the closure of the 8 rink facility at Newton Abbot; the nearest facility to the west is at Liskeard.
- 7.9 A detailed feasibility study on the future of indoor bowling in the city was undertaken in Autumn 2007 by UCP Marjon, with findings supporting the strong strategic need for bowls facilities. The Plymouth Life Centre includes an 8 rink indoor bowls facility.

Summary – Key Issues for Bowls

- 7.10 The emphasis for outdoor bowls should be on securing a replacement to the Civil Service Bowling Greens, improving investment in quality including clubhouse provision, and raising the membership of some clubs.
- 7.11 In addition, consideration to be given to the following:
- improving access for the general by keeping clubhouses open for casual use
 - new facility developments in those areas identified within the strategy as currently having a shortfall of provision of outdoor bowls, especially where predicted increase of older people.
- 7.12 It is suggested that the requirement for further indoor bowls facilities be considered once the new indoor rink at the Plymouth Life Centre has become established.

8 Specialist Facilities

Maps	Map 31: Other Facilities in Plymouth with 1000m and 2000m radii
Appendices	A.7: Specialist Facilities; A.8: Squash Courts

A PROVISION FOR ATHLETICS

Facilities

- 8.1 Athletics activities take place throughout the city in a range of venues, including Brickfields athletics track, within the Mayflower Leisure Centre and at many schools (using grass tracks and facilities).
- 8.2 The principal facility is the floodlit six-lane synthetic athletic track with field event facilities at Brickfields Recreation Ground in the south west of the city, originally given to the city by the MoD.

Demand issues

- 8.3 The umbrella organisation for athletics in the city is the Armada Athletics Forum, which has a collective membership of over 2000 and comprises 14 athletics clubs. These include road running clubs and seven are city based, with seven from the surrounding Plymouth Travel to Work area. There is widespread evidence that demand for athletics across Plymouth is increasing, both outdoor and in sports halls, and there has been a particular growth in running with growing interest in the Women's Running Network.
- 8.4 Plymouth was recently selected as one of the first ten athletics networks in the country under a 3 year initiative promoted by England Athletics, in partnership with McCains and Sport England. The revenue funding from this has provided a full time Club and Coach Coordinator employed by the Armada Athletics Forum within the PCC Sports Development Unit to support and in some cases deliver a range of initiatives. The City Council has felt for some time that there is great potential for junior club development throughout the city, linking in with school programmes across the range of disciplines, and is fully supportive of this as an excellent opportunity to increase participation and ensure that existing facilities are fully utilised.
- 8.5 The objectives of this initiative are to open the sport to a wider audience, develop stronger community links and support the growth of club athletics. To date, as well as establishing links with the existing local Women's Running Network, the Forum is continuing to develop links with the School Sports Partnerships, University of Plymouth and UCP Marjon. Other recent activities include summer and winter time trials, development sessions and courses for athletes, coaches and officials and sharing of resources between member clubs.
- 8.6 The Brickfield track is well used in the evenings at peak times. The City of Plymouth Athletic Club, for example, and its partner clubs within the Armada Athletics Forum use the Brickfields track for shared training sessions every evening and on Saturday mornings. The track hosts a wide range of events including league competitions across all age bands throughout the year, plus one Devon match per year, county championships on a three year rolling programme and open track and field meetings, plus local member club events, quad kids competitions etc. There is also significant usage by schools, both during curriculum time and for sports days.

Summary – Key Issues for Athletics

- 8.7 Sport England Facility Provision guidance suggests that a city of Plymouth's size should be able to support an 8 lane athletics track.
- 8.8 There is concern at the standards of facilities at Brickfields. There is insufficient land for an 8 lane track on the current footprint and the current dimensions of the long and triple jump facility do not meet full AKA accreditation standards. In addition, lighting, trackside facilities and the surface of the track would benefit from improvements.
- 8.9 The need for the provision of high quality athletics facilities throughout the city and the current limitations for field events are acknowledged by this strategy. The preferred option is for junior development to continue within existing clubs and pathways for athletics development throughout the city to be progressed before further consideration is given to the provision of a new 6 or 8 lane track. This may require the identification of a new site as the existing Brickfields athletics site footprint is not large enough for an 8 lane facility.
- 8.10 In addition, it is proposed that the following are considered:
- the provision of floodlit endurance training routes for harriers/road runners
 - bringing the existing long and triple jump field event facilities at Brickfields up to full UKA accreditation standards (acknowledging that 2 runways for pole vault is unlikely to be possible), together with appropriate trackside facility improvements
 - the provision of a small scale outdoor training facility as specified by UK Athletics, encompassing a 140m straight with adjacent field event facilities. This could be located alongside a synthetic turf pitch provided in the east of the city, perhaps in Plympton on a school site
 - the provision of indoor training and competition facilities to support a network of high quality athletic facilities throughout the city. Sports hall athletics is an important driver for athletics development within the city and it is suggested that a central venue for sports hall athletics could be accommodated within the Plymouth Life Centre

B ICE RINK

- 8.11 Plymouth Pavilions opened in 1991, and although relatively modern in leisure terms, the Ice Rink has limitations in appealing to mass markets. It is fairly small and irregularly shaped (44m x 22m) and has a capacity of 250 people. The shape of the current Ice Rink restricts the promotion of ice shows and league ice-hockey. Nevertheless, the Pavilions rink serves a very large catchment, drawing people from all over Devon and Cornwall (the nearest rink is at Bristol which is 56m x 26m). It is well used for range of activities, including 2 figure skating clubs, Chilli Penguin club (regularly up to 100 younger children), recreational ice hockey, discos and ice mobility (for people with disabilities).
- 8.12 The Pavilions rink is due to be demolished as part of the redevelopment of Plymouth City Centre and the City Council is committed to replacement provision. Whilst the National Ice Skating Association of UK Ltd (Facilities Strategy) does not make specific reference to any UK ice skating site, discussions with the General Secretary support the strategic need for an ice-skating facility in Plymouth, identifying it 'high'.
- 8.13 Sport England confirmed their on-going support for ice provision in the city, during their analysis of need discussion with the Council in June 2007. In particular they cited the strong correlation between ice programmes and the 'youth agenda'. Ice provision also

has wide appeal to the 'family destination market'. A new ice facility is likely to have a 60% penetration rate amongst young people aged 4-19 years, linking to the core needs of the city's sports plan.

Assessment

- 8.14 Using research undertaken by PMP consultancy it is estimated that the 'critical mass' of people living within a 20 to 30 minutes drive time for an ice rink, to be commercially viable is 100,000. Plymouth meets this criteria, together with a higher than recommended number of young people aged 5 - 19 years. Using information from the Active People survey, there is a comparative preference to ice-skating participation amongst women aged 18- 40. The family 'appeal', of the facility, could explain this.
- 8.15 It is anticipated that an ice rink is built size minimum 56m x 26m with spectator seating for approximately 1,000 seats, to enable it to fully cater for community use as well as a learn to skate programme, recreational league ice hockey and one off events.

C SQUASH COURTS

Squash courts in Plymouth

Facility	No. of courts	Access type
Derriford Health And Leisure Centre	1	Members club
Devonshire Health & Racquet Club	3	Members club
HMS Drake	4	MoD restricted
Mayflower Leisure Centre	1	Public
Plymouth College Ford Park	2	Private school
University Of Plymouth Campus Sports Facilities	3	University + public
YMCA Kitto Centre	2	Public (dual use in day)
Fort Stamford Health & Fitness	4	Members club
TOTAL	20	

- 8.16 There are six community access pay and play squash courts in Plymouth - at the Mayflower Leisure Centre, the YMCA Kitto Centre and University of Plymouth. The number of squash courts in the city is slowly declining. Recently two courts at the YMCA Kitto Centre have been converted into classrooms and there are plans to convert one of the remaining two into an extension to the gym. The rebuild of sports facilities at UCP Marjon will not replace the current squash court provision.

Assessment

- 8.17 It is difficult to predict future participation levels in squash in the city. Nationally, adult squash participation is predicted to decline from 1.1% to 0.7% between 2005 and 2013. This represents a 36% decline, which is high compared to other racquet sports, although the numbers of squash clubs are expected to rise as a result of the extensive mini squash programme nationally, which has seen 15,000 young people come into squash.
- 8.18 From the governing body perspective, there are three main centres in Plymouth, the two clubmark centres at Fort Stamford and West Country Squash (recently closed) and Devonshire Health and Racquet Club. The priority for the NGB is to maintain the level of

existing squash courts and pay and play access to as many as possible to increase participation and build the club base where it is diminishing. A lack of publicly available squash courts makes it difficult for children and young people to access opportunities to play squash for the first time

- 8.19 However, the provision of dedicated squash courts cannot be economically justified as a stand-alone facility. Through the provision of 'multifunctional squash courts', the space can be programmed for a range of sports, which achieves higher occupancy rates. This design model (ASB) is included within the Plymouth Life Centre and this may also prove a suitable design for new sports hall provision on school sites.
- 8.20 The success of the future delivery of squash within the Plymouth Life Centre will be greatly enhanced through a service level agreement with England Squash to ensure squash coaching and development programmes are delivered.

D GYMNASTICS

- 8.21 There is specialist provision for gymnastics at Swallows Gymnastics Club, located in a building built by the club in 1993 in the Tamar Science Park, Derriford. The Club has thrived since being in this building and members come from all over the city, helped by public transport accessibility to the Centre which is good. Swallows has a sub-regional role in that it attracts elite performers from across south and west Devon and East Cornwall. The club maintains a huge waiting list and it is apparent that demand for gymnastics in the city cannot be satisfied. There is also much gymnastics and trampolining activity at YMCA Kitto Centre and UCP Marjon and both sports are very popular in schools throughout the city.
- 8.22 Swallows Gymnastics Club is very short of ancillary space (toilets, changing facilities, etc) and cannot be a competition venue as it has no spectator space. The club has planning permission to extend its facility and it is understood that the current intention is to extend to provide spectator accommodation at its existing location.

Assessment

- 8.23 Under Sport England guidelines, provision of dedicated facilities for gymnastics is based on one specialist centre for 250,000 population and/or 30 minutes drive time, together with an absence of competition facilities located within an identified catchment, or clear evidence of latent/suppressed demand. Due to the number of disciplines, each facility is unlikely to be able to specialise in more than two disciplines, therefore a network of facilities covering all disciplines is required.
- 8.24 This strategy supports the need for a performance and competition venue within Plymouth, capable of accommodating national and even international events – either achieved at Swallows, or on another site
- 8.25 In addition, there should be the capacity for gymnastics to be practiced in a range of sports halls throughout the city, by ensuring that in any new provision (occasioned through BSF or other means), pits and the requisite equipment are constructed as the hall is built, to give maximum flexibility for a range of activities.

E INDOOR RIFLE RANGES (IRR)

- 8.26 There is no national facilities strategy for shooting. The sport comprises a number of disciplines:

- a. Air Rifle and Air Pistol International 10 metre disciplines = NGB disciplines at 20 yard.
- b. Prone Small-bore (miniature) Rifle
- c. Three-Position International Small-bore Rifle (Prone, Kneeling, Standing)
- d. Small-bore Pistol (International "Free Pistol" discipline)
- e. Small-bore Carbine disciplines
- f. Cross Bow.
- g. Disability target shooting sports.

8.27 The key issues for the sport of shooting in Plymouth are:

- No facilities for target shooting since closure of range at YMCA Kitto Centre
- Great interest in shooting as an Olympic sport – especially following the success of Heather Fells (Olympic silver medal, Pentathlon).
- 7 disciplines within shooting; only (very limited) facilities for prone small-bore rifle shooting now available in Plymouth at 3 sites where access restricted:
 - Hele's School Sports Centre
 - Plymouth College Ford Park
 - Great Western Railway Social Club, Laira
- There are Olympic outdoor traps in Newnham Park to the north east of the city, beyond Plympton.

Assessment

8.28 Since the range at the YMCA Kitto Centre closed, shooting has been without a proper base within Plymouth, and the strategy supports the view that recognition should be given to this deficiency, given the history of the sport and the military presence in the city. There is a need for quality range provision to accommodate all seven disciplines for shooting.

9 Outdoor and Adventure Activities (The Natural Environment)

For other relevant information please see:

Maps

Appendices A.9: Climbing Walls

- 9.1 Past strategies by PCC and many current initiatives have identified the need for more emphasis on natural and water based fitness and sporting activities within the city. Not only can these have tremendous health and well-being benefits, but water and green space and the countryside can often be used, and/or enjoyed, for free or very little cost, an important factor in reaching traditionally low-participant groups. Contact with nature has been shown to improve people's physical and mental health – by increasing physical activity, it helps to reduce stress; The National Institute for Clinical Excellence (NICE), for example, recently issued new guidelines for health professionals, which highlighted the mental health benefits to older people of led walks in the natural environment.
- 9.2 Other examples include the benefits of working in Green Gyms (concept developed by the British Trust for Conservation Volunteers to successfully increase people's physical activity and promote good mental health and well-being), which have been evaluated by Oxford Brookes University. They demonstrate increased fitness, better mental health and a strong retention rate of 70% of participants after six months.
- 9.3 Similarly, nature can stimulate us to be more active in coastal areas. The Marine and Coastal Access Bill has been introduced to Parliament with the potential to significantly

increase coastal access. Plymouth has the potential benefits for its inhabitants of walking by the sea within easy reach of some of the most deprived parts of the city. Moreover, parts of the city which are deficient in indoor provision, such as St Budeaux, Ernesettle, Whiteleigh, Southway, Woodford, Chaddlewood, Turnchapel, Hooe, Oreston for example (being on the fringes of the built up area) are close to countryside and water resources, and advantage should be taken of this proximity by extending means of access such as footpaths, cycleways, slipways and launching areas. 'Co-operative Way' – route map joins up all city's green parks.

- 9.4 The Mount Batten Water Sports and Activities Centre provides a variety of adventure activities, as well as water based sports, including caving, climbing, abseiling, potholing, environmental studies and climbing/mountaineering.

A WALKING, RAMBLING AND RECREATIONAL CYCLING

- 9.5 The 10 mile Plymouth Waterfront Walkway was developed by the City Council in 2002 as a unique part of the South West Coast Path National Trail. It links the Cremyll Ferry landing stage on the shores of the Tamar with Jennycliff on the eastern side of Plymouth Sound. In addition, Plymouth has around 1500 hectares of park space, woodland, playing pitches and other public open spaces which is significantly higher than other comparable sized cities. New accessible green space has recently become available at Plymouth Countryside Park between the quarry and Sherford in the east of the city.

- 9.6 Plym Valley and Cann Woods are well established walking areas. Cann Woods are located only a couple of km from the Plymouth City Centre, and are thus easily accessible from many areas of the city. The Park and ride facility is within 750m of the proposed Plym Valley and Cann Woods trails. Opportunities for walking throughout the city are continually being developed, as proposed within the new Derriford Park.

- 9.7 The Sustrans Route 27 passes along the Plym valley, forming the southern portion of the Two Moors Way. There is also a Sustrans route and other cycle paths passing through Mount Edgcumbe – the 865 acre Country Park on the Rame Peninsula, South East Cornwall, setting for Mount Edgcumbe House which is jointly owned by Cornwall Council and PCC.

- 9.8 Other documents have set out the benefits of promoting cycling as an 'active transport', with benefits to health, fitness, well-being and the environment. Various initiatives which the strategy supports include:

- encouraging children to cycle to school, safely (with adequate bike storage at school)
- proposals for the North Plymouth Community Park, linking the Bircham and Forder Valleys, include a 11km public footpath, cycleway, and tree trail network. The topography of the site particularly lends itself to 'linear' leisure and recreational pursuits such as walking, cycling and running. Promotion of the health-benefits of these activities will be incorporated into the infrastructure and signage of the Park.
- the desirability of being able to move easily around the city on cycle and on foot
- the Green Space Strategy for Plymouth promotes the green space access target that everyone should be able to access a green space within five minutes' walk of where they live or work (240m straight line).

B CYCLING

- 9.9 Cycling in many forms is increasing in popularity, especially following Great Britain's recent Olympic successes. There are various disciplines: Roads (open roads and

closed circuits), Tracks or Countryside (BMX, Cycle Speedway, Cycle-Cross and Mountain Biking).

- 9.10 Bikeability programmes from both the School Sports Partnerships and the Council are broadening access to cycle training across the city, in tandem with this the Council is working in partnership with Sustrans to deliver safe cycling routes around schools.
- 9.11 There is specialist cycling provision in the city for BMX in Central Park, with smaller ramps and jumps at various youth facilities around the city. The only cycle speedway track, in Devon, is at Exeter. Newnham Park, a private estate, holds numerous cycling events throughout the year including the Newnham 60 and the Soggy Bottom series. With the arrival of the new mountain bike facility in the Plym Valley it is hoped to expand on Newnham's success, and through partnership working allow the delivery of even more events.
- 9.12 A funding proposal, to the Rural Development Programme for England (RDPE) for a Mountain Bike Centre Project in Cann Woods in the Plym Valley has been successful. Initial work will start in 2011 with an aspiration of having a full operating capability by Summer 2012. This is already a well used area for mountain biking and the new scheme will mark and grade new trails and denote the direction of travel and levels of difficulty.
- 9.13 The strategy research suggests the following:
- the maintenance of existing dedicated cycling facilities
 - consideration of further provision of cyclocross and junior mountain bike routes on the peripheries of sports fields, landscaped wastelands and disused quarry pits
 - the provision of an additional BMX facility within the city
 - cycle speedway – further review pending interest and demand

C CLIMBING

- 9.14 Climbing is very popular in Plymouth and the level of activity – and standards reached – is increasing rapidly. There are a small but growing number of climbing clubs based at several venues around the city.
- 9.15 Links with the education sector are strong, as most existing walls are on school sites. Eggbuckland, Estover, Lipson and Stoke Damerel Community Colleges and Plymstock School have beginner walls within their sports halls and facilities are being added to all the time – at UCP Marjon, Notre Dame RC School, Hele's School and Sir John Hunt Community Sports College are all in the process of designing and installing new walls. More advanced provision is to be found at the YMCA Kitto Centre (within the sports hall – again improvements are being considered) and at the Mount Batten Water Sports and Activities Centre, which has an outdoor wall, for abseiling and a ferratta section. There is a mobile wall in the Plymstock School Sports Partnership.
- 9.16 The research points to burgeoning activity in Plymouth and given the proximity of the city to the natural climbing environment on Dartmoor, the strategy finds that the sport would benefit from the development of a hierarchy of provision, and that there is a strategic need for a new high quality specialist facility. The nearest quality climbing provision is Undercover Rock in Bristol and within the South Hams near Totnes.
- 9.17 Over 50% of users of modern climbing facilities are aged under 19 years, with many families participating in group activities. Technology has assisted in providing curved resin products enabling a range of climbing activities to be promoted, including Auto belay, top roping, lead climbing, bouldering and abseiling. There has been a key shift in

market users, moving away from specialist dedicated climbers who use indoor facilities during inclement weather, to the mass leisure market.

- 9.18 The vision for the Plymouth Life Centre is to provide a climbing wall, which is open to everyone, which is safe, and promotes best practice in keeping with climbing tradition. The climbing facilities will be the central feature in defining the Plymouth Life Centre as a family leisure destination (adventure centre), which differentiates itself from other key leisure providers in Plymouth and the surrounding area. The provision of a climbing wall will be designed as a dedicated facility and not integrated within the sports hall. The facilities will be open access, with limited specialist equipment required on the part of the participant.

D OTHER ACTIVITIES

- 9.20 Climbing activities can be said to include rock climbing, abseiling, ice climbing, gorge walking and coasteering and sea level traversing and caving. Coasteering and sea level traversing are used to describe an activity which is a blend of rock climbing, caving and some water activities. It is climbing rock horizontally, either continuously or in sections. This is a growing activity in Plymouth. Caving takes place at Radford Cave when able to be accessed (Plymouth Caving Club).
- 9.21 Devon Orienteering Club has recently laid out a new course in Central Park. This activity is growing in popularity, and several schools are looking to establish courses in their grounds. Such tracks should be supported.

Key Issues: Outdoor and Adventure Sports and The Natural Environment

- Parts of the city which are deficient in indoor provision, such as St Budeaux, Ernesettle, Whitleigh, Southway, Woodford, Chaddlewood, Turnchapel, Hooe, Oreston for example (being on the fringes of the built up area) are close to countryside and water resources, and advantage should be taken of this proximity by extending means of access such as footpaths, cycleways, slipways and launching areas
- Enhancement of the capacity of, and improved accessibility to, the natural environment of Plymouth, including linkages to green spaces and countryside within and near to Plymouth for range of climbing, cycling, fitness and orienteering activities (see also Plymouth Green Spaces Strategy)
- Development of orienteering routes and facilities for range of cycling disciplines, walking and running etc
- Development of a network of provision for climbing, with a variety of smaller walls at school sports halls, progressing to the new innovative climbing zone, with 15m wall, aerial assault course, bouldering and abseiling facilities within the Plymouth Life Centre.
- Continuing development of wide variety of adventure activities – climbing, abseiling, coasteering etc

10 Provision for Water Based Sport and Recreation

For other relevant information please see:

Maps	Map 32: Watersports
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- 10.1 Sailing, windsurfing, power boating and personal watercraft are all great sports for getting residents plus visitors to Plymouth active, energetic and outside in the fresh air. Plymouth Sound is recognised as one of the best stretches of water within the South

West of England to experience these sports – and it is undoubtedly one of the city’s best assets for the introduction and long term participation out of any sport.

- 10.2 Plymouth Sound is a deep inlet, two and a half to three miles wide, and three miles deep, into which the River Tamar falls from the west, and the River Plym from the east. It is sheltered by a great breakwater, constructed in 1812-41 - an insulated mole of stones, a mile in length, stretching across the middle of the Sound, two miles from the Hoe.
- 10.3 Plymouth offers some many easily accessible opportunities to get afloat in the South West. There are in the region of thirty six RYA affiliated clubs and organisations within the Plymouth area, ranging in size from small sailing clubs through to the Mount Batten Water Sports and Activities Centre, situated on the Mount Batten Peninsula, which is an RYA centre of excellence for the development of regional, national and international training and competitions. In the Specialist Sports Strategy for Sport England South West in 1991, Plymouth was highlighted as a superb natural resource for England and the South West.
- 10.5 There is an enormous amount of water based activity taking place in Plymouth Sound and the Rivers Tamar and Plym, and a considerable amount of data has been collected through the strategy consultation process. To take this forward, consideration is to be given to the preparation of a separate Water Sports and Recreation Strategy for the city.

11 Health and Fitness Facilities

For other relevant information please see:

Maps	Map 33: Health and Fitness Facilities
Appendices	A.11: Health and Fitness

- 11.1 Demand modelling undertaken by Strategic Leisure (March 2007) utilising the Fitness Industry Association Health and Fitness Penetration for 2006, based on the 2001 census population rates, indicates that there is a current deficiency of approximately 112 public accessible fitness stations in the city. Using Active Places Power data, the total available fitness stations per 1,000 population in Plymouth, is 3.85. This compares to a south west regional ratio of 4.28 and England ratio of 5.04, per 1,000 population. An additional 120 stations located within the Plymouth Life Centre, based on the current population, would compare favourably when benchmarked in the south west region.
- 11.2 In the last ten years the growth of fitness facilities within the city has been led by the private sector, with provision at Cannons (86 stations), Devonshire Health and Racquet Club (110 stations), and McCaulay’s Health Club (80 stations), aimed primarily at higher income social groups.
- 11.3 The large majority of facility stations on a pay and play basis within Plymouth are located within schools or on Higher Education sites. These, together with community gyms, such as those in the neighbourhoods of Stonehouse and North Prospect, are a welcome addition to the range of health and fitness facilities in the city, as they are aimed at people with lower levels of fitness and may attract those unlikely to visit, or be able to afford, commercial gym facilities. However, fitness suites on school sites often have a lower number of stations and are of lower quality.

Key Issues: Health and Fitness Facilities

- 11.4 Some of the main considerations in providing more health and fitness facilities are:

- the forthcoming provision of a new accessible high quality facility for the community, at the Plymouth Life Centre - 120 station fitness suite; health suite, with sauna, steam rooms and showers
- it is estimated that, with the new facilities at UCP Marjon and the Plymouth Life Centre, there will be around 1230 individual stations throughout the city.
- there is great scope for growth in the number of community gyms and fitness suites which are easily accessible, using community halls and other local resources for a range of health and fitness activities
- further links to be developed between health and fitness facilities throughout the city and the wide variety of health resources (the GP Referrals system, for example)
- accessible, affordable and welcoming health and fitness suites are key components in increasing participation in activity and sport, particularly amongst women and low participant groups
- there is potential for better quality provision on school sites, notably larger gyms with more equipment and greater community access.
- there is scope for the development of young people's gyms, such as the recently installed 'Shokk' branded Gym at Brickfields Sports Centre, and ensuring that equipment on school sites is suitable for young people
- The potential for developing a network of sports science laboratories, injury clinics and performance centres and other specialist provision at key locations around the city, to avoid duplication

12 Sport and Fitness Activities in the Built Environment

- 12.1 Across the country, it is the most disadvantaged communities that suffer from both the worst health problems and the lowest quality environments (and participate the least in active sport and recreation). Healthy environments are essential for a sustainable healthy community, and while the link between public health and the built environment may be recognised, it is still regarded by many as tangential, or the responsibility of 'someone else' to deal with.
- 12.2 With up to two-thirds of men and three-quarters of women not taking enough exercise and a quarter of adults already obese, these issues need to be addressed, in Plymouth as elsewhere. Most sustained exercise is taken during the course of everyday activities, such as travelling to work or school or going to the shops, rather than specifically for health purposes. It makes sense therefore that the built environment should provide a network of routes and destinations that maximise the potential for activity on foot or by bicycle, rather than by motorised transport. There is a need for networks of well connected, well designed public space and streets which present greater opportunities for walking and cycling so that these become the norm for local journeys. Parks and green space are an effective environment in which to encourage people to take exercise, both informally and as part of organised sporting activities and are also crucial in making our neighbourhoods more walkable – and this is reflected in Plymouth's Green Space Strategy.
- 12.3 Plymouth is about to embark on the largest public sector construction programme for a generation (BSF, Plymouth Life Centre and new housing, for example, in Plymstock and, Derriford), which will particularly benefit the education, sport and health sectors. It is important that an understanding of the direct relationship between physical activity and the built environment is embedded in the work of all agencies - this includes not only

those procuring, designing and delivering education, health and sports buildings, but also doing the same in related sectors, including housing, public space and transport.

- 12.4 There is a unique opportunity to create an environment in which 'healthy choices are easy choices' and ensure that new built environments – whether educational, retail, residential, business, office etc – adopt a 'design for health and fitness' approach and encourage active lifestyles. The government hopes to transform the population into a fitter and more active nation in the run up to the 2012 Olympics and if the benefits of an active lifestyle are to be sustained beyond 2012, it is essential that we provide a built environment in Plymouth that offers opportunities for everyday activity. Local Development Framework documents such as the Sustainable Neighbourhoods Development Plan explore these issues further.

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SECTION D: STRATEGIC PRINCIPLES AND STANDARDS OF PROVISION

1 Strategic Principles

Some themes are integral to the Plymouth Sports Facility Strategy:

- To protect and maintain at least current levels of provision and resources for sport, fitness and recreation in the city.
- For Plymouth City Council and its partners to adopt an agreed network of sporting hubs and satellite centres providing quality facilities for world class delivery throughout the city as reflected in National Governing Body 'whole sport plans'
- To develop a network of locally accessible, flexible multi-sport and multi-activity facilities and environments. Multi-sport facilities should be developed where appropriate and sustainable, to optimise facility usage and capacity, particularly the co-location of indoor and outdoor facilities where appropriate for certain sports (for example, tennis, netball, basketball, bowls, athletics)
- The importance of accessibility to facilities and opportunities, to encourage as many people as possible to take part in sport and fitness activities.
- Wherever possible, to provide sports and leisure facilities in combination with other 'essential community facilities' that can be used for a number of purposes. The obvious location is on school sites within Plymouth but there will be other sectors such as retail and employment locations where such facilities can be of benefit.
- To acknowledge and consider further the opportunities afforded by Plymouth's waterfront setting for water based activities and sports and its proximity to the natural coastal environment, Dartmoor and countryside areas for outdoor activities and health and fitness pursuits.
- In order to take the strategy forward, the following to be considered:
 - early and systematic involvement of the community, the commercial, the educational and the voluntary sector in the design, delivery and management of new sports facilities; the challenge for the strategy is in bringing these diverse elements together
 - the identification of priority areas and action points to address major deficiencies and to maximise overall increases in participation amongst target groups
 - a focus on partnership working to design and deliver integrated sport and physical activity services and opportunities to improve both quality of provision, efficiency and effectiveness.
 - the strategy's findings to be linked to the Local Development Framework, Action Area Plans and other corporate strategies, objectives and frameworks wherever possible and appropriate

2 The Hub and Satellite Network of Provision

The development of this network, which places the Plymouth Life Centre at the central hub, will support the 'Grow, Sustain and Excel' continuum as promoted by Sport England

A The Plymouth Life Centre and Central Park Main Hub: 50m pool, high quality diving, 12 court hall, dance, 3G STP, indoor bowls rink, health & fitness facilities, outdoor tennis & bowls, pitches, skate park

B Strategic Multi Sport Activity Satellite Facilities

- UCP Marjon: 25m pool, 12 court hall, STP, pitches, health & fitness facilities
- The 'Kitto Hub': two sports halls, dance facilities, health & fitness, multi-use games area, pool
- Mount Batten Water Sports and Activities Centre/Plymouth Sound/Tamar & Plym: water sports; adventure/extreme sports
- Brickfields Sports Centre: synthetic turf pitches, athletics track, grass pitches, stadium
- Plymstock School Sports College; Sir John Hunt Community Sports College

C Specialist Facilities

- Ski and snow centre, ice rink, gymnastics competition and training facility, golf courses, indoor tennis centre, indoor bowls centre, climbing walls
- Tinside Pool and Plympton Pool
- Full size synthetic turf pitches
- Professional clubs: Plymouth Argyle FC (Football), Plymouth Raiders (Basketball) and Plymouth Albion RFC (Rugby)

D Community Facilities

- Network of minimum 4x court community sports halls including those on school sites and the University of Plymouth, half size STPs, outdoor tennis & bowls, health & fitness facilities, youth facilities

E Neighbourhood (Local) Facilities

- Access to multi use activity spaces (one court halls; ancillary halls)
- Access to multi use games areas
- Access to green space for fitness activities
- Networks of routeways and cyclepaths
- The built environment: designing for health & fitness, networks of routeways, cyclepaths, green space and waterfront access

3 Standards of Provision

3.1 Quantitative Standards

Standards of provision for sports facilities need to be developed with caution, given the variety of sports, sizes of sites and facilities involved. Whilst a numerical standard can be useful in terms of securing an overall level of provision, the quality and ease of accessibility to facilities are just as important. The standards developed below include provision of the Plymouth Life Centre and are intended as a minimum level of provision.

This table is intended to give details of potential future levels of provision required to meet the expanded population of the city expected by 2026.

This population growth will have to be monitored to ensure it is still relevant to the provision. There is no guarantee that this level of provision will be provided by the Council or others. It seeks to identify targets which can be worked towards over the coming years to secure the most practical levels of sports provision.

A	B	C	D	E	F
Facility type	Current provision	Current provision per 1000 pop ²	Current shortfall	Additional provision and estimated cost ³ required by 2026 (Total extra required by 2026 in brackets)	Proposed standard per 1000 pop
Sports halls	Equivalent of 26 x 4 court halls	60m ²	nil	4 halls (4 halls) £11,000,000	60m ²
2 Indoor Swimming Pools	Equivalent of 8 pools	8.9m ²	2 pools	0.6 pools (2.6 pools) £9,000,000	11.4m ²
3 STPs	7 STPs	178m ²	5 STPs	2 STPs (7 STPs) £4,800,000	306m ²
4 MASAs	5 MASAs	46m ²	6 MASAs	1.7 MASAs (7.7 MASAs) £600,000	101m ²
5 Outdoor Tennis Courts	40 courts	0.15 courts	12 courts	8 courts (20 courts) £1,300,000	0.20 courts
6 Indoor Bowls	8 rinks at The Life Centre	0.03 rinks (Life Centre included)	6 rinks	2.35 rinks (8.35 rinks) £2,000,000	0.054 rink
7 Fitness Gyms	1250 stations	4.8 stations	aprox 150 stations	c. 235 stations (c.385 stations) Average £5-6000 per station excluding accommodation	5.4 stations
8 Small Community Halls (Activity Space)	Not known	Not known	Not known	Target – 100 such spaces throughout the city £68,5000,000 (Based on a 1-court sports hall)	130m ²

² For summary of current provision see Appendix A and Notes below

³ Based on Sport England facility costs – 1st Quarter 2010

EXPLANATION OF POPULATION FIGURES

Population figures used: existing population taken as 259,243, according to the PTPCT estimates for 2008. 2026 selected as the end year, as this shows a projected population of around 300,000 (302907). (The relevant projection for 2021 is 286,893) - Source: RSS Growth Allocations Scenario Two, Variant Two (2006 Mid Year Estimate Base). Once geographic breakdown of these figures are available, it will be possible to compute some standards on a sub area, as opposed to city wide, basis.

Note 1: SPORTS HALLS

Standard computed on basis of a 4 court sports hall (or equivalent) measuring 33m x 18m (approx 600m²). Once the Plymouth Life Centre is built, there will be the equivalent of 26 x 4 court sports halls with community access at peak times in Plymouth (excludes HMS Drake/Wyvern Centre 6 court hall). These comprise 18 x 4 court halls in the city, Plymouth Life Centre and UCP Marjon each as 3 x 4 court halls (12 courts altogether on each site) and 2 halls at YMCA Kitto Centre (although actually 5 court and 6 court, counted for practical purposes as 4 court).

This is considered sufficient to meet demand at present, but equivalent of four additional 4 court halls required across the city within next 10-15 years (Plympton, Lipson/Laira and North west of the city; one other, possibly Derriford area). Current level of provision (target) is equivalent to 1 x 4 badminton court community accessible sports hall per 10,000 population or 60m² per 1000 population.

At existing levels of provision, the standard equates to the following within each sub area:

- East: 1 x 4 court hall per 11,166 people or 53.7m² per 1000 population (0.09 of a 4 badminton court hall)
- North: 1 x 4 court hall per 6,621 people or 90.6m² per 1000 population (0.15 of a 4 court badminton hall)
- South: 1 x 4 court hall per 9,835 people or 61m² per 1000 population (0.1 of a 4 badminton court hall).

In certain circumstances it may be appropriate to consider the provision of one or two badminton court sized halls (on, for example, primary school sites) to provide a basic community sports hall facility. However the standard is expressed in 4 court halls, as the preferred minimum level of provision.

Note 2: INDOOR SWIMMING POOLS

Standard computed on basis of 25m x 6 lane community pool measuring 25m x 13m (325m²),. Once the Plymouth Life Centre is built, there will be the equivalent of eight 25m pools with community access at peak times in Plymouth; five pools of minimum size 25m x 4 lane (UCP Marjon, Plymouth College, HMS Drake/Wyvern Centre and Plympton Pool) plus the equivalent of three 25m x 6 lane pools in the water area in the Plymouth Life Centre.

A current shortfall of 2 x 25m x 6 lane pools is identified (to serve Plymstock/Elburton and North West of the city). Target level of provision of one x 25m pool per 26,000 is suggested (equivalent to 11.4m² per 1000 population). representing an additional (over current provision) 2.6 pools required by 2026. (This relates well to the modelling for the Swimming Facility Strategy).

Note 3: SYNTHETIC TURF PITCHES (Full Size)

Standard computed on basis of a full size STP being 6600m² in size. Seven full size STPs with community use at peak times included as current provision (excludes HMS Drake/Wyvern Centre). A current shortfall of 5 STPs is identified (2 x sand filled; 2 x 3G and an additional STP to make a two facility site). Target level of provision of one x community accessible full size floodlit STP per 21,600 is suggested (equivalent to 306m², per 1000 population), representing

an additional (over current provision) 7 full size STPs required by 2026. (The changing demand for different synthetic surface types for hockey and for football and the increasing level of supply within secondary schools, with varying levels of access by community clubs, will require periodic review and a separate strategy for STP provision.)

Note 4: SYNTHETIC TURF PITCHES (Half Size or 'Managed All Weather Sports Areas)

Half size STPs (Managed All Weather Sports Areas or MASAs) have been calculated separately from full size STPs, as they fulfil a different function, principally training and coaching, and facilities for basketball, tennis, netball and five-a-side. Standard computed on basis of facility being 2400m² (60m x 40m) in size and five such facilities included as current provision. A current shortfall of a minimum of 6 MASAs is identified (one for each secondary school without an STP at present). Target level of provision of one x MASAs per 23,500 of the population (equivalent to 101m² per 1000 population) representing an additional (over current provision) of 3 (2.7) MASAs required by 2026.

Note 5: OUTDOOR TENNIS COURTS

According to the LTA's own proposed standard of provision, Plymouth should have in the order of 86 tennis courts; it has 40 courts, 20 of which are owned by the City Council. The strategy identifies the need for up to an additional 12 outdoor courts with community access (in areas deficient in such provision, i.e. the north west locality north of the A38; south east locality; Derriford area and elsewhere in the city such as in Central Park.) This would give a total of around 52 courts, equivalent to approx. 0.20 courts per thousand. Such a level of provision would require around 60 courts (an extra 20) by 2026.

Note 6: INDOOR BOWLS

The standard is computed on the basis of 8 rinks in the city (provision planned for the Plymouth Life Centre), with an allowance for an additional 6 rink facility in the city (to replace lost facility at Civil Service Sports Ground and based on expressed demand). 14 rinks give a target level of provision equivalent to one rink per 18,500 people and a proposed standard of 0.054 of a rink per 1000 population. This would require the addition (over the existing 8 rinks) of 8.35 rinks by 2026. Situation to be kept under review, once rink at the Plymouth Life Centre established; for this reason a range of one rink per 18,000 – 24,000 people is given.

Note 7: HEALTH AND FITNESS SUITES/GYMS

Building on demand modelling carried out in March 2007 it is estimated that with the new facilities at UCP Marjon and the 150 station facility planned at the Plymouth Life Centre, there are around 1250 individual stations throughout the city. There is a further need for additional gym equipment around the city: there are some schools without gym stations and would wish to see growth in community gyms and fitness suites which are easily accessibility; there are still many areas of the city which are poorly served. Say at least 4 locations with 25 stations plus 50 additional stations = 150 more stations required in total, to give a target figure of 1400.n. A target level of provision of one station per 200 people is suggested, equivalent to 5.4 stations per 1000 population. This represents an additional (over current provision) 385 stations required by 2026.

Note 8: SMALL COMMUNITY HALLS/ACTIVITY SPACES

There is no definitive local standard for the provision of local community halls/activity spaces in terms of scope and provision for sporting activities. The size of a community hall should be determined by the nature of the activities that it is designed to accommodate, size of population and its accessibility (10 minute walk). Floor area of 400m² suggested as a guide for minimum size. Target provision of one such facility per 3000 population suggested (as a rough indication – 2 such halls required in each neighbourhood or around 86 across the city), equivalent to around 130m² per 1000 population. This would result in a target of 100 such activity spaces/halls within the city by 2026.

3.2 Accessibility Standards

All people in Plymouth to live within 5 minutes' (straight line) walk of a green space and 10 minutes (straight line) walk of a facility or resource available to offer opportunities for sporting or fitness activity (community hall/activity space, multi use games areas, as well as green space). Larger indoor provision (4 x badminton court size) should be available within a 20 minute walktime (1km actual distance; 1500m straightline). The following table translates this into approximate journey times..

Straight Line Distance	Time	Mode	Facility
240m	5 minute	Walk	A green space of any size (as per Plymouth Greenspace Strategy)
500m	10 minute	Walk	Any one opportunity: for example, community hall/activity space, multi-use games area
1000m	20 minute	Walk	Community 4 court Sports Halls, MASA (half size STP), outdoor courts, health and fitness suites,
1500m	30 minute	Walk	Indoor pools, some specialist provision, outdoor sports hubs, full size STPs
4km	10 – 15 minute	Drive	The Life Centre, major specialist provision, for example, indoor bowls, ice rink, gymnastics training and competition facility

The following also to be considered:

- The need to review transport and travel patterns around the city, particularly in view of the distance from key facilities and deficiency of provision in certain areas (for example, parts of the north west locality, Plymstock and Plympton)
- As many facilities as possible to be served regularly by public transport within five minutes' walking distance
- Improving access for the community by providing better information about opportunities, improving signage to sites and facilities and the linkages between them, and by making entrances and approaches welcoming, safe and easily negotiated
- Promoting accessibility by 'active transport' (i.e. cycling, walking) and to use green routeways and cycleways to link sport sites
- Ensuring that all facilities are accessible to people with disabilities and those with reduced mobility.

3.3 Quality Considerations

Qualitative standards to embrace the following:

- Developments to be of high quality, sustainable, energy efficient, environmentally friendly and have the potential to impact positively on the quality of life of the local population
- Facility investment should result in 'fit for purpose', well located and quality provision, meeting identified participation needs, whether as a result of new build, rationalisation or refurbishment. 'Fit for purpose' means appropriately designed and equipped for the sports which it will accommodate i.e. complies with Sport England Design Guidance and NGB specifications, is of high standard and addresses all DDA needs.
- High quality ancillary provision is important in offering value for money and attracting customers, particularly high quality changing facilities, adequate car parking, viewing and catering facilities, especially on school sites with community access
- Major indoor provision (such as sports halls) to be planned in conjunction with appropriate additional facilities such as dance studios and health and fitness suites

- Facilities to be as flexible as possible: traditional 'sports hall' spaces to incorporate as many features and equipment as possible, from early design stages to maximise their use and longevity.
- Specialist equipment to be provided around the city to give as a wide a range of opportunities/sports as possible, for example: pits and bars (gymnastics); high quality drop down hoops (basketball); different types of flooring; harnesses (trampolining)
- New flexible solutions, such as ASB solutions for squash and other innovative 'activity space designs' – such as ball halls – to be considered.

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CITY OF PLYMOUTH

Subject: Ofsted Report - Inspection of Safeguarding and Looked After Children Services
Plymouth City Council

Committee: Cabinet

Date: 8 June 2010

Cabinet Member: Councillor Mrs Watkins

CMT Member: Director of Services for Children and Young People

Author: Mairead MacNeil, Assistant Director of Children's Social Care

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Ref: BL.MM.JPH(CAB)96(210510)

Part: I

Executive Summary: This report is a recognition and endorsement of the hard work that has taken place across Plymouth City Council with cross party support, working alongside young people, parents, carers and the outstanding partnership working alongside health, police and voluntary sectors.

Full results for safeguarding

- **Overall for safeguarding services**
 - Overall effectiveness Good
 - Capacity for improvement Good
- **Outcomes for children and young people**
 - Are safe Good
 - Feel safe Good

Outstanding areas were highlighted under "Leadership and Management", "Partnership Working", "Ambition & Prioritisation", "User Engagement", "Making a Positive Contribution" and "Outcomes for Looked After Children and Care Leavers".

Corporate Plan 2010-2013:

This report links with the Children and Young People's Plan, Corporate Plan and Corporate Improvement Priority 7 which incorporates the areas for improvement highlighted in the report.

Implications for Medium Term Financial Plan and Resource Implications:**Including finance, human, IT and land**

The implications financially had already been identified and resources allocated prior to the Ofsted Inspection in relation to the CareFirst recording system.

Other Implications: e.g. Section 17 Community Safety, Health and Safety, Risk Management, Equalities Impact Assessment, etc.

None

Recommendations & Reasons for recommended action:

The Cabinet notes the report of OFSTED and welcomes the considerable improvements in this service.

Alternative options considered and reasons for recommended action:

Not applicable

Background papers:

Ofsted Letter and Inspection Report dtd 21st May 2010

Sign off:

Fin RO/ChS 0296/27. 5.10		Leg L Sands 100528 Ref: LS 1126		HR MB 100528		Corp Prop		IT		Strat Proc	
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14 May 2010

Ms Bronwen Lacey
Director of Children's Services
Plymouth City Council
Civic Centre
Plymouth
PL1 2AA

Dear Ms Lacey

INSPECTION OF SAFEGUARDING AND LOOKED AFTER CHILDREN SERVICES REPORT

Please find attached a pre-publication copy of the inspection findings report following the recent inspection of Safeguarding and looked after children at Plymouth City Council. This report follows consideration by the inspection team of the points you raised about the first draft. The inspection team has provided a written reply to explain their response which is also attached.

The report will be published on 21 May 2010 and should be treated as **Confidential** until that time.

I would also be grateful if you would complete the attached feedback questionnaire and return it to safeguarding.lookedafterchildren@ofsted.gov.uk or by post to Michael Fowler, Freshford House, Redcliffe Way, Bristol, BS1 6NL by **11 June 2010**.

Yours sincerely

Sue Wootton
Inspection Delivery Team

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Inspection of safeguarding and looked after children services

Plymouth City Council

Inspection dates

8 March – 19 March 2010

Reporting inspector

Lynne Staines HMI

Age group: All

Published: 21 May 2010

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About this inspection

1. The purpose of the inspection is to evaluate the contribution made by relevant services in the local area towards ensuring that children and young people are properly safeguarded and to determine the quality of service provision for looked after children and care leavers. The inspection team consisted of three of Her Majesty's Inspectors (HMI) from Ofsted, one additional inspector and one inspector from the Care Quality Commission. The inspection was carried out under the Children Act 2004.
2. The evidence evaluated by inspectors included:
 - discussions with 93 children and young people and 28 parents/carers receiving services, front line managers, senior officers including the Director of Children's Services, Chair of the Children's Trust Board, Chairman and Chief Executive of the Primary Care Trust, Chairman of the Acute Trust and the Chair of the Plymouth Safeguarding Children Board, elected members and a range of community representatives.
 - analysing and evaluating reports from a variety of sources including a review of the Children and Young People's Plan, performance data, information from the inspection of local settings, such as schools, primary care settings, the acute hospital and day care provision and the evaluation of a serious case review undertaken by Ofsted in accordance with 'Working Together To Safeguard Children', 2006.
 - a review of 19 case files for children and young people with a range of need. This provided a view of services provided over time and the quality of reporting, recording and decision making undertaken.
 - the outcomes of the most recent annual unannounced inspection of the local authority's contact, assessment and referral service undertaken in October 2009.

The inspection judgements and what they mean

3. All inspection judgements are made using the following four point scale.

Outstanding (Grade 1)	A service that significantly exceeds minimum requirements
Good (Grade 2)	A service that exceeds minimum requirements
Adequate (Grade 3)	A service that only meets

	minimum requirements
Inadequate (Grade 4)	A service that does not meet minimum requirements

Service information

4. Plymouth has 58,000 children and young people up to the age of 19 years. This is 23.1% of the total population in the city. The proportion entitled to free school meals is above the national average in primary schools and below the national average in secondary schools. Children and young people from minority ethnic groups account for 6.7% of pupils in primary schools and 6.4% of pupils in secondary schools which is significantly below the national average of 24.5% and 20.6% respectively. This includes a very small proportion of children and young people from Black and minority ethnic, Gypsy, Roma and Traveller communities.

5. The Plymouth Children and Young People's Local Strategic Partnership was set up in 2000 and the Children's Trust established in 2007. The Trust includes representatives of Plymouth City Council, NHS Plymouth, Plymouth Hospitals NHS Trust, Devon and Cornwall Police Constabulary, Connexions, Learning and Skills Council, community and voluntary organisations, schools and parent representatives. The Plymouth Safeguarding Children Board (PSCB) is chaired independently and brings together the main organisations working with children, young people and families in Plymouth to deliver safeguarding services.

6. Community-based social care services for children are delivered through the advice and assessment service, four children in the community teams, family support teams, a children with disabilities team as part of a children's integrated disability service, a chairing and reviewing team, a youth offending service and an out of hours service. Other family support services are delivered by 16 designated children's centres across Plymouth. Services are provided to looked after children and care leavers by three children in care teams, a designated doctor and nurse, a Child and Adolescent Mental Health Services (CAMHS) children in care team, a 16+ and care leavers team and the permanency and placement service which currently has 144 foster care households and nine private fostering arrangements. Children's residential care is provided through commissioned contracts with independent providers.

7. At the time of the inspection there were 410 looked after children. They comprise of 86 young children (0-5 years), 231 children of school age (5-16 years) and 93 post-16 and care leavers. Plymouth uses a Virtual School approach in its support of looked after children to raise standards of individual achievement and attainment, celebrate their successes and increase the overall rates of progress made by looked after children.

8. Commissioning and planning of health services are carried out by Plymouth Teaching Primary Care Trust known as NHS Plymouth. Acute hospital services are provided by the Plymouth Hospitals NHS Trust. Learning disability and Child and Adolescent Mental Health Services (CAMHS) are provided by NHS Plymouth in conjunction with Plymouth City Council children's services.

The inspection outcomes: Safeguarding services

Overall effectiveness

Grade 2 (good)

9. The overall effectiveness of safeguarding services in Plymouth is good. Since the joint area review in 2006 there has been a significant and steady improvement in the ability of partner agencies to work together to develop and deliver good safeguarding services. The effectiveness of their progress was illustrated in June 2009 when the partnership was faced with a major investigation into child protection issues at a local nursery. This came at a time when demand for safeguarding services had already increased following high profile national events elsewhere. The partnership delivered outstanding work to secure the safety and well-being of young children and provided a high level of support to their parents. This would not have been achievable in 2006.

10. Children's safeguarding needs are strongly prioritised. The Children's Trust has a good awareness of its strengths and areas for further development and is driving forward and securing demonstrable improvements to service provision. Workforce planning is of good quality. In line with the national picture there are shortages of school nurses and health visitors to undertake health promotion work. The quality of multi-agency early intervention is effective such as the Family Nurse Partnership. The Family Intervention Project is good and has achieved positive feedback through its independent evaluation by Plymouth University. The partnership works well with the large military community who are well engaged at both strategic and operational levels. Integrated working has produced improvements in services to children with disabilities and for those children and young people who use the Child and Adolescent Mental Health Services (CAMHS). Good arrangements are in place to identify and intervene with missing children. There is evidence that all these improvements are showing a positive impact.

11. The Plymouth Safeguarding Children Board (PSCB) is increasingly effective, has made significant improvements since the joint area review in 2006 and is now good. It provides effective leadership and there are clear governance structures in place between it and the Children's Trust. The PSCB has been strengthened by extending its membership to the domestic abuse co-ordinator and to headteacher representatives from primary, secondary and special schools. The process for conducting serious case reviews has been significantly improved following receipt of an inadequate evaluation from Ofsted in 2008. New procedures and improved quality assurance arrangements have been introduced. Learning from this review has been disseminated across the relevant agencies.

12. Partners report that the consultative role of, and support from the advice and assessment service has led to improvements in safeguarding referrals. The consistency of response from social care has improved and is now satisfactory

overall. Initial and core assessments are at least adequate although quality varies. The quality of the casework seen by inspectors was good overall but not always reflected in the recordings. Frontline managers provided good informal support but formal supervision recording, robust management oversight and decision making are not always evident on case files. Training arrangements are in place to address this. Participation in assessments and in the reviews of their care plans by children in need and those subject to child protection plans is good overall. The health community is active and effective partners through, for example, CAMHS provision and their lead role in the child development centre. Senior managers have recognised the need to improve recording in dental services, among general practitioners and in the minor injuries unit.

Capacity for improvement

Grade 2 (good)

13. Capacity for improvement is good. Political and managerial leadership across the local area partnership is outstanding and provides a clear direction of travel. There is high visibility of senior managers, welcomed by staff who feel listened to and involved in improving services. All partner agencies meet statutory requirements for services at least adequately with many good aspects and all services are showing clear improvement since the joint area review in 2006. There is a strongly evidenced commitment from all partners to ensure that the well-being and safety of children and young people are at the heart of service planning and delivery. Early intervention provision and partnership work are effective and are resulting in positive outcomes for many children, with good early identification of their needs for safeguarding and protection. The wide range of good quality services provided by the voluntary and community sector further enhances capacity. A range of professionals interviewed during this inspection displayed high levels of enthusiasm, motivation and commitment to ensuring the provision of good quality services.

14. Overall, there are good systems in place across the partnership to monitor and evaluate performance and to make continuous improvements to services. Outcomes from inspections are used to inform and develop service planning and delivery. A peer review in August 2009 of children's social care referral and assessment identified changes needed to improve effectiveness. The major investigation affecting a nursery in the area commenced before these could be implemented and progress was delayed. Ofsted's unannounced inspection of contact referral and assessment arrangements took place in October 2009 and identified three areas for priority action. Good and timely action has been taken to respond to the priority areas for action and development identified both through the peer review and the unannounced inspection. The restructuring of the advice and assessment service is showing positive benefits for service delivery. However, the re-organisation has led to pressures elsewhere in the service which are currently receiving attention. The content of casework records within children's social care does not always receive consistent oversight by first line managers. This is not helped by the electronic recording system that does not provide timely and accurate case performance reports.

Areas for improvement

15. In order to improve the quality of provision and services for safeguarding children and young people in Plymouth, the local authority and its partners should take the following action:

Immediately:

- Plymouth City Council to review and resolve management information systems in the advice and advice service.
- Plymouth City Council to improve and sustain improvements to the quality of social work case recording and to ensure effective performance management including oversight of the content of the files.
- Plymouth NHS to improve and sustain the recording of chronologies and risk management within dental care across acute and primary care settings, in general practitioner practices and minor injury units.

Within three months

- Plymouth City Council to improve and sustain the quality of analysis and recording of initial and core assessments.

Within six months

- Plymouth City Council to ensure that timely and accurate electronic management information reports are readily available to managers.
- Plymouth NHS to review and improve capacity within public health school nursing and health visiting services to deliver public health promotion work.

Outcomes for children and young people

The effectiveness of services in taking reasonable steps to ensure that children and young people are safe. Grade 2 (good)

16. The effectiveness of services in Plymouth to ensure that children and young people are safe is good. Partnership working at the strategic and operational level is outstanding and outcomes show that there is effective identification of children and young people who are in need of safeguarding and child protection services. For example, in June 2009, a high profile safeguarding investigation led by the police demonstrated outstanding work across the partnership in ensuring the safety and well-being of 325 young children. This was further enhanced by the provision of comprehensive and high quality support to their carers. However, the unprecedented volume of

work that ensued meant that between June and October 2009 the implementation of identified service improvements to the advice and assessment team could not be advanced in as timely a manner as planned.

17. Early identification of risk issues and knowledge of the city's diverse communities ensures further effective safeguarding measures are in place. For example, Plymouth has a large military presence with the naval welfare service responsible for the welfare of over 2000 children and young people. The service's close links with statutory agencies and a place on the PSCB have promoted and ensured a good understanding of, and joint working on, safeguarding issues. There is an added benefit in that, through joint working, safeguarding issues specific to service children are better understood by schools, health professionals and other agencies.

18. For children and young people who attend the Accident and Emergency department, staff knowledge and awareness of safeguarding factors ensure that children and young people at risk of harm are promptly identified and referred for further assessment. The minor injuries units has been less effective in identifying risk and is currently implementing the same systems and processes as are already in place in all other areas of NHS Plymouth. To counterbalance this shortfall and as an interim measure, the named nurse safeguarding is undertaking monthly monitoring visits to the unit and is receiving copies of all cases where welfare or safeguarding issues have been identified. This is to review and assist in managing risk during the implementation stage of the new systems.

19. The re-launch of the Common Assessment Framework (CAF) in September 2009, the Family Nurse Partnership, and children's social care family support services are used well to identify need and deliver preventative services. Between September to November 2009, 90 CAFs were undertaken compared to 38 for the same period in 2008. Most schools are now using the CAF and report it is enabling them to work more constructively with families requiring additional support and with other partner agencies. Parents and carers who contributed to this inspection report positively on how these interventions have helped them. For example, 'it has really transformed my relationship with my daughter' and 'I now feel a better parent'.

20. The proportion of good or better safeguarding judgements in Ofsted inspections of primary schools, secondary schools, sixth form colleges and special schools exceeds national averages. Safeguarding in the pupil referral unit is satisfactory overall. A wide range of activities is provided by schools, children's centres, youth service, the voluntary and community sectors designed to raise safeguarding awareness of risky behaviours, divert young people from offending and generally promote their overall safety and well-being. Service provision to address the emotional well-being of children and young people is good. The CAMHS service provides good targeted and universal support. In November 2009, the CAMHS service established a new outreach team in recognition of the needs of children and young people. The

new service is having a positive impact both by reaching out to young people in their own communities and by providing where necessary speedier referrals to acute services for intervention.

21. Safeguarding arrangements are good for the identification and tracking of missing children. The multi-agency missing person support team is having a positive impact on reducing the number of children and young people missing from home and school. For example the 'Talk Don't Walk' programme promotes the dangers of running away and provides alternative interventions. A number of projects are appropriately targeted towards communities where the risk factors for children and young people are known to be highest. For example, the 'Operation Staysafe' project in high risk areas involves a team of police officers and youth and social workers undertaking street patrols on Friday and Saturday nights. This has had a positive impact in keeping children and young people safe through early identification of those involved in risky behaviour and through engagement with them and returning them home or to a place of safety.

22. The protocols established to share safeguarding information are used well by statutory agencies, the police and the voluntary and community sector. Multi Agency Public Protection (MAPPA) arrangements are good. The Multi-Agency Risk Assessment Conference (MARAC) protocol is well-established with weekly meetings contributing to keeping children and young people safe through good assessment and direct interventions. There are strong links between MAPPA, MARAC and the domestic abuse service. The partnership gives a high priority to work on domestic abuse and there are good awareness-raising activities within the community, healthcare settings and schools. An outstanding example of empowering service users to have real involvement in service planning and delivery of safeguarding is the establishment of the Survivors Educating and Empowering Domestic Abuse Services (SEEDS) project. It has had a positive impact on the safety and emotional well-being of children and young people and led to the establishment of 'Branching Out', a weekly group for child survivors. At the request of younger children, plans are firmly in place to develop a 'Seedlings' group for them and at the request of older young people, their wish to be trained as peer mentors is being followed up.

23. Inspection outcomes indicate that schools are increasingly effective in managing behaviour and offering good support to individual pupils who may have previously been subject to exclusion. Greater support for children and young people is evident through the engagement of learning mentors and increased support for families through parent support advisers. Children missing from education are tracked and monitored. Permanent and fixed term exclusions have continued to reduce. In 2009, there were 21 permanent exclusions, all of secondary school age. Provision for those excluded is satisfactory. These young people experience more severe problems and complex lives and previous interventions have not been successful. A few parents commented that they feel overwhelmed by school exclusion processes

and lack good guidance to help them advocate effectively for their children. All young people excluded are offered a CAF, although low take up is reported. A placement panel meets regularly to review and monitor placements providing good managerial oversight of those children and young people at risk. For the 80 children and young people educated at home, the council has clear monitoring arrangements in place. Home visiting staff are aware of child protection issues and procedures. All children and young people are visited and no settings have been judged to be unsatisfactory.

24. Support for children and young people with learning difficulties and/or a disability is good with robust strategic commitment to joining up services. A well developed and comprehensive 'team around the child' approach is adopted by all agencies. The child development centre, led by the health community, brings together a team of multi-agency professionals to provide a range of assessment, therapeutic and support services to children, young people, their parents or carers. There is a single point of contact and regular information sharing meetings between professionals. All professionals have received safeguarding training at a level appropriate to their role and responsibilities. Support services to parents and carers include short breaks, direct payments, equipment and small grants schemes. Although few in number, parents who contributed to the inspection reported positively on the quality of their children's education, particularly in relation to those with complex needs. They praised highly the support offered by the inclusion service and feel services are becoming increasingly 'child centered.' However, parents identify a lack of local, accessible neighbourhood activities for children and young people and comment that 'many of the opportunities are too sport orientated'. Good tracking and monitoring arrangements are in place to review those young people moving into adult services.

25. Support for children and young people accessing CAMHS and substance misuse services is good. CAMHS provides a range of services through its early years team, severe learning disability team, children in care team, the multi-disciplinary team and its outreach team. Targeted mental health work is provided to schools to support and maintain children and young people who have additional needs. Improved accessibility to the service, a strong focus on the preventative agenda, and its educative and treatment programs are having a positive impact in helping young people stay safe. The young person's specialist substance misuse service has increased significantly the number of young people in treatment from 57 in 2005-06 to 102 in 2008-09 and increased the number of referrals from children's services from 5% in 2007-08 to 30% in 2008-09, thus ensuring better support, treatment and outcomes for children and young people. A new initiative, 'Hidden Harm' is being developed to improve support and outcomes for children and young people living with the impact of parental or carer substance misuse. Children and young people are involved in the service design and have made a powerful training DVD for professionals reflecting their first hand experiences and thoughts.

The effectiveness of services in taking reasonable steps to ensure that children and young people feel safe. Grade 2 (good)

26. Good action is taken to ensure that children and young people in Plymouth feel safe. Through consultation and other activities, children have had the opportunity to raise issues with partner agencies such as policing, bullying, street lighting, safety in parks, transport and bus vulnerability. During the course of the inspection inspectors met with 93 children and young people in a variety of settings. They confirm they feel listened to and their concerns are acted upon. Overall, they report feeling safe in school and in their communities and value the support offered by adults they engage with. All health care settings accessed by children and young people have good security systems in place to protect them from potential harm. Inspectors were impressed by all the children and young people they met with during the inspection who presented as confident, motivated and willing to express their views.

27. The voice of Plymouth's children and young people is at the heart of the Children and Young People's Plan (CYPP) where their concerns and priorities for safeguarding are strongly reflected. As a result of relatively high reported incidents of bullying, the Children's Trust listened to the concerns of its young people and placed a high priority on tackling bullying and e-safety. The Tellus 4 survey identifies that 55% of children in Plymouth reported bullying during their last school year which is higher than in similar areas. The partnership contends that the relative high rates of reporting demonstrate good systems are in place to enable children and young people to report bullying safely and seek help. Children and young people who met with inspectors confirmed that initiatives such as the Bully Busters programme in schools and the training of peer mentors are having a positive impact. Other initiatives through work lesbian, gay, bisexual and transsexual young people through the 'Out' group and through the advisory service in tackling homophobic language help to keep young people safe and promote social cohesion.

The quality of provision**Grade 3 (adequate)**

28. The quality of safeguarding provision is adequate but has improved significantly since the joint area review in 2006. The workforce across both statutory and voluntary agencies has significantly improved its practice and is responsive to concerns about children's well-being and safety. Professionals at all levels throughout the partnership organisations demonstrate a very child-centred approach and a good awareness of child protection and broader safeguarding issues. However, within children's social care, the quality of assessments and care planning, although adequate overall, is variable. Of the files randomly selected for inspection, no child or young person was judged to be unsafe. There was, however, evidence that some children's or young people's needs had not been fully addressed in a timely way.

29. Since the re-launch of the CAF in September 2009, thresholds for the completion are better understood by all agencies and more appropriate referrals are made to children's social care. The consultative role adopted by the advice and assessment team encourages more open discussion between professionals from other agencies and a duty worker if there are uncertainties about whether the criteria are met for a referral. Schools and healthcare providers have welcomed this new way of working and report feeling more confident in seeking advice on safeguarding concerns. Overall, other agencies report that the advice and assessment service's approach now leads to more consistent responses. The out of hours service is good and provides added value to children's social care daytime services. For example, it will undertake planned weekend visits to children and young people.

30. The quality of initial and core assessments is variable and most are completed to at least an adequate standard. In the cases sampled not all demonstrated robust analysis. Action has been taken to ensure caseloads are placed at an appropriate level in the advice and assessment service but this has had an adverse impact on the timeliness of completion of initial and core assessments and led to work pressures in the children in the community team. For example, at the time of the inspection 30 initial assessments and 24 core assessments were out of timescale due to a number of operational factors. The electronic recording system does not provide readily available good quality management information and in 12 cases no explanation could be offered for the delay because neither the team manager nor social worker were available and the electronic system could not produce a report. The extent of delays, the lack of management information and, in particular, the inability of the service to provide an up to date assessment on all overdue cases present a risk to the council and undermine its assertion that all children where there is an overdue initial assessment are 'safe and not at risk'. Senior managers are aware of the limitations of the management information systems and the inconsistency in completing the electronic records accurately and are vigorously tackling both issues. A robust action plan has been implemented to ensure that the areas for priority action and development identified in the unannounced inspection of the advice and assessment service are responded to in a timely manner to ensure further safeguarding improvements.

31. Case planning is adequate and well supported by multi-agency partnership working. The quality of child protection plans is variable but at least adequate and demonstrates child-centred practice. However, in the cases sampled, a small minority of plans show a lack of clarity as to how risks will be reduced. Children subject to child protection plans are visited regularly, often in excess of statutory requirements and are seen alone by social workers. Child protection conferences and reviews are held in line with statutory guidance and are well attended by partner agencies, as are the core group meetings. The capacity of the independent reviewing service is stretched due to increasing numbers becoming subject to plans. In a small

number of cases sampled the challenge from protection conference chairs has not been sufficiently robust. This has already been identified by the service and a robust action plan put in place to strengthen the consistency of chairing and quality assurance arrangements. The monitoring of progress is reported to the PSCB. Planning for children who require protection through a court order is good and some cases demonstrated clear planning with good outcomes. There is a good understanding of parallel proceedings in the criminal and civil courts. More recently, the quality of reports prepared by social workers has been commended by judges.

32. There is a good focus on direct work with children and families. Social workers interviewed articulated well the outcomes they were working towards with children and young people and highlighted some very good work. Case notes and reports are completed in a timely way but the quality of recording is variable. Most cases sampled in this inspection did not provide sufficient evidence in social care files of the quality of the work that had been undertaken or include a clear analysis of risks. The standard of recording, including the consideration of children's racial, cultural and religious needs, did not do justice to the quality of practice observed by the inspection team.

33. Good systems are in place to ensure safe recruitment practices are consistently applied. A random selection of staff files provided good evidence that pre-employment checks are effectively undertaken. Decisions regarding any issues arising out of criminal record bureau checks are made at an appropriate senior manager level. The local authority designated officer ensures that appropriate arrangements are in place to consider allegations in respect of adults who pose a risk to children. Agencies are referring cases appropriately and resolution is completed in a timely manner. Voluntary and community sector organisations are aware of, and fulfil, their safeguarding responsibilities in respect of the adults they employ and use as volunteers. Training in safer recruitment and the management of allegations against staff is effective and has made a good impact in raising awareness across partner agencies. All schools have undertaken safer recruitment training and this is now being expanded to other service areas including the voluntary sector. Complaints made by children and families are handled correctly with appropriate support systems in place to assist children and young people to make complaints. However, despite ensuring children and young people know how to use the formal complaints procedure, there is low take up. Where the formal complaints process has been used, good practice ensues with issues followed up by managers and used in supervision to inform an individual's learning as well as being disseminated more widely through training and service improvement meetings.

Leadership and management**Grade 1 (outstanding)**

34. Leadership and management of safeguarding services for children and young people are outstanding with competent and determined leadership from the council corporately, the Children's Trust and the PSCB. This is complemented by cross-party political support from elected members and the children's portfolio holder as children's champion. The voluntary and community sector in Plymouth is very strong and a full partner of the Children's Trust, PSCB and a number of other cross partnership policy and performance activities. The Children's Trust demonstrates a strong collective ambition and vision for locality working with children, within which safeguarding is rightly prioritised and focused on delivering good outcomes for children and young people. A commitment to supporting vulnerable children and young people is integrated well with equally strong ambitions to raise attainment. From the confidential social workers' survey and inspection interviews, staff in all agencies confirm that senior managers are highly visible and approachable with a culture of openness and listening. They feel able to raise concerns about service delivery with managers at all levels and consider their concerns are taken seriously and acted upon.

35. The updated review of the CYPP is good and based on a thorough needs analysis. It provides a sound analysis of safeguarding performance alongside a very good understanding of local challenges. Priorities are clearly aligned to needs and they reflect children and young people's issues and views well. Three of the council's corporate improvement priorities relate to services for children, with one focused directly on keeping children safe. A fourth priority is focused on improving outcomes for children and young people living in all communities across the city. The Children's Trust Executive meets twice monthly to take forward service developments to meet the 10 priorities in the CYPP. Each priority area is championed by a member of the Executive who has the responsibility and accountability for driving forward the work required to deliver the priority. Service plans are coherent with clear links between them, the CYPP and the Local Area Agreement whose priorities include a focus on core assessments, child protection plans, bullying and children's mental health.

36. Since the joint area review in 2006, the PSCB has significantly improved its effectiveness in providing community leadership. Until the appointment of an independent chair in May 2009, the PSCB was chaired by the Chief Executive of Plymouth City Council. This was a key action for the Chief Executive to take as it gave a high profile to the importance of the Board and strongly encouraged partner agencies to accept their responsibilities and accountabilities for safeguarding. All partners now fully understand and discharge their statutory duties to cooperate and are fully engaged. Governance and accountability arrangements between the PSCB and Children's Trust are now clearly specified and therefore the PSCB is in a good position to develop its leadership role further.

37. A strategic commissioning framework is established and is particularly well supported by the high level of collaboration and integration between health, voluntary organisations and the children and young people's service. Joint commissioning and alignment of resources include services for children with disabilities, child and adolescent mental health services, substance misuse, teenage pregnancy and missing children. Contract monitoring is regular, outcome focused and robust. All of the services commissioned by NHS Plymouth are subject to a detailed service specification that includes safeguarding. Significant work has been undertaken jointly by health and children's social care to re-model council-provided special school provision.

38. Performance management and evaluation arrangements are good at the strategic level. Performance against national and local indicators is scrutinised by the Children's Trust and the council's cabinet and scrutiny committees. However, at an operational level within children's social care, managerial case management information is not readily available to all managers. Quality assurance and auditing of files is improving. Supervision structures are good and supervision within social care is generally held at the required frequency although the quality of recording is inconsistent. Too much reliance has been placed on informal consultation between worker and manager and therefore robust management oversight and decision making are not always evident on case files. Within health communities child protection support, advice and supervision is good with some areas having a dedicated supervisor and other areas able to seek advice from the named and designated professionals. However, this support and supervision is not consistently accessed by staff from different services across the health community. This is recognised by senior managers and is being addressed with first line managers across the partnership through the children's workforce development training plans. Single agency and partnership training is well resourced and valued by staff. It includes comprehensive child protection training at levels appropriate to the recipient's role.

39. Recruitment practice across the partnership is compliant with statute and guidance, and good progress has been made in attracting children's social care staff to Plymouth. Good workforce development planning, career progression opportunities and support for newly qualified workers have helped attract and retain staff. At the time of the inspection there were no headteacher vacancies and children's social care was fully staffed. The commissioning of services from the voluntary and community sector further enhances the capacity of statutory services. The recruitment of health visitors and school nurses reflects the national picture and remains a challenge. Because of capacity issues, both school nursing and health visiting services are targeted to meet safeguarding demands and therefore there is a shortfall in their ability to deliver the wider health promotion agenda.

40. The voice and active participation of children and young people in service planning are outstanding. There is a significant body of evidence and examples of the work they have done to influence the council and the work of

the Children's Trust. Examples include young people leading and managing the delivery of the Youth Capital Fund and the Youth Opportunities Fund, the children and young people's shadow trust board, involvement in the recruitment of education, social care and some health care staff and in scrutiny. Their voices and involvement have impacted on the provision of resources to help children and young people feel safer. For example, the deployment of a network of park rangers to ensure children and young people feel safe when using play areas, community police undertaking out of school and bus patrols, and the design of schools, parks and play areas. A number of DVDs with powerful messages have been made by children and young people for use in staff training to inform officers and others how they feel and what they want from services. However, although the views of children and young people including those with additional needs are taken into account well, they are not always recorded in assessments and care plans.

41. Partnership working is outstanding at both the strategic and operational level. The Children's Trust goes much further than just fulfilling its basic duties. Together with the PSCB they are providing visible and effective leadership and demonstrate their influence across all areas where the safety and welfare of children and young people need to be considered. At an operational level, front line staff reflect the strategic position by working collaboratively with partners to deliver children's plans. Information-sharing protocols are well established to good effect, with positive outcomes in individual cases. The Parent Partnership, the Family Intervention Project, a range of parenting programmes and the multi-systemic therapy project, initiated by the Department of Health with Plymouth as only one of two places where the programme is delivered by the voluntary sector, are all examples of partnership working that are having a positive impact on safeguarding outcomes for children and young people. Overall, user feedback is positive.

42. The promotion of equality and diversity is good. There is a good strategic focus on equality and diversity from the local strategic partnership and the Children's Trust. One of the key priorities relates specifically to improving outcomes for children and young people by tackling inequality. A council-wide system is in place for reporting, recording and following up on discrimination incidents. Although the council has achieved level 3 of the race equality standard as a city it scores low on the national perception indicator that people from different backgrounds get on well together. However, vulnerable groups are identified early and where necessary receive sensitive and targeted services. Similarly, in cases sampled there was good evidence of how agencies meet individual need. Within the wider community and schools much work has been undertaken to combat homophobic bullying and to promote faith awareness courses. Good work is undertaken with unaccompanied asylum seeking young people.

43. Safeguarding services provide good value for money. Good partnership working, joint commissioning and budgets aligned through the Children's Trust ensure that resources are well linked to priorities and that key priorities are

soundly translated into service delivery. Financial mapping is being undertaken to ensure an efficient fit between resources and need across the city. The most recent Use of Resources assessment of the council found that it delivers good value for money, budgets are well managed, efficiency targets have been met and that there is a strong focus on improving the service user's experience and of being more efficient. The Children's Trust places a strong emphasis on the importance of commissioning services effectively in partnership and in getting the right balance between cost and value. For example, Plymouth led the local region in the commissioning of the Connexions service provided by Careers South West. Significant efficiencies have been achieved across the region in savings and for Plymouth a significant increase in service delivery aligned to CYPP priorities. Corporate support within the council for children's services has ensured the budget is not reduced and there is shared acceptance across the council that its safeguarding function must not be compromised.

The inspection outcomes: services for looked after children

Overall effectiveness

Grade 2 (good)

44. The overall effectiveness of services for looked after children, young people and care leavers is good overall. The Children's Trust provides robust leadership resulting in a good shared vision and agreed priorities for improvement. Statutory requirements are met including those for care assessment, health management, planning, review and social worker visiting. The quality of case work recording and of some assessments is variable and does not reflect the quality of work undertaken directly with looked after children, young people and care leavers. Since the joint area review in 2006, there has been steady improvement in all areas of service provision. Corporate parenting arrangements are good with a shared responsibility across all agencies. Elected members demonstrate a strong commitment to corporate parenting and are champions for looked after children and young people. They offer appropriate scrutiny and challenge in respect of performance and meet regularly with looked after children and young people.

45. Outcomes for looked after children, young people and care leavers are good and demonstrate that the council and partnership are meeting their individual needs and providing them with safe care. Partnership working at all levels and across all agencies is committed, creative and robust. This results in well tailored support packages to meet individual need. The quality and comprehensiveness of health and educational support are particularly good. Access to leisure activities is good. The talents and levels of achievement of looked after children and young people are celebrated and rewarded. This is well received and appreciated by young people. Looked after children and young people participate well in their health assessments and case reviews and they report that they are fully involved in the process. Inspections carried out in 2008 judged the adoption service and the fostering service to be good and private fostering arrangements to be outstanding. Since then, these services have continued to develop further. However, despite focused attention on the recruitment of foster carers within the city sufficient placement choice remains limited. Commissioned residential services are closely monitored and evaluated through individual review and contract monitoring. A high priority is given to ensuring commissioned services are of good quality, that robust safeguarding systems are in place and providers can demonstrate improved outcomes for the children and young people cared for.

Capacity for improvement

Grade 2 (good)

46. The council and its partners have good capacity to improve services for looked after children, young people and care leavers. They have a strong and accurate awareness of their direction of travel, of the improvements made and areas for improvement. Since the joint area review in 2006, partnership

working has improved significantly and is now outstanding. There is effective leadership at all levels with shared ambition and prioritisation to meet the needs of Plymouth's looked after children and care leaver population. Vision and priorities are clearly articulated and translated into practice. Performance against indicators for looked after children are generally better than similar areas with improvements continuing to be made. Good performance systems are in place to identify early any emerging problems. The effectiveness of a wide range of programmes to prevent children and young people entering the care system, the quality of looked after children services, and ongoing work to minimise children and young people needing to remain in the care system result in improved outcomes for children, young people and care leavers. There is a good record of the partnership securing key improvements in the quality and costs of provision. The voice of looked after children, young people and care leavers is given prominence when important decisions are made. Their contribution to service planning and delivery is outstanding with tangible evidence of them effecting change. Across the partnership workforce there is evidence of good practice and dedicated and committed practitioners working well to deliver good quality services for Plymouth's looked after children, young people and care leavers.

Areas for improvement

47. In order to improve the quality of provision and services for looked after children and care leavers in Plymouth, the local authority and its partners should take the following action:

Immediately:

- Plymouth City Council to improve the quality of social work case recording and ensure effective performance management oversight of the content of the case records.

Within three months:

- Plymouth City council to improve the quality of up to date assessments and care plans for looked after children, young people and care leavers with recommendations and required actions documented in measurable ways within set timescales.

Outcomes for children and young people **Grade 2 (good)**

48. Overall the health of looked after children and care leavers is good. Healthcare partners give priority to looked after children and once an assessment of health needs has been undertaken, they have good access to appropriate and timely healthcare services. The designated nurse has established good links with those in foster care, children's homes and young people moving towards independence. Effective arrangements are in place for children and young people in external placements. The looked after children's

nurse is proactive in following up health assessments for looked after children and young people placed outside of Plymouth, but achieving a timely response remains a challenge. Some health assessments can take up to four months to report. A recent audit of health support for external placements indicates that a child or young person's health needs are met but not in as timely a manner as those living within the city. Systems are in place to alert the looked after children's nurse to any missed appointments so they can be followed up swiftly.

49. The number of annual health assessments completed within statutory timescales at 96% is good and above the national average. The quality, comprehensiveness and recording of completed health assessments seen during inspection are good. There has been improved take up by young people aged 14 and over through an increasingly flexible approach to see them at their request in their place of choice, for example, at The Zone, Frederick Street or children's centres. Seeing young people in these settings has the added benefits of reducing any stigma they experience and of them being in a place where, if necessary, they can access other health care services. Outcomes for looked after children under five are good and improving. There are good rates of immunisation at over 90%. Access to dental health care has improved with the council reporting 92% of dental checks completed. All looked after young people aged 16+ are offered and encouraged to undertake a health assessment. Sexual health well-being is addressed with good service provision across a variety of safe sites including schools and youth centres.

50. Good and timely intervention is provided by health professionals to support placements and prevent breakdown. For example, early CAMHS intervention to both foster carers and the individual child or young person is provided to help support and maintain placement stability. Foster carers receive formal training in their preparation and development programme to ensure they are aware of their role in promoting healthy lifestyles for the children and young people they care for. Looked after children surveyed for this inspection confirm they have useful advice from adults on healthy diets and exercise. The impact of health care investment for looked after children and young people has led to a greater awareness of health issues and provided young people with more confidence to access services once they leave care. Young people seen by inspectors confirm they feel well supported and receive good health promotion advice.

51. Children and young people who are looked after benefit from good safeguarding arrangements. All looked after children and young people are allocated to qualified social workers. The adoption and fostering services have been judged as good and the private fostering service judged as outstanding. All residential and some fostering provision is commissioned from the independent sector. There is a strong focus on promoting and maintaining placement stability with some good outcomes noted. A new payment for skills scheme for foster carers is starting to have impact by increasing the number

of level four placements within Plymouth enabling some children and young people to remain nearer to their local communities. While placement stability has improved, overall there is very little placement choice locally. Children and young people surveyed and met with as part of this inspection confirmed that the advice they receive from adults about keeping safe is valued and if they were being harmed there are people they would be able to tell about it. The Missing from Care Policy is implemented well for Plymouth children who go missing from placement both within the city and outside its boundaries. It clearly defines situations where a child is missing as opposed to an unauthorised absence, gives clear timescales and actions, and includes a risk assessment for carers to complete. Where the child or young person is missing for an extended period, it specifies the review processes to be undertaken by senior managers and the director. The Out of Hours services provide foster carers with appropriate levels of support. The safety of children in external placements is effectively monitored through robust contracting arrangements and regular statutory visits from social workers.

52. The impact of services on enabling looked after children and young people to enjoy and achieve is good. The establishment of a virtual head in 2008 has had a positive impact in improving the attainment of looked after children and young people. The role is highly valued by schools, and acts as a key reference point for accessing other services and support systems. All looked after children and young people have a personal education plan. However, the quality is variable and actions are in place to address this issue. Good mechanisms are in place to track the individual progress of looked after children and young people with increased opportunities for educational support. For looked after children and young people placed outside Plymouth, the virtual head monitors and follows up educational achievement, home work arrangements, attainment, attendance and punctuality. There is good use of learning mentors for looked after children and young people alongside a teacher with encouragement for foster carers to take on this role. The use of the personal education allowance provides children and young people with a range of additional activities tailored to meet their individual needs. There is good access to a range of leisure activities and looked after children and young people are encouraged and supported to engage in a range of hobbies and extra-curricular activities. For looked after children and young people with complex needs a designated Plymouth Looked After Children Education (PLACE) team member coordinates the additional support required.

53. The educational attainment of looked after children and young people has continued to improve. Unvalidated data for 2009 show good progress for looked after children from Key Stage 1 to Key Stage 4. At Key Stage 2 in English, 55% achieved level four compared to 41% in 2008. This is the highest score ever recorded by Plymouth's looked after children. In mathematics 50% achieved level four compared to 32% in 2008. At Key Stage 4 progress has been variable, although there is evidence that the gap is narrowing between looked after children and the wider population. While fewer young people were entered for one GCSE in 2009, unvalidated data

show significant improvement with 82% of looked after young people gaining 5 A*-Gs. This is 10% behind what all children achieved nationally in 2008-09. For the first time, 11% of young people in care achieved the benchmark of 5A*-C GCSEs including English and mathematics. The attendance of looked after children is good, consistently above the national average for looked after children, and compares favourably with attendance rates for all children. No looked after children or young person has been permanently excluded for the past three years.

54. Opportunities for looked after children and care leavers to make a positive contribution are outstanding. Members of the Listen and Care Council have been proactive in developing the Pledge. The young people who contributed to the inspection were clear that the objectives included in it were their own, that the commitment made by the Council was appropriate and gave examples of what had changed. Consultation with looked after children and care leavers is well embedded. There are good examples of their contribution to service design and delivery both in health and social care. Young people felt they had had a significant impact on the selection process through their involvement in interviews of social workers, service managers, team managers, CAMHS and Youth Offending Service workers. They feel this is a positive development and that this demonstrates the council and other agencies take their views seriously. Older young people are willing to take on lead roles and represent the views of others. An outstanding example of the influence looked after children have had on service design is the newly established Shadow Foster Panel. Young people had previously been involved in sessions on the skills to foster course but felt they had no say on who were approved as foster carers. The council responded and now foster carer applicants also attend a shadow panel made up of looked after children and care leavers who interview the applicants and have some influence in the decision making process. One young person stated 'it's ridiculous that someone can become a foster carer without meeting a young person who is in care, this has changed'.

55. The impact of services to improve the economic well-being of care leavers is good. The vast majority have an up to date Pathway Plan which is regularly reviewed although the quality is variable. Care leavers who met with inspectors are positive about the support they receive from the 16+ team, a well-motivated group of staff. They receive good preventative health support, in relation to their sexual health and to help them stop smoking. Fewer young people are choosing to leave care at 16. From a baseline position of 40% of 16-18 years olds in 2007 it has reduced to 8.6% in 2009-10 signifying better support in preparing young people for eventual independence. Of the group who completed their statutory education in 2009, all but two young people are in further education, training or employment. All care leavers receive financial support to help them access further and higher education opportunities. Currently there are nine young people at university. The proportion of former care leavers continuing in full-time education is 78.6%, an increase from 66.7% in 2008. Nine care leavers without qualifications have been supported

to re-engage in education and have achieved entry level 2 qualifications. The proportion of care leavers living in suitable accommodation has improved and is good at 95.2%. Partnership working with housing is developing placement choice through provision of transition flats, Raglan Court housing, commissioned supported lodgings and the opportunity to remain with foster carers. This is good practice. The council demonstrates strong commitment to act as a good corporate parent to young people leaving care.

The quality of provision

Grade 2 (good)

56. Service responsiveness is good. There are good preventative services in place for children and young people on the edge of care. Increased use of the CAF, multi-agency support such as that provided by the Family Intervention Project, Family Nurse Partnership and the family support worker service are all showing effectiveness in improving parenting capacity and supporting children and young people to remain at home. Parents who contributed to this inspection spoke positively of the support they had received. Increased use of Family Group Conferencing has had a significant impact on reducing the number of children and young people entering public care. A review of data demonstrates that of the 60 children and young people referred to the family group conferencing service, following the meeting, 40 were maintained within their families. Decision making in respect of children becoming looked after by parental agreement is at an appropriate level of seniority. There is a good resource panel in place that ensures all alternative safe options have been considered before a child or young person becomes looked after.

57. There are currently 410 looked after children and young people. Numbers have risen by 40 during 2009-10 reflecting the national picture of an increase in demand for public care for very young children and older teenagers. There is good partnership working at all levels to meet individual and changing needs. Looked after children and young people are positively encouraged to develop good self-esteem and high aspirations. Young people seen during the inspection describe how they feel respected and valued. All looked after children are allocated to a qualified social worker. At 16 years of age many looked after young people transfer to the 16+ team which provides services more appropriate to their needs. Most looked after children and young people who completed the pre-inspection survey indicated they know how to make a complaint. Nine reported having used the process in the previous 12 months with 89% considering their concerns had been dealt with fairly. Most young people knew how to access an advocate but report having made their complaint themselves.

58. Assessment and direct work with looked after children and young people are good overall but are not always carried out in a timely manner. However, outcomes for looked after children and young people are good overall. Improved commissioning and procurement practice is leading to better outcomes in relation to health, education and placement stability. Placement stability is supported through direct work by professionals with foster carers

such as that provided by the looked after children's nurse, CAMHS, substance misuse services, PLACE, and the youth service. All looked after children and young people are reviewed on time through statutory processes. Transition arrangements are improving with some evidence of the CAF and children in need plans used to support children and young people to return home.

59. Care planning, review and recording are adequate overall. A majority of looked after children and young people have an adequate care plan but on the cases sampled not all care plans were documented in a sufficiently clear style. In some, there was a lack of analysis, contingency planning or updated assessments. However, in a number of cases sampled, the quality of work being undertaken was significantly better than that recorded in the care plan. Senior managers are aware of this, and the role of the independent reviewing officers has been strengthened to provide more challenge and quality assurance. All looked after children and young people are reviewed on time through statutory processes. Of the 78 children and young people who took part in the pre-inspection survey, 90% reported they felt their reviews worked well or very well to make sure the care they receive is what they need and 85% reported that they felt their wishes were taken into account well or very well. In cases sampled, the frequency of social workers' contact and visits to looked after children is good and in some instances exceeds statutory requirements. Case recording, however, is variable in quality. Social workers interviewed articulated well the outcomes they were working towards with children and young people and highlighted some very good work.

Leadership and management

Grade 1 (outstanding)

60. The leadership and management of services for looked after children and young people are outstanding with competent and determined leadership from the council corporately, the Children's Trust and the PSCB. This is complemented by cross-party political support from elected members and the children's portfolio holder as children's champion. A child-centred approach and the promotion of their safety and well-being are at the heart of the partnership's ambition and priorities for looked after children and young people. Elected members who undertake corporate parenting responsibilities are passionate about championing looked after children and young people, meet regularly with them and are proactive in promoting their interests. They will challenge the suitability of service provision and actively follow up and monitor any concerns they may have. For example, one young person gave inspectors an example of change as a result of a corporate parent's intervention. The young person had moved to Plymouth as a care leaver from another council area and found it difficult to be allocated a 16+ worker. A councillor on the corporate parenting group was told about it and, 'they championed my cause and a worker was quickly allocated'.

61. Performance management at the strategic level within the looked after children's service is good. The Children's Trust, PSCB and the corporate improvement board all receive and scrutinise management information on the

service and hold officers to account. At an operational level performance management systems for managers, to ensure statutory visits are made within timescales that children are seen alone, and reviews are held on time, are adequate. Monitoring of commissioning arrangements is good and has led to improved outcomes for children and young people. Working in partnership with other areas, Plymouth has developed a detailed commissioning strategy which ensures good quality placements that offer value for money. Services are selected through a rigorous initial pre-qualification process followed by a cost and volume test. The initial selection includes policy evaluation, assessment of how well embedded these policies are, their impact on practice and finally a site visit to every children's home which has over five beds and a sample of foster homes, if an independent fostering agency. Supervision of staff within children's services is generally carried out in accordance with the policy. However, the quality of decision-making is not consistently reflected in the records. Through the children's workforce development training, programme plans are in place to address this issue with first line managers.

62. The engagement of looked after children and young people in service planning, training events, consultation events and service delivery is outstanding. Children and young people who met with inspectors confirm that the Director of Children's Services and elected members are very visible, listen to them and they feel valued. A 'date with the Director', a series of keeping in touch meetings with looked after children and young people, in addition to other formal consultation processes, is highly acclaimed by them. The young people report they 'like having the chance to put questions to the Director, feel they are listened to and can say what they want'. There is good and tangible evidence that looked after children and young people are listened to and they are proud of the influence they have on service delivery. For example, they told the partnership they wanted more informal access to health services and better venues. Consequently, health care staff are operating from youth centres. This has impacted positively on the take up by young people of health information, advice and guidance.

63. Partnership working to meet the needs of looked after children and young people is outstanding and well established at both the strategic and operational level. Strategic planning through the work of the Children's Trust is effective, child-centred and focused on keeping looked after children and young people safe, maintaining and further extending their levels of educational attainment and making in-roads into promoting and improving healthy lifestyles. At an operational level and in order to support and improve outcomes for looked after children and young people, a wide range of services works very effectively together to deliver good outcomes.

64. The promotion of equality and diversity for looked after children, young people and care leavers is good. The shadow Children's Trust Board is inclusive of looked after children and young people who have the opportunity to develop strategic leadership skills. Needs arising from racial, cultural and religious backgrounds are well and sensitively met at an individual level,

although not always reflected well within care plans and recording. Joint agency work coordinated by the 16+ team is effective and has led to positive outcomes for young unaccompanied asylum seekers resulting in 86% of young people having secured education or work placements and over 90% having secured safe accommodation. The Ethnic Minority Advisory Service provides training for foster carers with a good focus on broadening children and young people's horizons.

65. The contribution of partners to achieving value for money is good. Improvements in commissioning and procurement have been achieved through a peninsula-wide partnership. This has improved the range and quality of placements available to looked after children and young people. The recent rising numbers of looked after children, including those whose needs are best met in external placements, have created recent budget pressures. However, appropriate management oversight is in place to monitor the situation and take timely action. Strong corporate and cross-party political support has identified shared resources and support to make sure that children are able to remain in stable placements and that the looked after children and young people's service is appropriately funded.

Record of main findings: Plymouth

Safeguarding services	
Overall effectiveness	Grade 2
Capacity for improvement	Grade 2
Outcomes for children and young people	
Children and young people are safe: effectiveness of services in taking reasonable steps to ensure that children and young people are safe	Grade 2
Children and young people feel safe: effectiveness of services in helping to ensure that children and young people feel safe	Grade 2
Quality of provision	
Service responsiveness including complaints	Grade 2
Assessment and direct work with children and families	Grade 3
Case planning, review and recording	Grade 3
Leadership and management	
Ambition and prioritisation	Grade 1
Evaluation, including performance management, quality assurance and workforce development	Grade 2
User engagement	Grade 1
Partnerships	Grade 1
Equality and diversity	Grade 2
Value for money	Grade 2

Services for looked after children	
Overall effectiveness	Grade 2
Capacity for improvement	Grade 2
Outcomes for looked after children and care leavers	
Being healthy	Grade 2
Staying safe	Grade 2
Enjoying and achieving	Grade 2
Making a positive contribution	Grade 1
Economic well-being	Grade 2
Quality of provision	
Service responsiveness	Grade 2
Assessment and direct work with children	Grade 2
Case planning, review and recording	Grade 3
Leadership and management	
Ambition and prioritisation	Grade 1
Evaluation, including performance management, quality assurance and workforce development	Grade 2
User engagement	Grade 1
Partnerships	Grade 1
Equality and diversity	Grade 2
Value for money	Grade 2

CITY OF PLYMOUTH

Subject: Youth Justice Performance Improvement Framework 2010-11
Committee: Cabinet
Date: 8 June 2010
Cabinet Member: Councillor Mrs Watkins
CMT Member: Director of Services for Children and Young People
Author: Benji Shoker, Youth Offending Service Manager
Contact: Tel: 01752 (30) 6999
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Ref: BS
Part: Part 1

Executive Summary:

Each Youth Offending Service (YOS) is required to submit an annual plan to the national Youth Justice Board laying out its strategic plans for preventing offending and reducing reoffending across its area of operation. This is the Youth Justice Performance Improvement Framework (YJPIF) for Plymouth's YOS for 2010/11 completed using the standard template provided by the Youth Justice Board.

This report is Part 2: Capacity and Capability (C&C) Self-Assessment and sets out performance commentary regarding National Indicators and the C&C of 9 outcome areas, which are;

1. Assessment, planning, interventions and supervision (APIS)
2. Resourcing and workforce development
3. Access to universal and specialist services
4. Reductions in first time entrants to the Youth Justice System
5. Reducing reoffending
6. Use of custody
7. Risk of serious harm
8. Safeguarding
9. Victim and public confidence

The YJPIF has also been through a process of validation by the Youth Justice Board and are awaiting outcome.

Part 1 of this document has been incorporated into the strategic Children & Young People's Plan and will be updated in line with those timescales.

Corporate Plan 2010-2013:

The Local Strategic Partnership has set out its approach to Plymouth which is themed into Healthy, Wealthy, Safe, Strong and Wise. The Local Area Agreement (LAA) work of the YOS is lead by the partnership within the Safe Strong theme group which incorporates the Crime and Disorder Reduction Partnership. Effective local partnership working has ensured that strategic objectives linked to youth crime reduction are incorporated as indicators in the LAA and the Children and Young People's Plan 2008 - 2011. The following key performance indicators are contained within the LAA:

NI 19: Rate of proven reoffending by young people who offend

NI 45: Engagement by young people who offend in suitable education, training and employment

NI 46: Access by young people who offend to suitable accommodation (adopted as a local target)

**Implications for Medium Term Financial Plan and Resource Implications:
Including finance, human, IT and land**

PCC as one of the key partner agencies of the Youth Offending Service continues to allocate resources to support the level of expenditure agreed by the YOS Board. Overall for 2010/11, expenditure for staff and other costs is budgeted broadly in line with previous arrangements.

Other Implications: e.g. Section 17 Community Safety, Health and Safety, Risk Management, Equalities Impact Assessment, etc.

The YOS's remit is to prevent offending and reduce reoffending by partnership working with other key agencies e.g. social care, education, police, health and the probation service. The YOS contributes to key groups within the city, including the Multi Agency Public Protection Arrangements (MAPPA), Anti Social Behaviour Unit and has also established close links with the local Race Equality Council. The plan considers national issues of disproportionality between ethnic groups and gender.

Recommendations & Reasons for recommended action:

That Cabinet endorse the Youth Justice Performance Improvement Framework Part 2, Capacity and Capability 2010/11 for consultation.

Alternative options considered and reasons for recommended action:

Background papers:

Youth Justice Performance Improvement Framework Part 2, Capacity and Capability 2010/11.

Sign off:

Fin	NC- ChS0293- 17052010	Leg	PF 1123	HR		Corp Prop		IT		Strat Proc	
Originating SMT Member Mairead MacNeil											

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Youth Justice Performance Improvement Framework (England)

YOT partnership Youth Justice Strategic Plan
guidance, and Capacity and Capability Self-
Assessment guidance and template

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Introduction

The England and Wales Youth Justice Performance Improvement Framework (YJPIF) includes a range of elements that work together to improve YOT practice and performance. As part of the framework, YOTs are required to submit a Youth Justice Strategic Plan and a Capacity and Capability (C&C) Self-Assessment.

Purpose of this document

This document contains:

- guidance for YOT partnerships on the requirements for the Youth Justice Strategic Plan (part one)
- guidance and a template for completion of the YOT partnership C&C Self-Assessment, (part two, section 2) including:
 - guidance and a template for the YOT partnership improvement plan (part two, section 3).

Background

In 2008/09 the Youth Justice Board (YJB) introduced the Youth Justice Planning Framework (YJPF), consolidating all previous strategic and improvement plans requested from YOTs. The first year of implementation (2008/09) was a development year, which was used to test the new framework, seek feedback from users and review processes to inform future development. The findings were published in the *YJB Youth Justice Planning Framework Review Report (May 2009)* and have informed the Youth Justice Performance Improvement Framework (YJPIF), launched in January 2010.

The YJPIF's objectives are to:

- promote YOT performance improvement
- shape youth justice system improvement
- improve outcomes for young people.

Part one: Youth Justice Strategic Plan

Unlike previous youth justice planning arrangements, YOT partnerships may now produce their strategic plan in line with their own local business planning processes and timescales. There are no YJB prescribed templates or timeframes. This responds to YOT partnership requests for greater flexibility in this area, and directly contributes to the local government 'reducing the burden' agenda. It enables youth justice strategic planning to be more closely aligned to other key local strategic plans such as the Local Children and Young People Plan and the Crime and Disorder Reduction Partnership plans.

YOT partnerships can develop the structure and content of their Youth Justice Strategic Plans in line with their local planning approaches. The Youth Justice Strategic Plan should, however, address the following four key areas:

- Resourcing and value for money
- Structure and governance
- Partnership arrangements
- Risks to future delivery.

The plan must be signed off by all statutory partners (electronic signatures can be used).

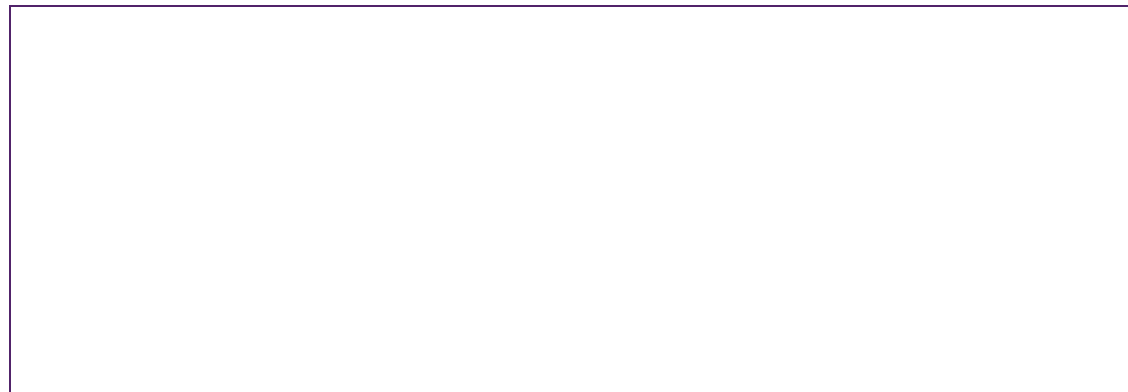
Because strategic plans will now be submitted within local planning cycles, there may be occasions when the strategic plan is submitted at a later stage than the C&C Self-Assessment. If this is the case, then the following will apply:

- when the Youth Justice Strategic Plan is submitted, the YOT partnership improvement plan should be updated to take account of any additional actions that arise from the strategic plan
- the YJB will feed any additional risks identified into their quarterly risk profiling activity.

YOTs are required to inform their YJB head of region of the anticipated timescale for the submission of the Youth Justice Strategic Plan 2010/11.

Brief guidance on each of the four areas that must be addressed in the Youth Justice Strategic Plan

1. Resourcing and value for money



The Youth Justice Strategic Plan should provide an overview of how the YOT Management Board and wider partnership will ensure that the YOT has sufficient resources and infrastructure that are appropriately deployed to deliver youth justice services in its area in line with the requirements of the *National Standards for Youth Justice Services*.

Value for money

In addressing value for money, YOT partnerships should include an understanding of their costs of delivery and how they plan to deliver outcomes more efficiently. They should also comment on how they plan to increase the effectiveness of service delivery within agreed expenditure.

The following three value for money areas (adapted from HM Treasury and the Prime Minister's Delivery Unit Public Service Agreements Delivery model) may assist:

- **Economy**
How clear is the understanding of costs throughout the delivery system? (i.e. unit cost per disposal [pre-court, 1st tier; community and custodial] and how this relates to outcomes.)
- **Efficiency**
How rigorously are costs of delivery managed to ensure efficient use of resources? (i.e. benchmarking against comparator areas; alignment between funding streams to deliver against a number of outcome areas)
- **Effectiveness**
To what extent does an understanding of effectiveness inform decision making? (i.e. linkages between interventions, benefits and outcomes are measured and understood; use of evidenced-based commissioning models etc.)

A number of YOTs have proposed that the YJB make better use of the financial information gathered from the YOT annual budget submissions by publishing financial comparators across YOT areas to inform value for money debate and decision-making.

The YJB are keen to progress this and in early 2010 will work with YOTs to produce a simple toolkit to enable the comparison of YOT funding across region and family in relation to cost per disposal and outcomes. While it is acknowledged that funding streams vary considerably across YOT partnerships, an analysis of such information should facilitate a greater understanding of value for money.

Commissioning

The effective and efficient use of resources is also dependent on effective commissioning arrangements. Effective commissioning means ensuring the right services and the right people are in the right place at the right time for children and young people. YOTs should work through their Children's Trusts commissioning processes to ensure this takes place. Support is available through the Department for Children, Schools and Families (DCSF) / Department of Health commissioning support programme, which support Children's Trust partners to improve their commissioning capacity and capability.¹

Financial climate

The YJB recognises that this is a challenging financial time for all YOT partnerships and that a number are already facing budget reductions. Historically, the YJB has responded to reductions in YOT partner contributions by cutting YOT grants pound for pound. However, in the current financial climate this may no longer be appropriate. As a result, the YJB is considering taking a more measured approach. For those YOT partnerships that plan to make cuts in 2010/11, the YJB is developing a methodology to assess any proposed reductions against agreed criteria, in order to ensure the sufficiency of local contributions to deliver effective youth justice services. Where this is in doubt, the YJB will consider further action which may include the imposition of a financial penalty. Further guidance on this will be published in spring 2010.

2. Structures and governance

Outcome:

Integrated strategic planning and working with clear performance oversight to ensure effective delivery of youth justice services.

¹ <http://www.commissioningsupport.org.uk/resource-bank.aspx>

The Youth Justice Strategic Plan should set out the structures and governance necessary to ensure the effective delivery of local youth justice services. The leadership, composition and role of the management board are critical to this. The YOT Management Board is directly responsible for:

- delivering the principal aim of reducing offending and reoffending
- strategic performance oversight
- ensuring the effective delivery of justice services for children and young people.
- accountability and representation of youth justice issues within the local authority
- ensuring that children and young people involved in the youth justice system have access to universal and specialist services delivered by partners and other key agencies for
- ensuring local authorities discharge their duties under the Children Act 1989, in particular those in Schedule 2, paragraph 7, to:
 - discourage children and young people within their area from committing offences
 - take reasonable steps designed to reduce the need to bring criminal proceedings against children and young people in their area
 - avoid the need for children within their area to be placed in secure accommodation.

The YOT Management Board should report into both the Children's Trust and the Crime and Disorder Reduction Partnership, and through these into the local strategic partnership.

YJB guidance in relation to structures, governance and YOT management boards is included in the YJB publication *Sustaining the Success* (2005).²

This guidance is currently being updated and a new edition will be published later in 2010.

3. Partnership arrangements

Outcome:

Effective partnership arrangements are in place between YOT statutory partners and other local partners that have a stake in delivering local youth justice services, and these arrangements generate effective outcomes for children and young people who offend or are at risk of offending.

² <http://www.yjb.gov.uk/Publications/Resources/Downloads/Sustaining%20the%20Success.pdf>



The Youth Justice Strategic Plan should set out effective partnership arrangements across the YOT partnership area, and should directly align with other key local strategic plans.

The YOT is a partnership, which includes, but also extends beyond, the direct delivery of youth justice services. In order to deliver youth justice outcomes, YOTs must be able to function effectively in both of the two key sectors within which it operates:

- criminal justice services
- services for children and young people.

The YOT partnership must ensure a strong strategic fit with both the Children's Trust and the Crime and Disorder Reduction Partnership, and through these into the local strategic partnership.

YOTs are statutory 'relevant' partners within the Children's Trust partnership. YOT partnerships should ensure that their Children's Trust Board is fully aware of its role in preventing youth crime and reoffending, and that this is embedded within the local Children and Young People Plan. The YOT partnership has a key role to play in making the link between criminal justice and social welfare systems, and in ensuring that Children's Trusts provide coherent planning to meet the needs of children and young people before, during and after their involvement in the youth justice system. The YOT is an important delivery partner for Crime and Disorder Reduction Partnerships (CDRPs) as well as relevant partner in Children's Trusts.

Local youth justice plans should link directly to local children's plans and crime and disorder reduction plans.

Children and Young People's Plans

The 2009 DCSF / Department of Health consultation draft publication entitled *Children's Trust: Draft Statutory Guidance on co-operation arrangements* states:

'The Children's Trust Board should ensure that the local Children and Young People's Plan is aligned with the national Youth Crime Action Plan and reflects the need for the increasing integration of the youth justice services and other children's services....The Children and Young People's Plan should be aligned with the YOT partnership's annual youth justice plan'

[DCSF 2009: 75]³

The YOT partnership should also provide a bridge between the Children's Trust partnership and the delivery of CDRP priorities. The Youth Justice Strategic Plan should be closely aligned to the local CDRP plans.

4. Risks to future delivery

Outcome:

The YOT has the capacity and capability to deliver effective youth justice services.

The Youth justice Strategic Plan should identify risks to future delivery and set out the YOT partnership's plans to address these risks.

Examples of these risks and responses may include:

- proposed budget reductions and plans to address any reductions, to ensure the continued delivery of effective local youth justice services;
- difficulty recruiting and retaining qualified/experienced staff, and plans to address this, to ensure the YOT has sufficient capacity and capability to deliver.

3

<http://www.dcsf.gov.uk/consultations/index.cfm?action=consultationDetails&consultationId=1670&external=no>

Part two: Capacity and Capability (C&C) Self-Assessment template

Section 1: National Indicator performance commentary

This section includes a set of performance data tables pre-populated with the most recent performance and family comparator data. YOTs must comment on their performance and provide an analysis of local factors that have influenced performance for each indicator. While the comments made in this section of the self-assessment will not contribute towards the YOT National Indicator performance judgement, they will enable the YOT and YJB to highlight any local factors that may be impacting on YOT performance.

Please note that the tables below have been pre-populated with the most recent data available at time of publication. When C&C Self-Assessment submissions are validated there will be a further quarter's data available, and this will be used to calculate the YOT partnership's National Indicator performance score.

Table 1: FTEs – First-time entrants (FTEs) to the youth justice system aged 10–17 (NI 111)

	Plymouth	Family
2007/08 PNC FTEs rate per 100,000 of 10–17 population	2,385.17	2,152.44
2008/09 PNC FTE rate per 100,000 of 10–17 population	2,174.10	1,775.15
% change – baseline v 2008/09 out-turn	-9%	-18%
2009/10 projected rate (YOT proxy data)	1,668.40	1,446.62
<p>YOT partnership comment*</p> <p>The reduction in first time entrants (FTE) reflects the co-ordinated work being undertaken within the City as a whole. The YOS Prevention Team operates a number of projects including a YISP, Positive Futures and YIP. In addition the police and youth service have developed a number of projects such as Streetwise.</p> <p>It was identified in January 2009 that transfer of reprimand information from the Police was flawed. Steps have been taken to rectify this but it does mean that data pre-2009 may be slightly understated.</p> <p>Since April 2009 additional funding through YCAP has seen the setting up of other initiatives with key partner agencies to expand upon the above services and the introduction of Triage. In addition the Police have now formally rolled out the Youth Restorative Disposal, with some 41 young people diverted from a formal outcome during the last quarter. This has reflected in a reduction of FTE from an average of 90 per quarter to 56 in the third quarter.</p>		

* The YOT partnership should comment on any change in the FTE rate from 2007/08 to 2008/09 and how this compares to the average rate for the YOT family. YOT data has been used as a proxy for projected 2009/10 FTE out turn. Please comment on the projected out-turn for 2009/10. Brief comment should be made about local partnership efforts to reduce the FTE rate.

Table 2: Reoffending – Rate of proven reoffending by young offenders (NI 19)

	Plymouth	Family
2005 12-month rate	1.19	1.63
2008 12-month rate	1.25	1.19
% change – baseline 12-month v. 2008 12-month	5%	-27%
2005 6-month rate	0.77	0.97
2009 6-month rate	0.40	0.62
% change – baseline 6-month v. 2009 6-month	48%	36%
<p>YOT partnership comment*</p> <p>The 2005 baseline rate is likely to be somewhat understated in that the issues identified at the beginning of 2009 around reporting of reprimands (see above) is likely to have impacted on the total number of offenders making up the cohort. This is evidenced by the higher starting point for our family group in 2005.</p> <p>Nevertheless, for the year, performance was within the target range for the initial 6 months, however an increase was then seen culminating in exceeding the target. This increase coincided with the reduction in National Standard contact levels on orders of 12 months or more. The implementation of Scaled Approach has refocused service delivery over the full period of an order based on level of risk identified. As part of an overall programme training on risk management, assessment and planning has been rolled out since April 2009.</p> <p>We are presently seeing a substantial reduction in the re-offending levels for the first 6 months with early indications being that the increase in offending has not re-occurred to date for 2009/10.</p> <p>Partnership working has also been strengthened over the last 12 months and as a result there is a more coordinated multi-agency approach for young people and their families. For example, the Children’s Trust has introduced the 10 priorities which include priority 8 - Reduce Risk-Taking Behaviours such as substance misuse, unprotected sex and criminal activities.</p> <p>A robust plan on release of a young person, will ensure that all aspects of their needs, are met by multi-agency input, which has full commitment by partner agencies.</p> <p>Integrated Resettlement support (IRS) is an enhanced service offered while a young person is in custody, on release and for 6 months after the order has ended if required. This is a voluntary engagement process for a young person and it is intended that the relationship built up with the resettlement worker will improve the young person’s ability to deal with the transitional period from custody to the community and post order.</p>		

* The YOT partnership should comment on changes in the 12-month reoffending rate from 2005 to 2008, and on changes in the 6-month rate from 2005 to 2009. Comment should also be made on how the local rates compare to the average for the YOT family. Brief comment should be made on what action is being taken locally to reduce the rate.

Table 3: Custody – Young people within the youth justice system receiving a conviction in court who are sentenced to custody (NI 43)

	Plymouth	Family
April – September 2009	5%	7%
2006/07 baseline	5%	6%
% change – baseline v Apr–Sept 2009	6%	27%
<p>YOT partnership comment*</p> <p>Overall performance is at the target level with total custodial sentences at the 5% level after 9 months and holds at a better rate than our family group average.</p> <p>The YOS has continued to offer an ISSP option, as an alternative to custody, during the first part of 2009/10 and to offer effective alternatives for more serious offenders at the referral order stage. The roll out of the Scaled Approach and YRO has provided a fresh focus for the service on appropriate sentencing options to our local Youth Court and has increased the available sentencing options. PSR gate-keeping panels meet to review options and propose robust alternatives to a custodial sentence to the courts and is overseen by management.</p> <p>The roll out of the Integrated Resettlement Support (IRS) has commenced with the appointment of staff completed and the first programme has started. Whenever a PSR is being undertaken and the young person is at risk of custody a referral is made to the IRS Worker. Working alongside the case manager and within the context of the case plan, clear plans are made to ensure that appropriate provision for ETE, accommodation and other services (i.e. substance misuse) are in place immediately at the time of release.</p> <p>Our Parenting Worker, also actively targets both the parents of young people who are in custody and young people who are parents. There is coordinated joint work between the Parenting Worker and the Accommodation Officer around the often-related parenting and accommodation needs of young people. This joint work includes young people leaving custody. Good practice includes attendance by specialist staff at YOI/STC case review meetings prior to release; this ensures a robust support programme is provided to limit the likelihood of a recall to custody or further offending.</p> <p>Work with Social Care has taken place to extend young peoples care status beyond remand to local authority accommodation and court ordered secure remands. This work, which has been undertaken through the Social Care Resource Panel, has enabled community sentencing options to be proposed to the courts where custody was an option.</p> <p>Overview of the low numbers of custodial sentences show that in all cases the level of seriousness of the offences together with the persistent nature of the offending left the courts with no other options. In 2 cases young people were insisting on the custodial option in preference to a community sentence.</p>		

* The YOT partnership should comment on any change in the custody rate compared to the baseline and on how the local rate compares to the average for the YOT family. Brief comment should be made on action being taken locally to reduce the rate.

Table 4: ETE – Young offenders’ engagement in education, training and employment (NI 45)

	Plymouth	Family
April-September 2009	73%	73%
2006/07 baseline	60%	73%
% change – baseline v Apr-Sept 2009	22%	0%
YOT partnership comment*		
<p>The under-performance on the baseline and against our family group was due to a need to improve provision for young people of school age who could not be maintained within mainstream education. The YOS Management Board in conjunction with the Lifelong Learning Department has worked towards improving availability of provision. The Lifelong Learning Department has now made a 25-hour offer for all pupils including within the Pupil Referral Units and also introduced Personal Education Plans (PEPs) for all young people attending these Units.</p> <p>Improvements in assessment have seen a higher and quicker level of referral to the YOS Education Welfare Officer as well as the Connexions service and earlier intervention is taking place.</p> <p>Whilst overall the target is now being achieved we have seen a differential in performance between under school age (average performance level 85%) against over school age (average performance 64%). Whilst numbers remain consistent, it has been identified that over the last 9 months there are a reduced number of young people of school age within the Criminal Justice System whilst those over 16 are increasing. This causes concern in that the performance for this older group is below the target level. Connexions have advised the YOS Management Board that the recent introduction of locality working, once embedded should improve the outcomes of the 16+ age group.</p> <p>The YOS Prevention Team works with the Excellence Cluster and six community colleges to develop an offsite education provision that offers a 3 week programme to ensure young people maintain education. The Prevention Team undertake a range of work in both primary and secondary schools. This includes early identification of young people who may struggle with transition and work with the police on the Respect Agenda to reduce bullying of pupils. In the longer term, this should help to improve attendance and attainment and reduce offending.</p>		

* The YOT partnership should comment on any change in the ETE rate compared to the baseline and on how the local rate compares to the average for the YOT family. Brief comment should be made on action being taken locally to increase the rate.

Table 5: Accommodation – Young offenders’ access to suitable accommodation (NI 46)

	Plymouth	Family
April-September 2009	98%	97%
2006/07 baseline	92%	96%
% change – baseline v. Apr-Sept 2009	6%	1%
YOT partnership comment*		
<p>Since the 2006 inspection clear strategic drive has been given to ensure that young people are not accommodated in Bed & breakfasts. This is as an improvement with</p>		

the reduction in B&B at virtually nil.

Performance on accommodation has improved significantly on the baseline and continues to be above the average for the family group. This reflects clear partnership working between the key partners, Childrens Social Care and Plymouth City Council Housing (Homelessness Unit) and the tenacity of the YOS Accommodation Officer. Our overall approach has also virtually removed the need to use bed and breakfast accommodation.

Our Accommodation Officer has built clear links with the support services including Supporting People, third sector providers, the 16 Plus Team and Homeless and Housing Department. Agreement has been reached to use our assessments, including a housing risk assessment by Social Care and Homeless and Housing as evidence of housing need. Services for Children and Young People fully recognise the Southwark ruling and where needed provide accommodation for young people.

An emergency support resource (Raglan Court) has been established providing supported lodgings for young people pending full assessment of need and the provision of more permanent accommodation or re-integration into the family environment. Our Accommodation Officer sits on the Operational Group for this resource.

We have an integrated approach between the YOS Accommodation Officer and the YOS Parenting Worker. We use the start or subsequent Assets to identify home/parenting and accommodation issues that may result in the young person needing accommodation or becoming homeless. Wherever it is safe to do so and in the best interests of the young person and family we try to maintain them in the family home. The close working between the parenting worker and the accommodation worker means that where needed, intensive work can be offered to parents to assist them to manage the young person's behaviour whilst at the same time work can be undertaken with the young person on the realities of independent living. Where parents or families need close support we can refer to specialist services such as MST, FIP or access Social Care to FGC.

Where young people receive custodial sentences we work closely with the young person and family. Again our first priority is to try to ensure the young person can return home on release. Where this is not possible, (as detailed above) our assessments, including a housing risk assessment are used by Social Care and Homeless and Housing as evidence of housing need. On release from custody all young people have somewhere to stay.

Our Accommodation Officer is on the Advisory Group for the Plymouth Foyer, sits on the Hub Panel (which screens all supported housing referrals) and Chairs the Regional Accommodation Officers Meeting. Through our links with Supporting People we are consulted regarding evaluation of services.

* The YOT partnership should comment on any change in the proportion of young people in suitable accommodation compared to the baseline and on how the local rate compares to the average for the YOT family. Brief comment should be made on action being taken locally to increase the rate.

Table 6: Ethnicity – Ethnic composition of offenders on youth justice system disposals (NI 44)

	% of youth justice pop. in 2007/08	% of general pop. in 2007/08	% of youth justice pop. in 2008/09	% of general pop. in 2008/09
White	96.03%	96.65%	96.63%	96.27%
Mixed	1.16%	1.38%	0.71%	0.71%
Asian	0.50%	0.74%	0.53%	0.85%

Black	2.15%	0.45%	2.13%	0.52%
Chinese	0.17%	0.79%	0.00%	0.89%

YOT partnership comment*

The actual numbers of BME young people offending year on year has remained broadly consistent. The above population figures will have been based on projected National Census Data. Current school census data indicates that the breakdown of BME population for Plymouth is as follows:

White	92.4%
Mixed	1.5%
Asian	0.7%
Black	0.7%
Chinese/other	1.1%
Refused or info not available	3.6%

Based on either comparator, the Black BME population are disproportionately represented. In terms of numbers this relates to 10 young people for the year 2008/09. Given the small numbers, we are addressing the issues for young people through an individualised approach, based on assessed need.

However, HMIP said that: Further work needs to be undertaken to meet the needs of black and ethnic minority children and young people, both in the identification and response to their specific needs and to recognise and deal with wider diversity issues. We are addressing this through our Inspection Improvement Plan.

The actions we are taking to address and understand the over-representation of young people are:

- Ensure staff are recording ethnicity appropriately with recordings being monitored by team managers;
- To routinely ensure police ethnic recordings are consistent with YOS including religious identification;
- Translation of key documents into first language and to ensure staff use translators where appropriate.

We are intending to commission the REC to undertake an audit of key aspects the criminal justice process and the YOS response.

In order to begin to address over-representation of black young people within the youth justice system, we have undertaken an analysis with BME young people of the drivers of their offending behaviour. Some of the issues this identified was the level of racism and its impact on their lives, self image, and the lack of identity of dual heritage young people (particularly those living with a white parent) and how this had contributed to their criminalisation.

This work led to a group of BME young people involved with YOS in making a film with a black film-maker. (The use of a black film-maker helped to enhance the young people's self image through positive role modelling). This gave them a voice and also enhanced our understanding of their experiences. The film has been used in training within the YOS, in police training for new recruits and also led to jointly delivering the respecting difference programme in schools with the police.

A related area of concern is that amongst the white population dealt with by the YOS there are a number of young people who display racist or discriminatory attitudes both towards black young people and other minority groups. Recognising the links between prejudice, victimisation and offending, the issue of racist attitudes and behaviours is being addressed through:

- Staff training

- PSR quality assurance
- Joint work with the REC
- Awareness by our Victim Liaison Officer of cultural needs.

* The YOT partnership should comment on any significant over-representation of any ethnic group in each year and on any significant changes from 07/08 to 08/09. Brief comment should be made on action being taken locally to reduce any significant over-representation of any ethnic group.

Section 2a: YOT partnership C&C Self-Assessment information

Capacity and capability outcome areas

There are nine capacity and capability outcome areas against which YOT partnerships must provide evidence. They are:

1. Assessment, planning, interventions and supervision (APIS)
2. Resourcing and workforce development
3. Access to universal and specialist services
4. Reductions in first-time entrants to the youth justice system
5. Reducing reoffending
6. Use of custody
7. Risk of serious harm
8. Safeguarding
9. Victim and public confidence

Capacity and capability critical activities

Each of the nine capacity and capability outcome areas has a number of critical activities against which YOT partnerships must self-assess and provide evidence of service delivery. It is important that the YOT partnership provides a full explanation of each of critical activity, as this evidence will contribute to YOT partnership performance judgements.

YOT partnerships must assign a score to each critical activity using the following range:

- **0 – Poor**
Below minimum requirements
- **1 – Adequate**
At only minimum requirements
- **2 – Good**
Above minimum requirements
- **3 – Excellent**
Consistently above minimum requirements

Validating criteria

YOTs should refer to the *C&C Self-Assessment Validators Notes* document accompanying this document for information regarding criteria against which YOT partnership C&C Self-Assessments will be validated. YOTs may also wish to refer to the relevant Key Elements of Effective Practice to inform their assessment against the nine outcome areas.

The YJB regional team will validate the C&C Self-Assessment by reviewing the evidence provided by the YOT in this template and using observations made during validation visits. C&C Self-Assessments will be judged against clearly defined criteria and this will produce a capacity and capability judgement.

Capacity and capability judgement

The capacity and capability judgement will be an evidence based judgement about the current capacity and capability of the YOT partnership in relation to practice, management and partnership activity. As such, it will also reflect the YOT's capacity and capability to sustain or improve upon current performance.

Future developments

In line with the move towards sector-led involvement with national assessments and inspections, in 2010/11 the YJB will develop a process to involve YOTs in the annual capacity and capability validation process. In practice, this will mean that a member of each YOT (operations manager or senior practitioner) will be trained alongside YJB regional teams to undertake the annual capacity and capability validation process. This will enable the YJB to draw on YOTs' expertise and knowledge, and ensure wider dissemination of good practice and lessons learnt. The YJB will develop this process in consultation with YOTs with a view to implementation in 2011/12.

Section 2b: YOT C&C Self-Assessment template

The first three tables, as set out below, include cross-cutting themes which are integral to performance within all of the outcome areas. To avoid repetition, they are assessed at the beginning of the process.

1. Assessment, planning interventions and supervision (APIS)

Please provide evidence of the work undertaken in the YOT to ensure the quality of assessments and interventions to prevent offending and reduce reoffending.

Specifically describe (providing supporting evidence):

1.1 The quality of APIS in the YOT, how the YOT works to continuously improve APIS quality and the areas for improvement identified.

Please provide written evidence here:

The Plymouth YOS was inspected by HMIP against the Core Case Inspection Criteria in December 2009. The overall score for quality of Assessment and Sentence Planning work was 69%. With Moderate improvement required with regard to risk of harm, likelihood of re-offending and safeguarding. However HMIP said that:

The quality of work being done was better than the quality of assessment and planning. It is important that assessment work is done well to support interventions and the delivery of services to children and young people.

There had been a gap in the management of staff, resulting in a lack of formal and thorough induction, supervision and quality assurance processes. This has been

recognised by the management board who have already taken steps to provide additional management support to staff.

We accept the position established by HMIP and whilst pleased to have received a relatively good score in this area, we recognise those areas where we need to improve. Over the last year the measures we have taken to improve practice in this area have included:

- APIS training delivered in Q3 2008 focused on the thresholds that would trigger a referral to specialists in the service. This was followed up by specialists holding weekly consultation sessions to support caseworkers in determining thresholds and through the referral processes required.
- A quality assurance exercise was undertaken in August 2009 with all case managers to establish benchmark of quality of assessments.
- This was followed by a similar exercise covering RoSH documents and was led by a Team Manager but conducted by the YOS Senior Practitioner. This was carried out following Team Managers changing roles and was to support moving to working under the Scaled Approach alongside the implementation of the YRO.
- Findings from these exercises were fed back to staff through presentations and training days relating to the preparation of the YRO/Scaled Approach.
- All staff are being trained in how to access the CareFirst (Services for Children and Young People ICS), system. This will improve our understanding of safeguarding needs. All staff have/will be trained in level 1 safeguarding and will be able to access specialist child protection training within the next twelve months. We have a rolling programme of staff accessing training on working with sexually harmful behaviours.

The key actions we will be undertaking in 2010/11 will be based around the Improvement Plan, following the inspection and the implementation of the YRO and the Scaled Approach. The Inspection Improvement Plan Includes:

A timely and good quality assessment and plan, using Asset, is completed when the case starts:

- Reports to quarterly YOS Management Board on completion and breakdown of quality of Start Assets and plans.
- 20% of start Assets and plans to be dip sampled weekly for Quality Assurance purposes with performance updates to be fed-back to staff during monthly supervision.
- Asset and intervention plan training to be delivered in May 2010 and followed through during monthly Supervision. This is to be a standing item on supervision agenda.

A timely and good quality assessment of the individual's vulnerability and Risk of Harm to others is completed at the start, as appropriate to the specific cases:

- 20% of Assets with low scoring Vulnerability and/or Risk of Harm sections to be dip sampled for Quality Assurance purposes with performance updates fed-back to staff weekly.
- Team Managers to countersign all Risk of Serious Harm assessments immediately.
- Assessments to be underpinned by mandatory training, regarding Safeguarding and Risk of Harm.
- Review Risk of Harm and Vulnerability management policy.

The plan of work with the case is regularly reviewed and correctly recorded in Asset with a frequency consistent with national standards for youth offending services:

- Review of individual cases during regular monthly supervision with staff that

fits in with the Services for Children and Young People's Supervision policy.

- Live multi-agency case reviews for young people in intensive cohort.
- Transition/Exit planning policy and procedure to be reviewed.
- Production of regular reports to Team Managers to ensure that reviews are undertaken in a timely manner.

In order to support the above our Improvement Plan will also include a training and development programme for the operational management team.

Over the next year, it has been agreed that we will have a manager on secondment from Services for Children and Young People. This represents a 25% increase in management capacity at this level. A key aspect of this role will be to further improve our work with looked after children and safeguarding. This increased capacity will also allow us to focus robustly on APIS.

YOT partnership self-assessed score	Good	YJB validated score	
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1.2 The quality assurance processes undertaken in the YOT and how this informs YOT planning and development.

Please provide written evidence here:

The inspection and the Improvement Plan have had the effect of causing the management team to review our quality assurance processes (see above).

In order to ensure consistency and that diversity is positively promoted, we have clear quality assurance processes in place for PSR's and PSR Asset:

- When staff are allocated PSRs they are booked into a PSR panel that supports the report writer in assessing the likelihood of re-offending, vulnerability and risk of harm;
- This process which includes the PSR Asset, assists in guiding and agreeing a suitable recommendation to go to court;
- The quality assurance processes includes reviewing the aggravating and mitigating factors and ensuring that these factors are reflected in the intervention plan;
- There is peer mentoring and PSR quality assurance processes;
- Reports are then quality assured by a member of the PSR panel which includes two Team Managers and/or Senior Practitioners and our Court officers (a Team Manager is always available for high risk of custody cases).

Referral order reports are peer quality assured prior to initial panel.

In terms of overall quality assurance of the APIS processes:

- We are now using supervision as a key process to drive up the overall quality of casework including assessment and planning;
- We have an established practice group that uses a reflective approach to evaluate practice;
- We have a formalised manager led process to evaluate, authorise and monitor RoSH and Vulnerability;
- RoSH and Vulnerability plans are developed and reviewed on a multi-agency basis and are distributed to relevant partners, (We are planning for greater involvement of young people and parents in this process);
- There is peer mentoring and linked casework around higher risk cases;
- We have begun to use the YJB audit tool

We have a monthly *practitioners group*. There is a reflective practice group, which provides a forum for the discussion of topics that are affecting staff and service development. This includes policies and procedures, new legislation or local issues such as the use of Methadone Bubble. Importantly it also provides a forum for case

discussion and problem solving. The work of this group is fed back to Service Meetings and managers.

Staff are involved in focus groups looking at policy and procedures which leads to the delivery of peer training e.g. recent RoSH and Remand court training and policy and procedural updates e.g. PSR procedures. This work is creating a loop between practice issues and service development.

YRO implementation group also reviewed working practice and informed procedural change and subsequent training.

In terms of how our quality assurance work informs YOS planning and development, regular performance reports are produced for the Management Board and these are disseminated through all Service/Team meetings. The work of the practice group informs our management responses to practice development needs. All of the above informs our ongoing service development.

Within the Prevention Services we review the Onset scores on a quarterly basis and use this to plan our targeted groupwork programme.

During 2010/11 we will be building on these processes. In particular we want to ensure that we have more explicit processes within the management team to consider and evaluate practice and get clearer links in place between what we know from practice and how this informs strategic service development. A management development programme will help to provide a focus for this work.

YOT partnership self-assessed score	Good	YJB validated score	
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1.3 How the YOT has evaluated the effectiveness of interventions delivered and how this has informed service delivery.
Asset scores.

Please provide written evidence here:

Practitioners are encouraged to use a range of interventions which include Teen Talk to researching specific packages for young people requiring more complex interventions or more specialists such as Lucy Faithfull interventions. Equally the service inevitably has practitioners in the team with specific strengths, skills and knowledge for example film making, art work. Therefore the YOS makes use of a range of interventions and in terms of evaluating the effectiveness, the rates of re-offending, verbal feedback from young people, families and partners informs us of their effectiveness in the first instant. For example partner agencies have requested the use of our interventions such as making of DVD's by BME young people and the putting together of collage by a young person regarding their journey.

The YOS carried out a review of Assets for the last 12 months for those young people involved in knife or violent crime. This has identified key factors affecting young people involved in these crimes which are Thinking and Behaviour, Substance Misuse and Family & Personal Relationships. It also showed that 39% of the common assault/assault by beating was directed at family members, often the mother of the young person. This type of evaluation processes allows the YOS to target its intervention programmes and ensure that the programme work being carried out is relevant, appropriate and may already have proven results elsewhere or that the YOS can plan programmes of work by involving young people in the design and/or utilise the strengths of workers and other agencies.

Also within supervision practitioners reflect on the effectiveness of their interventions and they are adapted accordingly.

The YOS is also considering further on developing plans to include qualitative and quantitative evaluation and analysis of our work, as often the effectiveness of interventions cannot be analysed with immediacy and is it sometimes much later (even years) before we can identify whether or if the intervention has been valuable

the young person.			
YOT partnership self-assessed score	Adequate	YJB validated score	
1.4 The extent to which APIS, including assessment of likelihood of reoffending, risk of harm to others, safeguarding, planning and supervising interventions is supported by workforce training.			
Please provide written evidence here: <p>The YOS has a training budget, which is managed by the YOS Manager. We are also able to access training through Children’s Services. Training needs are identified by managers through both supervision processes and increasingly through annual appraisals and reviews. A training log is being kept for all staff. Training needs are also determined by national developments such as the Scaled Approach. Over the last year APIS training has been included;</p> <ul style="list-style-type: none"> • The delivery of training on assessing risk of serious harm and development of risk management plans. This has covered areas such as defensible decision making, information gathering, recording and analysis. It has also covered MAPP referrals, presentation and actions. • Focussed training on the assessment processes for court bail decisions. This has included, assessment processes for bail, presenting bail packages in court, assessing risk of re-offending, harm and vulnerability. • Our preparations for the YRO and the Scaled Approach has included, the legal frameworks, National Standards, Case Management Guidance and how we are implementing this locally. • Preparations for the YRO included working with the Youth Court, ASB Unit, Harbour Drug and Alcohol Service, Youth Service, Police, Probation Service, Connexions and the Attendance Centre, MST, FIP <p>The evaluation of training regarding the YRO and Scaled Approach, provided ongoing development sessions to meet staff needs.</p> <p>Training over the next year will take account of actions from the Inspection Improvement Plan. A particular action was that staff receive comprehensive and timely induction and ongoing supervision and training:</p> <p>The YOS will;</p> <ul style="list-style-type: none"> • Develop the current Induction process into a comprehensive manual with all relevant documents attached and links made available to desktops. Induction process will meet learning styles. • Dovetail Plymouth City Council’s Corporate Induction, Services’ for Children and Young People, YOS induction including that of YJB regional programme if/and/or is available and that of the Criminal Justice Services inductions delivered through LCJB which includes Crown Prosecution Service, Probation, Police, Prisons, Courts and Health. • Ensure that induction is a standing agenda item in Supervision and Appraisals for initial 12 months and reviewed thereafter if necessary. Services for Children and Young People Supervision and Corporate Appraisal processes to be fully embedded within YOS • Diversity and Equality to be integrated fully into induction, supervision and appraisal processes, as routine. <p>Over the next year the introduction of annual appraisals will enable us to target training more effectively. We will also be undertaking a learning needs analysis in order to further target training on service needs.</p>			
YOT partnership self-assessed score	Good	YJB validated score	

2. Resourcing and workforce development

Please provide evidence that an effective workforce development strategy underpins the creation and development of a confident, competent and skilled workforce to help meet local youth justice priorities and to overcome the identified risks to future delivery.

Specifically describe (providing supporting evidence):			
2.1 How the YOT partnership ensures that the YOT has sufficient financial resources to deliver effective youth justice services locally.			
<p>Please provide written evidence here:</p> <p>Plymouth YOS is requesting funding from key partners to be held at 2009/10 levels. To this end confirmation has been received from Plymouth City Council that their funding will be uplifted by inflation. We are still awaiting a formal response from other partners, although our understanding is that they will be confirming support at current levels.</p> <p>Plymouth YOS has remained the lowest funded YOS within its family group, although on a cost per disposal basis we are just below the group average at £3004 against the average of £3286. The YOS is meeting all statutory requirements and in many areas performing well. The Plymouth YOS Management’s Board members have stated that the YOS represents a real Value For Money service as our performance overall remains relatively good or above.</p> <p>The YOS is also proactive in attracting additional funding. For example:</p> <ul style="list-style-type: none"> • YCAP funding of £350,000 per year with YOS Manager as lead on this for the city. • Wooden Spoon grant of £50,000 from a charitable organisation to install a professional quality kitchen at The Barn Prevention Centre • Big Frame arts funding from a Housing association for art work designed and owned by young people • Excellence Cluster Funding - provision for off school site education • Tackling Knife Action Programme (TKAP). The YOS as part of a joint partnership has secured £140,000. £10,000 will be for 13 - 24 victims and/or offenders of domestic abuse, £40,000 for YOS to develop programmes of work with young people in relation to tackling serious youth violence and £90,000 for enforcement which will be focused on evening/night time working 18 -24 years. 			
YOT partnership self-assessed score	Excellent	YJB validated score	
2.2 How the YOT partnership ensures that the YOT workforce is sufficient in capacity to deliver effective youth justice services locally.			
<p>Please provide written evidence here:</p> <p>The YOS has an establishment of 57 staff complimented by over 70 volunteers. We have recently recruited to a management post and we have an over-establishment secondment of a manager from Services for Children and Young People.</p> <p>All statutory partners second staff in line with requirements, we have a Probation Officer, a Police Officer, a Senior Nurse Specialist, a seconded Social Worker and an EWO. In addition, a manager on secondment from the Racial Equality Council is running our Prevention services. The Secondary Inclusion Partnership, which the YOS manages, comprises staff seconded from schools. The Designated Drugs and Alcohol Worker is deployed within the YOS.</p>			
YOT partnership self-assessed score	Good	YJB validated score	

2.3 The YOT partnership's workforce development strategy including supervision procedures, training plans and steps to ensure that the YOT workforce, as part of the wider children's workforce are Common Core compliant (<http://www.cwdcouncil.org.uk/common-core>).

Please provide written evidence here:

The Plymouth YOS is integrated within Services for Children and Young People's Directorate and is part of Children's Social Care within this Directorate. The YOS benefits directly from the Social Care Workforce Development Manager, who ensures that the highest quality of strategy and workforce development was/is being embedded into the Social Care profession, as well as part of the wider children's workforce strategy to ensure that services are Common Core compliant which includes supervision procedures and training plans as mentioned above. The YOS is currently in the process of introducing the Services for Children and Young People procedures and model for supervision.

All YOS staff have access to Social Care training to ensure;

- Effective communication and engagement with children young people and families;
- Child and young person development;
- Safeguarding and promoting the welfare of the child or young person;
- Supporting transitions;
- Multi-agency and integrated working;
- Information sharing.

A four-day training course introduces new workers to the various services in Plymouth's Services for Children and Young People department. The YOS has now been able to also secure places for our volunteers on this; it is particularly relevant for those looking to access a career working with young people.

In addition as detailed above the YOS has specialist training, which delivers particularly on specialist criminal justice areas of practice see 1.4 above. In addition to our in-house training, staff access YJB, LCJB and partner agencies specialised training. Our Inspection Improvement Plan Commits us to:

- Integrate our induction processes with Plymouth City Council processes;
- Review our supervision and appraisal processes and align them with Plymouth City Council
- Asset and intervention plan training to be delivered in May 2010 and followed through during monthly Supervision
- Training for staff in safeguarding and Risk of Harm

The YOS is also committed to a training and development programme for the operational management team. Consequently YOS have contracted an external consultant who has extensive experience in working with YOS management teams to undertake a management development programme with all of the managers in the service.

Volunteers receive the YJB Foundation Training, alongside either the YJB Panel Matters training or National Appropriate Adult Network Appropriate Adult training. YOS have included material from other agencies to make our training as relevant as possible. For example Routeways have developed a DVD, for workers that gives voice to young peoples' perception of what makes a good worker. This is integrated into our section on communication skills. YOS also offer alternative volunteering opportunities as mentors and mediators for which we have developed our own training. YOS are seeking National Accreditation for volunteer training programmes.

YOT partnership self-assessed score	Good	YJB validated score	

2.4 The extent to which staff have received diversity training and understand issues of disproportionality in the youth justice system.

Please provide written evidence here:

Plymouth City Council's broadly based diversity training forms part of new staff induction training. As with other training needs, appraisal and supervision identify additional needs. For example training with the Centre for Faith and Culture is available for all staff. The issues of being Black in Plymouth, has been discussed at a Service Meetings through the use of the film A New Beginning, that was made by Plymouth YOS young people. Diversity is a standing item in service meetings.

YOS knows from both local and national research some key groups are over-represented in the youth justice system including young people with learning needs and disabilities, mental and physical health as well as gender and ethnicity. YOS is able to access data regarding BME young people. Our response to this is detailed in Table 6 above. Within Plymouth's youth justice system, disproportionality, the majority of young people are males at 808 with 227 young women. This can and often therefore forms, our key pieces of work including interventions and design of programme work such as knife crimes and groups/gangs. Material from Stonewall, a national LGBT charity that deals with issues around homophobia now forms part of Diversity and Equality training for volunteers

YOS is less well informed around issues of learning needs and health needs. These are areas YOS will begin to address in 2010/11, including introducing a basic health care questionnaire for young people establishing whether a young person is registered with a G.P. and dentist.

Diversity was also highlighted from the recent Inspection as an area requiring work. An action group has been formed to look at the issues arising around diversity and to form a structured plan to address the issues being raised. This includes the roll out of additional training to staff and the development of specific programmes dealing with diversity. Some of the key actions will be:

- Training for staff on meeting the needs of BME young people
- Training for staff to address young people's discriminatory attitudes and the needs of perpetrators of hate crime
- To continue to use film with young people as a way of addressing the issues of hate crime, discrimination and victim support

The lead for this work is with one of our practice managers who ensures staff are addressing these issues appropriately, have the relevant programmes of work, training if needed etc.

YOT partnership self-assessed score	Adequate	YJB validated score	
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3. Access to universal and specialist services

Please provide evidence of the work undertaken by the YOT partnership to ensure that children and young people gain access to universal services they are entitled to.

Specifically describe (providing supporting evidence):

3.1 How the YOT partnership has developed effective strategic relationships to ensure the delivery of universal and specialist services to young people in the youth justice system.

Please provide written evidence here:

YOS has strong partnership arrangements. Some key aspects of those arrangements are that:

- The YOS is integrated within the Services for Children and Young People
- The YOS is also incorporated into the Children's Trust Board

- There are well established secondments processes, protocols and co-location practices
- The YOS works alongside not only Social Care but Lifelong Learning, Learner and Family Support and Performance and Policy
- YOS have good links with Probation and MAPPA
- Preventative Services work closely with both schools and the police
- YOS has very clearly defined links with health.

The above ensures that children and young people receive a holistic wrap round service to provide them with the best support, guidance and opportunities available for them.

The interests of the YOS are well represented within key strategic forums and agencies including:

- The Safe/Strong strand of the LSP, which incorporates the CDRP
- The Local Children’s Safeguarding Board which the YOS manager attends and is the Chair of the Safeguarding Sub-Group on Hidden Harm
- The YOS Manager represents the YOTs/YOS for Devon and Cornwall on the Local Criminal Justice Board (LCJB)
- The YOS works closely with the problem-solving group that underpins the work of the ASBU to develop preventative services
- Devon and Cornwall Probation Service to ensure appropriate inclusion in the local Multi-Agency Public Protection Procedures (MAPPA)

Effective local partnership working has ensured that strategic objectives linked to youth crime reduction are incorporated as indicators in the LAA and The Children and Young People’s Plan (CYPP) 2008 - 2011.

YOT partnership self-assessed score	Good	YJB validated score	
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3.2 How the YOT partnership ensures assessment, screening and referral is in place to identify and meet the universal and specialist services needs of young people in the youth justice system.

Please provide written evidence here:

All young people are assessed using Asset or Onset. Where these tools identify particular needs, referrals are made either to specialists in the service or where required outside agencies. The YOS is fortunate to have dedicated and experienced specialists. YOS specialists are able to directly access partner agency resources, to ensure a timely intervention. For example mental health will take an acute referral within 24 hours.

YOS has an operational manager seconded from the Services for Children and Young People - Advice and Assessment Service, which strengthens these links. A key objective of this secondment is enhancing safeguarding. Where needed YOS are able to refer cases to Services for Children and Young People broader services including education.

Strong links have been developed between the YOS Accommodation Officer, YOS Parenting Worker with 16 plus Services and Homeless Unit (see table 5).

Specialist workers can remain involved in cases after the end of court orders to ensure transitional arrangements into universal services and maximising the likelihood of sustainable outcomes. This also includes exit strategies to targeted youth support services.

The Prevention Services are working closely with Lifelong Learning to ensure young people access education and remain in school (see Table 4).

The Prevention Team also either supports others to complete CAFs or in some cases

instigate a CAF. They also work with other agencies as part of the team around the child to ensure successful outcomes for the child. This is also now to be rolled out in specialist team of the YOS.

Also see inspection report 2009 regarding the outcomes.

YOT partnership self-assessed score	Good	YJB validated score	
<p>3.3 How the partnership ensures that the YOT has the capacity and capability to enable young people in the youth justice system to access the universal and specialist services they need.</p>			
<p>Please provide written evidence here:</p> <p>As set out above the YOS works with a number of partners to ensure that the YOT has the capacity and capability to enable young people in the youth system to access services whether universal, targeted, specialist or a combination. Examples of this can be seen in sections 2.1, 2.2, 2.3 and 3.1.</p> <p>This has been a clear shift from when YOS was not a part of the Services for Children and Young People. This has brought about a much more integrated approach by all partners including health and education. For example the improvement in the ETE performance target has introduced new way of working by the Pupil Referral Units which includes the PEPs and staff now providing YOS with update reports on the young person progress.</p>			
YOT partnership self-assessed score	Good	YJB validated score	

4. Reductions in first-time entrants to the youth justice system

Please provide evidence that the YOT has contributed to reducing first-time entrants into the youth justice system and reducing any disproportionality, including children and young people from Black Minority Ethnic (BME) backgrounds.

Specifically describe (providing supporting evidence):

4.1 How a partnership approach is taken to identifying and engaging those most at risk of entering the youth justice system for the first time.

Please provide written evidence here:

YOS have developed innovative partnerships across the city with organisations which include: Police, Youth Service, Anti-social Behaviour Unit, Children's Trust, Think Family, FIP, Out of Hours and services within the Services for Children and Young People's Directorate. These partnerships ensure YOS can meet the needs of young people who are at risk of offending including:

- Regular 6 monthly partnership meetings to identify young people
- Regularly sharing intelligence with the police to ensure that YOS target the most at risk young people

There is also one referral form for all projects within the Prevention Team, which simplifies the referral process.

YOS works with partners to provide a range positive activities in the community such as:

- Work with the police to provide a range sporting activities in the community such as non-contact boxing and hockey
- Joint work with Theatre Royal to offer a dance and drama programme culminating in the opportunity to perform both locally and nationally and complete an Arts Award

- Work with health to provide a weekly sexual health clinic in the community and the provision of a healthy eating and substance misuse programme
- Work with library service to increase young people’s literacy levels and engagement with their local libraries
- Work with the Youth Service to provide Friday evening targeted sessions
- Work with housing associations on an arts based project Big Frame to develop positive imaging of young people in the community.

Examples of our broader partnership include projects targeted at keeping young people engaged in education:

- The Secondary Inclusion Programme (SIP) is a joint project with the Excellence Cluster working in partnership with 6 community colleges to offer an offsite 3 week programme for those young people most at risk of exclusion or school refusing to ensure that they remain or engage in mainstream education
- Work with Primary and community colleges Years 6 and 7 to ensure a smooth transition for children at risk of dropping out or struggling in the first year of secondary education
- Joint work with schools and police delivering Respecting Difference workshops to Years 6 and 7 to reduce bullying

These education programmes serve to reinforce partnership work including work with parents. Most importantly they are very successful in keeping young people within education. The SIP has a 96% success rate in young people returning back to their schools.

YOS advocates for and with young people and families. The strength of our partnerships enables us to ensure accessibility to other services including CAMHS, Harbour Centre (substance misuse), Hamoaze House (substance misuse and education), individual schools and broader universal services.

YOS also successfully bid for YCAP funding. A specific YCAP partnership has been established to ensure successful delivery. YOS managers and practitioners are leads for areas of work of YCAP, including YOS Officer in Custody Suites and Reparation in Leisure, evenings and weekends. YOS is developing a protocol agreement to ensure a partnership approach is taken to identifying young people most at risk of entering the youth criminal system for the first time. For example police can now immediately request information regarding a young person and what if any interventions are currently taking place, factors relating to background, family, education, health if known from the YOS and make speedy and appropriate decisions which relate to both identifying and engaging those most at risk of entering the youth justice system for the first time and look to lowering the thresholds so that this action becomes effective for the long term by making early and timely referrals to the Prevention team.

In order to engage young people the Prevention Team offers a diverse range of programmes. All young people are allocated to a named worker. Based on the Onset assessment individualised programmes including, where, appropriate group work is offered to young people. YOS also work with our partners to provide individual resources to support the young person during and after interventions as part of an ongoing process to ensure young people form and build up their own support systems in the community.

These developments are reported to and supported by the YOS Board. Where YOS have needed support to tackle challenging issues such as ETE, the Board has acted strategically to support service improvement.

YOT partnership self-assessed score	Good	YJB validated score	
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4.2 How a partnership approach is taken to the delivery of youth crime prevention services, including work with Youth Crime Action Plan-funded projects.

Please provide written evidence here:

The YOS Management Board has overall responsibility for the YCAP which was agreed at the Local Safeguarding Board due to elements such as Stay Safe. The YOS Manager provides progress and updates on all elements of YCAP including delivery of work and budgets, to the YOS Management Board. The YOS Manager also Chairs YCAP Leads Group on a quarterly basis for the updates, progress reports, sharing of good practice, budget reports to monitor under/over spends and planning for mainstreaming services once funding ends. The strength of our partnership working allows the YOS to deliver a diverse range of programmes that both deliver youth crime prevention services and meet identified needs of young people at risk of offending in the City.

The YCAP initiative has strengthened this partnership working by targeting and delivering programmes for reducing crime and anti-social behaviour. There is a strong collective ethos developing which is evidenced by attendance at meetings and a collective problem solving approach. Examples of our YCAP work include:

- Stay Safe in conjunction with the Police, Youth Service and Out of Hours - Services for Children’s Social Care
- Streetwise Youth Service in conjunction with the Police, Harbour and Careers South West;
- Restorative Justice - Triage in conjunction with the Police and victims;
- Mentoring - In conjunction with volunteers;
- Support for young victims

The Youth Task Force regularly visit Plymouth YCAP funded projects and has identified key pieces of work as examples of good practice including Support for young victims and Stay Safe.

TKAP funding (see 2.1 above) has also been secured for the forthcoming financial year to target those young people involved with or at risk of being involved with violent crime. This will identify a core group of young people and through intensive work with them develop sustainable interventions to be delivered across a range of services. Exit strategies into training and employment have also been secured for this group.

YOT partnership self-assessed score	Good	YJB validated score	
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4.3 The prevention services delivered by the YOT partnership and how these services have been informed by analysis of the first-time entrant population and referrals to prevention programmes.

Please provide written evidence here:

To target YIP delivery, YOS have used data on where young people, who offend, live. The target of 50 young people is being delivered across two distinct higher crime areas, identified in partnership with police, health, schools and community projects. For example the SIP programmes are targeting schools with exclusions and whose intake areas include higher crime neighbourhoods. Our ongoing monitoring and analysis of Onset data enables us to ensure that the programmes YOS deliver, tackle the risk and enhance the protective factors for young people and their families.

YOS are specifically targeting programmes based on the risk factors being evidenced through Onset. YOS are also looking to ensure that our programmes address the ECM outcomes. For example in setting up the Big Frame project YOS identified that perceptions of low self-esteem were common to many young people. YOS were also aware within some communities of a negative perception of young people. The Big

Frame project is community arts based. On garage walls, which are highly visible within the neighbourhood, YOS are creating a gallery space where consented self-portraits created by young people are being exhibited. YOS are working from a perspective of sense-of-self and family mythology linked to integrating young people within their community.

Another example would be physical and mental health. YOS have identified health as a significant risk factor amongst young people. To address these needs YOS have worked with practitioners in Public Health to deliver:

- Teen Cuisine - A healthy eating programme. This has led to gaining funding for a kitchen at the Barn Centre. YOS aspire to opening a Teen Cuisine Café
- A regular sexual health clinic
- Sessions to tackle substance misuse
- A girls group on health and beauty

Our dance work with the Theatre Royal enhances body imaging and self-esteem in young women.

YOT partnership self-assessed score	Adequate	YJB validated score	
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5. Reducing reoffending

Please provide evidence that the YOT has contributed to reducing proven reoffending by children and young people and reducing any disproportionality, including children and young people from Black Minority Ethnic (BME) backgrounds

Specifically describe (providing supporting evidence):

5.1 How the YOT has analysed the reoffending cohorts and rates to inform the YOT partnership's reducing reoffending strategy/plan.

Please provide written evidence here:

This information is provided to the YOS Management Board on a quarterly basis including analysis of trends and links to other indicators e.g. ETE data where as mentioned above and as a consequence, strategic actions were taken to improve performance.

Also partners provide information and analysis. For example Community Safety Partnership presented information to the YOS Management Board to improve upon reducing reoffending by better understanding offences by young people and ensure all partners take responsibility to address reoffending rates within their strategies and plans as part of supporting YOS to reduce reoffending. This should be embedded in partner's plans for the forthcoming year and therefore currently limited information is available.

Other work includes Deter as part of the Prolific and Priority Offender Strategy. The YOS reports to a partnership group as part of the LAA and the LCJB, who now have the responsibility for Deter. YOS therefore analyses this information regularly, as part of reporting to the two bodies. The protocol for Devon and Cornwall for Deter cohort has yet to be fully agreed and has impacted upon partnership strategies on reducing reoffending as unclear on what/how information is to be gathered and presented for analysis.

During 2009/10 dip sampling was carried out by the LCJB Offending & Re-offending sub group where Plymouth YOS case were analysed.

Also as mentioned see violent crime analysis 1.3 above.

YOT partnership self-assessed score	Good	YJB validated score	
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5.2 The range and type of interventions available including alternatives to custody and how these have been developed to meet the identified need.

Please provide written evidence here:

For all cases, case managers use offending behaviour programmes as a key aspect of work with young people. Our programmes are individualised based on criminogenic risk factors and learning styles. Programmes YOS deliver include:

- Consequential thinking
- Problem solving
- Anger management
- Victim awareness/empathy
- Knife crime awareness
- Teen-Talk

YOS have two direct alternatives to custody Intensive Supervision and Surveillance (ISS) and the Intensive Referral Order (IRO). The IRO is a three month 15 hours per week timetabled and targeted intervention aimed at more serious offences and higher risk of custody. Following an IRO being made, a referral panel meets within 5 days to determine the details of the contract.

The ISS is available over both 6 and 12 months and is targeted according to seriousness and risk. The ISS also targets work based on criminogenic risks identified in Asset. In addition, drawing upon their enhanced knowledge of young people, programmes are tailored to individualised needs. The range of work includes:

- Independent living skills
- Work with parents and families
- Substance misuse work
- Sustainable and constructive leisure pursuits
- Mentoring
- Skills for work and securing employment
- Supported referrals to other agencies
- Cultural awareness work
- Getting Connected - self determined goal analysis

At the end of programmes as the young persons hours reduce, YOS are looking to ensure that young people are settled in other provision and able to sustain a non-offending lifestyle.

Our links with Services for Children and Young People mean that YOS are able to access residential resources as part of packages to keep young people out of custody. For example YOS has recently used a 90-day residence requirement within a YRO, as part of a programme.

Also work is taking place with partners to maximising the utilisation of requirements of the YRO e.g. drug treatment requirement, exclusion requirements.

YOT partnership self-assessed score	Adequate	YJB validated score	
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5.3 How the YOT works to enable children and young people to comply with the requirements of their orders and ensures robust enforcement and timely breach processes when necessary.

Please provide written evidence here:

The Inspection found that: *In 75% of cases where it had been needed, enforcement action was taken sufficiently well.* Our current approach includes:

- Flexibility from staff to meet the needs of young people and adaptation of interventions to match learning styles

<ul style="list-style-type: none"> Breach panel set up for staff to discuss breaches with court officer Staff discuss all breaches with a Team Manager, who records the decision on YOIS, in key stages window prior to staff instigating breach proceedings Maintaining good relationship with courts so as to enable easy access to court lists Court listing office assist with priority listing of high risk/vulnerable cases <p>YOS has a very good relationship with the Youth Court; if risk is high this allows rapid listing of cases. It also allows us to work with the courts to sanction young people but where appropriate continue with the Order. Our preparation for the YRO has included discussions on the new powers under breach.</p>			
YOT partnership self-assessed score	Good	YJB validated score	

6. Custody

Please provide evidence that the YOT has contributed to reducing the use of youth custodial remands and sentences and reducing any disproportionality, including children and young people from black minority ethnic (BME) backgrounds.

Specifically describe (providing supporting evidence):			
6.1 The work undertaken to build and maintain a strong relationship and communication with courts and sentencers.			
<p>Please provide written evidence here:</p> <p>Plymouth YOS has a positive and robust working relationship with the local Youth Court as evidenced in a relatively low custody rate. YOS has a consistent presence in court and receives positive feedback from the Youth Court on our work. YOS's work with courts and sentencers includes:</p> <ul style="list-style-type: none"> Attending all youth bench magistrate meetings to give and receive feedback Delivery of presentations and training to magistrates prior to and during the implementation of the YRO/Scaled approach All court user groups are attended Magistrates giving feedback on reports both in court and through the court user group The Youth Court being represented on the YOS Management Board The YOS Manager represents the YOTs/YOS for Devon and Cornwall on the Local Criminal Justice Board (LCJB) where a strong relationship exists with courts and sentencers 			
YOT partnership self-assessed score	Good	YJB validated score	
6.2 The arrangements in place to reduce the use of custody and remands to custody.			
<p>Please provide written evidence here:</p> <p>YOS have a relatively low custody rate. The arrangements in place to reduce the use of custody include:</p> <ul style="list-style-type: none"> IRS works to prevent recall on licence Development of emergency accommodation with Housing, Social Care and Supporting People YOS attends the Social Care Resource Panel to access resources to assist in the creating of community interventions Extension of periods of care of young people (S20) following remands to Local Authority Accommodation 			

<ul style="list-style-type: none"> • PSR QA process • Policy of staff attending court for all options PSR's • A dedicated bail and remand worker • Use of ISS bail • Effective programmes as an alternative to custodial sentences <p>The YOS with Social Care is now planning to look at remand fostering to further reduce custody. Early discussions regarding this are currently underway. For details of programmes please see 5.2 above. For information regarding BME young people see Table 6 above.</p>			
YOT partnership self-assessed score	Good	YJB validated score	
6.3 How the YOT Management Board maintains oversight of use of custodial remands and sentencing.			
<p>Please provide written evidence here:</p> <p>The rates of custodial sentences and an analysis of trends are reported quarterly to the YOS Management Board. See above 3.1, 3.2, 4.2, 6.2, for further details.</p>			
YOT partnership self-assessed score	Good	YJB validated score	
6.4 How the YOT works across the partnership to ensure effective resettlement for children and young people being released from custody.			
<p>Please provide written evidence here:</p> <p>YOS has effective inter-agency arrangements and strong partnership working support in this area of work. For all custodial cases, there is an automatic referral to the Accommodation Officer and the Parenting Worker. YOS is active in ensuring Services for Children and Young People attend key custodial meetings as well as any other key agencies. On release there is a clear plan for every young person including accommodation and ETE. See Table 5 above for details. MAPPAs involvement also takes place pre-release for higher risk cases. Other YOS's are involved when accommodation falls outside of Plymouth city boundaries.</p>			
YOT partnership self-assessed score	Good	YJB validated score	

7. Risk of serious harm

Please provide evidence that the YOT partnership has contributed to addressing risk of serious harm to the public through local application of YJB risk of serious harm procedures.

Specifically describe (providing supporting evidence):
7.1 The procedures in place to identify and manage risk of serious harm to others.
<p>Please provide written evidence here:</p> <p>The assessment and management of risk of harm is a core function of the YOS. Through the implementation of targeted interventions and systematic management of risk, the case manager comprehensively provides, through their practice an individualised risk framework, which echoes the principles of effective practice established by the YJB. The Inspection Report 02 2010 states that; <i>Classification of RoSH levels was assessed as being accurate in 90% of cases; all cases accepted by MAPPAs met the criteria and had been allocated to the appropriate level</i> YOS has a written procedure on RoSH. The procedures YOS has in place, to manage</p>

RoSH are as follows:

- YOS use Asset to screen for risk of harm and where needed RoSH Asset and plans are completed
- All RoSH's are quality assured by a manager and countersigned when of sufficient quality
- Data spreadsheets are produced fortnightly and sent to all staff to highlight RoSH's required, date of reviews, risk and vulnerability management plans required, dates of reviews required
- All RMPs and VMPs signed off by a manager
- Fortnightly risk and vulnerability management planning meetings for staff to book into to discuss issues and develop RMP and VMPs
- Chaired by an operational or service manager with either Team Manager or senior practitioner in support

Dip sampling is being introduced to quality assure those Assets with RoH and vulnerability sections scored as low to ensure that staff are assessing threshold levels correctly.

YOT partnership self-assessed score	Good	YJB validated score	
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7.2 The procedures for the ongoing management of young people under the local MAPPA arrangements.

Please provide written evidence here:

Plymouth YOS has recently undertaken training with staff on MAPP. YOS has excellent working relations with the MAPP Coordinator and can list young people as needed. The procedures for management of young people under MAPPA include:

- All MAPPA cases are identified at point of sentence and reviewed through Risk/Vulnerability planning meetings and supervision
- A Team Manager attends MAPP 2 meetings with the Case Manager and RMPs incorporates actions decided at MAPP meetings

In addition YOS has ready access to the Dangerous Offender Liaison police officers.

YOT partnership self-assessed score	Good	YJB validated score	
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7.3 How these RoSH and MAPPA procedures are overseen by the YOT management team and board to ensure quality and continuous improvement in services.

Please provide written evidence here:

YOS have recently reviewed how we are managing risk of serious harm and developed new procedures. Key aspects of the process are that:

- Young people that require a MAPPA referral are identified at point of sentence and reviewed through the RoSH assessment process
- Those that trigger risk/vulnerability management plan (RMP/VMP) are booked into a review meeting
- RoSH/vulnerability meetings are held fortnightly and always chaired by a manager
- The practitioner presents the plan to the review and they are discussed amendments are made as needed
- The manager signs of the RMP/VMP
- Plans are reviewed as needed within the review meetings

Where the RoSH plan indicates that a MAPPA referral is required the referral is discussed within supervision and the RoSH is assessment reviewed. A MAPPA referral is completed by the Case Manager and is over seen and countersigned by a Team

Manager. The Team Manager attends the MAPPA meetings from which an action plan is agreed and included into the intervention plan of that young person.

YOS have started identifying second workers to co-manage high risk or high risk of re-offending cases to ensure continuity for the young person.

The YOS has good working relationships and protocols in place with criminal justice services. At the strategic level this is in place through the LCJB where all procedures are annually reviewed with partners including Police, Probation, Magistrates and Crown Courts, CPS, and G4S. Integral to all these is agreed processes for high risk cases. This also forms 6 weekly performance reports to the LCJB where as a partnership quality and improved services are discussed at this strategic level and agreements reached on how to improve services at the point of delivery.

YOT partnership self-assessed score	Good	YJB validated score	
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8. Safeguarding

Assess the extent to which the YOT has contributed to keeping children and young people safe from harm.

Specifically describe (providing supporting evidence):

8.1 The safeguarding procedures in place to ensure the comprehensive, accurate and timely identification, assessment and management of safeguarding needs.

Please provide written evidence here:

The YOS views Safeguarding as central to our work, both specifically in terms of case by case and in the broader perspective as part of Working Together. The YOS Manager, as a member of the Local Children’s Safeguarding Board (LCSB) is well placed strategically to ensure that safeguarding procedures are comprehensive and managed appropriately at all levels and in partnership as well as in-house. Also as part of Children’s Social Care clear safeguarding policies are in place and training is provided to all staff as part of the LSCB.

The YOS’s procedures to promote safeguarding are as follows:

- Assets quality assured in supervision and at PSR stage
- VMPs are completed on cases where vulnerability is assessed as medium and above and agreed by Managers
- Cases are referred as appropriate to other agencies including Social Care
- YOS staff attend partnership strategy meetings as necessary and appropriate to ensure all safeguarding work being both carried and agreed is joined up
- All staff attend mandatory multi-agency safeguarding training
- Where there are child protection concerns, YOS follows Social Care Child Protection procedures

YOS’s Accommodation policy includes a clear pathway of joint working between Children’s Social Care, Housing and the YOS to ensure that those identified as a Child in Need under the Children Act 1989, are fast-tracked into emergency/appropriate accommodation reducing their vulnerability and consequently the risk of re-offending as set out above.

On a fortnightly basis a wizard is produced for practitioners and Managers that highlights vulnerability plans that need completing, reviewing and closing. Any issues with quality assurance and timeliness are dealt within one to one supervision.

Within the recent Inspection of the service HMIP found that the percentage of Safeguarding work that was judged to have met a sufficiently high level of quality at 70% with Moderate improvement required. *76% of plans took into account safeguarding needs and 83% included positive factors in the child or young person’s*

life. However, HMIP also found that YOS vulnerability screening was *accurate in only 56% of cases* so we recognise that this is an area where improvement is still needed. However VMP's are completed for all cases assessed as medium or above.

YOS has always worked closely and shared information with the partners to ensure that any checks that need to be made, can be, including the police checks for all cases made in-house and on Carefirst, if a young person's safeguarding needs are a cause for concern or are being assessed. For the TRIAGE process safeguarding is central as it is the work of the police and the YOS Officer in Custody Suite that ensures this process as does the role of Appropriate Adult which the YOS provides as a matter of course for all young people under 16 and is now moving to 17.

The YOS also has a seconded Team Manager from Children's Social Care who's background and secondment arrangement ensure that safeguarding identification is comprehensive and needs are met by services. This is complemented as mentioned above by specialist staff within the YOS who are well placed to further advise or work with young people ensuring safeguarding procedures are accurate, timely and meet the needs of young people.

Connectivity is fully implemented by the YOS to assist in sharing information with the Secure Estates especially regarding vulnerability and risk.

Also as part of an induction procedure, in future all staff will attend safeguarding training. In order to foster a greater communication and understanding of constraints and thresholds, all staff will also undertake one weeks shadowing in Children's Social Care.

The Prevention Team prioritises safeguarding and is fully incorporated at all levels of practice including ONSET and all work is planned to align with Every Child Matters (EIA). For example the work of the YISP team clearly identifies and follows the same process and procedure as Asset. In planning of work programmes with young people the work is developed and outcomes are linked to EIA.

YOT partnership self-assessed score	Good	YJB validated score	
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8.2 How the implementation of these safeguarding procedures is overseen by the YOT management team and board to ensure quality and continuous improvement in services.

Please provide written evidence here:

As set out above implementation of safeguarding procedures is overseen by YOS management. The YOS Manager is also a member of the Children's Social Care Management Team and is able to raise management concerns in the first instant at this senior level. The YOS Manager is also a member of a number of partnerships Boards including the Local Children's Safeguarding Board as mentioned above and Emotional Health and Well Being Board which also delivers tiered CAMHS services. These Boards look jointly at quality and continuous improvement at the strategic level in terms of safeguarding as does the YOS Management Board where safeguarding underpins Board leadership. In terms of practice, implementation, quality and continuous improvement within the YOS this safeguarding is central to work and is overseen as set out above and to ensure quality and continuous improvement in terms of safeguarding procedures this is carried out for example;

- Through supervision processes
- Monitoring of Data spreadsheets
- Through Risk/vulnerability Management Meetings and plans

Also as mentioned above the implementation of safeguarding procedures forms all aspects of the Prevention Teams work as it does of the specialists. Examples of this include accommodation, mental health, ISS, PSR's, timely referrals, transitions/transfer and partnership working, the work being carried out as part of

YCAP, Missing Persons and ASB.			
YOT partnership self-assessed score	Good	YJB validated score	
8.3 How the YOT works with children's services to ensure that children and young people at risk of entering or in the youth justice system are kept safe from harm.			
<p>Please provide written evidence here:</p> <p>The YOS Manager is the lead for the city on the delivery of YCAP. All elements of YCAP forms comprehensive relationships with children's services to ensure that children and young people at risk of entering or in the youth justice system are kept safe from harm. For example through the work of Streetwise, a team of youth workers intervene by carrying out targeted youth work with young people by diverting them away from offending and into safer activities by referring them to programmes of work e.g. The Zone. Also Stay Safe work ensures that on a regular basis (monthly) on Fridays/Saturday evenings a joint team of workers which includes police, social workers, youth workers and other staff from other partnerships, target areas/neighbourhoods, that have been identified by partners where young people may not be safe e.g. high levels of drinking, risk of unsafe sex, and are returned home safe, followed by a discussion with the young person and their parents in terms of safeguarding. As part of the Children's Trust comprehensive consultation work has been carried out with young people and bullying featured as their highest concern. After school patrols ensures that bullying is minimised and young people are safe, not just in schools, but outside as well. These patrols take place at lunch breaks, after school and on buses by the police. Also see above regarding TRIAGE. The YOS Prevention Team uses the Onset system to assess children and young people's needs. This includes assessing the risk of serious harm and the vulnerability management plans. As part of the Prevention Team's referral process, checks are always carried out on young people and their families through CareFirst, YOIS, and police databases. YOS also either supports others to complete CAFs on young people who are part of their cases and in some cases YOS instigate a CAF. YOS works with other agencies as part of the team around the child to ensure successful safe outcomes for the child. The YOS also works closely with the Missing Persons Team by providing funding in kind in terms of co-locating with YOS and working closely to ensure young people who are at risk of entering and/or are in the youth justice system and go missing are alerted to the Missing Persons Team to ensure their safety. Further work as mentioned above also includes partnership working with health including CAMHS.</p>			
YOT partnership self-assessed score	Good	YJB validated score	

9. Victim and public confidence

Assess the extent to which the YOT has contributed to improving victim satisfaction and public confidence in the fairness and effectiveness of dealing with youth crime in the Criminal Justice System.

Specifically describe (providing supporting evidence):

9.1 How the YOT partnership seeks feedback from service users about the quality of services it delivers and how this feedback has informed service development.

Please provide written evidence here:

As mentioned above YOS as part of a wider partnership seek views from service users as part of a rolling programme of work for the Children's Trust. Young people within the youth justice service are asked to complete the 'What do you think' part of the assessment process to ensure engagement and give the young person an opportunity for self assessment. The YOS also seeks feedback victim's as follows;

- YOS currently has a dedicated Victim Liaison Worker to ensure the quality of service to victims and collection of feedback continues to be monitored and developed accordingly.
- The views of victims are recorded on Victim Feedback Forms which are filled out once Restorative Justice process has been completed.
- Information sought includes feedback on the offers of Restorative Justice they received, the inclusiveness of the service, the level to which they were kept informed of youth justice processes, the helpfulness of the Victim Liaison Worker and the overall level of service received from YOS.
- All victims are asked how they feel our service can be improved through the Victim Feedback Forms.
- Victims' views are passed on to the Team Manager, who will consider feedback and strategise accordingly.
- Within the YOS team, a Focus Group (consisting of a Team Manager, Seconded Police Officer, Restorative Justice Coordinator and Victim Liaison Worker) meets once a month to monitor, evaluate and advance the service to victims, informed by feedback received.
- All victims are given a leaflet detailing YOS policies regarding complaints. In the event that a victim passes on their feedback through making a complaint, it would be acknowledged and dealt with accordingly by the Service Manager.
- The collection and analysis of victim feedback has informed service development by previously indicating that carrying out more home visits to victims would be beneficial. All victims (excluding retail victims) are now offered a home visit at the first point of contact.

The Prevention Team also ensures feedback takes place and through this process has developed and improved services as follows;

- Established a parent group, Get Active and Participate (GAAP). This group provides feedback to the service which enables us to develop the service. This group are now trained as volunteers.
- All young people complete a simple end of programme questionnaire and this has led to changes in the types of programmes being delivered and assessing their effectiveness for example as mentioned above self imaging of girls and young women's work has now been introduced
- Young people wanted to and have made three films about specific aspects of the service which includes ABC's and racism.

YOT partnership self-assessed score	Adequate	YJB validated score	
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9.2 The victim and restorative justice services delivered by the YOT partnership and how the YOT has reviewed these services to inform its victim/restorative justice strategy.

Please provide written evidence here:

The YOS partnership prioritised this area of work by reviewing and allocating additional resources from the YOS budget and making better use of other funding including YCAP. Therefore following this process this YOS delivers the following services relating to victims and restorative justice:

- A Victim Liaison Worker acts as a dedicated point of contact with all victims.
- All victims receive a letter and YOS leaflets.
- Within 5 working days of receiving a letter, victims are contacted and offered a home visit.

- Additional needs of victims are identified, taken into account and catered to accordingly. (e.g. YOS recently commissioned a Translator to assist in victim liaison work).
- A victim impact statement is completed and passed on to case managers so that victims' views can be represented in Pre Sentence Reports (PSRs).
- Victims are informed of restorative justice processes and are given the options to; Accept a letter of apology, Write a letter (or otherwise express their views) to the offender, take part in mediation or shuttle mediation and participate in a victim/offender restorative conference.
- Victims (where appropriate) are invited to and encouraged to attend Referral Order Panels, where they would be prepared and supported by a dedicated independent worker.
- Victims are offered direct reparation, arranged, risk assessed and supervised by reparation workers. Victims can also put forward suggestions for indirect community reparation activities.
- Examples of reparation include; produce from the YOS allotment is given to local community groups and local nursery equipment has been renovated.
- Victims can choose to be kept informed of reparation progress.
- Victims are contacted and sent literature post sentencing, to inform them of court outcomes.
- Through YCAP funding, short films are being made to reach young people through their mobile phones and schools around support for victims and the reporting of crimes.
- Training has been scheduled for April to empower existing volunteers to support young victims, and encourage victim participation at Referral Order Panels.
- A Focus Group has been established (consisting of a Team Manager, Seconded Police Officer, Restorative Justice Coordinator and Victim Liaison Worker) to monitor, evaluate and advance restorative justice services to victims monthly.
- Research across the service was recently undertaken to establish practitioners' views on improving services to victims. As a result of this, many improvements have been made, including an increase in direct contact with victims and the processes of facilitating victim/offender restorative conferences.

Reviews of YOS services have also highlighted the following needs and areas of improvement in restorative justice, which are currently being addressed through the Focus Group and at Managerial level.

- Increase in public awareness of restorative justice by publicising success and new initiatives in local media.
- Developing an infrastructure to allow YOS to deliver earlier interventions to victims.
- Representation of restorative justice services at multiagency locality meetings.
- Strengthening links with diverse community groups to ensure social inclusion.

YOT partnership self-assessed score	Adequate	YJB validated score	
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9.3 How the YOT partnership engages with local communities to improve public confidence in the criminal justice system.

Please provide written evidence here:

The YOS, as a member of the LCJB share in the goal to improve public confidence in the criminal justice system. The YOS Manager has therefore been active at a strategic level, as part of LCJB in a number of annual events to improve public confidence including the staging of a ‘Question Time’ event where unsurprisingly youth crime featured as key topic of discussion. The LCJB also has the provision of Communications Officer who works alongside YOT/YOS’s to ensure that positive media stories and events regarding young people in the criminal justice system are shared with the public. Recent events has also included ‘You Be The Judge’ and the celebration with Plymouth Magistrates Court of, 100 years Youth Courts. The YOS is also a member of the CDRP and has participated in CDRP events including ‘Face The People’ also at PACT meetings as mentioned above both with young people and adults and as Plymouth moves towards Localities working, the YOS is actively participating with young people and families to ensure that communities have every confidence in the YOS partnership’s work of the criminal justice system. The YOS also as a member of both Children’s Trust and the LCSB benefits from Communication Officers from Services for Children & Young People, Police and Health. Both partnerships are drawing up a clear agreed policy, to ensure that public confidence is central to the work of these joint partnerships. Also the work of YCAP is largely highly visible work as mentioned above and therefore communities are encouraged to feedback particularly to PACT meetings and other forums including Locality Meetings on whether public confidence is improving.

The YOS also engages with local communities to improve public confidence in the criminal justice system in the following ways:

- YOS works alongside and informs local businesses of restorative justice processes, inviting them to join the Plymouth Against Retail Crime (PARC) initiative. YOS is one of the funders of PARC service.
- YOS recruits and trains community members to volunteer, giving them an understanding of youth justice processes and allowing them to contribute their time and skills to reduce crime.
- Representatives from the Prevention Team attend local multi agency meetings to increase public confidence in the youth justice system and YOS services.
- The Prevention Team delivers group work and sporting opportunities in the community which have been widely reported in local media, informing the public of YOS crime prevention initiatives.
- The Prevention Team have established a community parent’s forum (‘Get Active and Participate’) to empower parents to support the reduction of youth offending.
- YOS works directly with victims of crime, offering information, support and restorative justice opportunities to improve public confidence in the justice system as set out above.
- YOS facilitates young people working alongside allotment holders at the YOS allotment breaking down barriers between young people and older members of the community
- The Local Authority provides Reparation Activities e.g. Tidy Plymouth which includes graffiti removal and litter picking

YOT partnership self-assessed score	Adequate	YJB validated score	
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Section 3: YOT partnership improvement plan

The YOT partnership must set out its plans to address gaps and risks identified during the C&C Self-Assessment process. The YJB is aware that some YOTs may have had a recent HMI Probation Core Case Inspection and subsequently produced an improvement plan. This plan should be reflected within the capacity and capability improvement plan.

Examples of risks could include the following:

- the absence of a required management or operational process posing a risk to achieving the YOTs objectives e.g. the absence of effective quality assurance or management oversight posing a risk to achieving the YOT's objectives
- a potential lack of financial, human or other resources to meet established needs or demands. Examples might include funding pressures, lack of specialised skills, unreliable information or other management systems.
- a potential failure to identify and/or respond to external pressure on the YOT partnership and the services it provides. Examples might include a failure to anticipate demographic or legislative change.

Risk identified via C&C Self-Assessment	Action to overcome this risk	Success criteria	Owner	Deadline
1.3 Limited evaluation of the effectiveness of interventions has resulted in an uncoordinated approach to service delivery.	Greater use of 'What do you think' assets Develop formal feedback process at end of orders to evaluate outcome of individual elements of the plan Young People Feedback Group to be set up Programmes to be linked with specific risk factors identified	Better understanding of the outcomes from a young person's point of view. Clearer knowledge of gaps within provision and the ability to take steps to address. More co-ordinated and targeted delivery of interventions both to individuals and groups. Reduction in ASSET scores	YOS Management Team	March 2011 (reviewed at 6 months)

<p>2.4 Diversity training and understanding issue of disproportionality in the youth justice system</p>	<p>in ASSET SEE ATTACHED INSPECTION IMPROVEMENT PLAN Item 7</p>	<p>SEE ATTACHED INSPECTION IMPROVEMENT PLAN Item 7 Improved outcomes for young people at risk of offending and/or reoffending Confident workforce with ability to understand disproportionality in the youth justice system Improved and accurate records of minority groups and needs Better able to provide information to families, young people and partners</p>	<p>SEE ATTACHED INSPECTION IMPROVEMENT PLAN Item 7</p>	<p>SEE ATTACHED INSPECTION IMPROVEMENT PLAN Item 7</p>
<p>4.3 Limited analysis, apart from the YIP 50, of the FTE population has resulted in the service being reactive rather than pro-active.</p>	<p>Annually Undertake full analysis of FTE assets to review factors relating to the offending.</p>	<p>Ability to target preventative work across the city. Tailor interventions appropriately. Inform partner agencies to enable co-ordinated response to 'hotspot' factors or areas.</p>	<p>YOS Manager (supported by Office Manager/Team Manager)</p>	<p>June 2010 and thereafter January of each year from 2011 to inform better planning for forthcoming year.</p>
<p>5.2 Available programmes or alternatives have not been targeted at young peoples identified needs in a cohesive way.</p>	<ul style="list-style-type: none"> • Detailed analysis of asset to identify the main drivers behind offending. • Review of available 	<p>Completion of analysis Review completed and comprehensive catalogue developed. PSR procedures reviewed and</p>	<p>YOS Manager (supported by Office Manager/Team Manager)</p>	<p>October 2010 July 2010 September 2010</p>

<p>SEE ATTACHED INSPECTION IMPROVEMENT PLAN 1,2,3,4</p>	<p>resources.</p> <ul style="list-style-type: none"> PSR gatekeeping process using Scaled Approach to be made robust and include proposed programmes within case plan 	<p>amended</p>	<p>Team Managers YOS Manager (supported by Team Manager)</p>	
<p>9.1 YOS partnership is to seek feedback from service users including victims regarding quality of services to improve services and ensure regular reviews inform future victim/restorative justice strategies</p>	<ul style="list-style-type: none"> Collect regular feedback from victims to inform service accordingly and develop an appropriate tool to gather feedback. Ensure that services delivered by YOS are in line with National Standards as set out by the Youth Justice Board and the Code of Practice for Victims of Crime. Staff training to incorporate restorative justice 	<ul style="list-style-type: none"> Service improvement as a result of feedback received and evident Victim Feedback Form is monitored and considered at Restorative Justice Focus Group and through supervision and used to inform and develop service. accordingly Ongoing monitoring to ensure feedback process is both maintained and sustained with annual reviews to adjust feedback process to effect further improvements 	<p>YOS Manager (supported by Team Managers) Victim Liaison Worker / Team Manager / Restorative Justice Focus Group</p>	<p>Immediate and review every 2 months for first 12 months</p> <p>March 2011</p>

Part three: YOT partnership C&C Self-Assessment sign-off

YOT Management Board chair sign-off		
Name	Signature	Date

Part four: YOT partnership C&C Self-Assessment validation feedback report

This section will be completed by the YJB regional team. YOTs do not need to insert any performance data/information into this section. The YJB regional team will complete this section after the validation process has ended and the entire document will be returned to the YOT.

Overall YOT performance judgement

This is the YJB's overall judgement of the YOTs performance. It is a balanced judgement of the YOT's performance against National Indicators and its capacity and capability to sustain and improve upon current performance.

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National Indicator performance judgement

The national Indicator performance is judged according to two factors:

- direction of travel
- comparison to family.

In both cases, first-time entrants and reoffending are given double weighting as they are the primary youth justice indicators. The most current National Indicator performance data will be used to determine the judgement.

YOT National Indicator (NI) performance judgement dashboard

	NI 19	NI 43	NI 45	NI 46	NI 111
Direction of travel					
Sample/cohort size					
2007/08 NI performance					
2008/09 NI performance					
% point diff.					
Significant? (yes/no)					

Assessment					
Score					
Family comparator					
Sample/cohort size					
2008/09 YOT NI score					
2008/09 Family NI score					
% point diff.					
Significant? (yes/no)					
Assessment					
Score					
Overall score					
National Indicator performance judgement					

National Indicator performance judgement bandings

Performing excellently against NI:	>= 21	Performing well against NI:	>= 17.5 & <21	Performing adequately against NI:	>= 13 & < 17.5	Performing poorly against NI:	<13
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Capacity and capability judgement

The nine capacity and capability areas have varying numbers of critical activities. Therefore the score for each outcome area will be the average of the individual critical activity scores. The total of the averaged scores determines the capacity and capability judgement statement.

Any town YOT capacity and capability judgement dashboard

	YJB validated score
APIS	
Resourcing and workforce development	
Access to universal services	
Reduction in first-time entrants	
Reducing reoffending	
Custody	
Risk of serious harm	
Safeguarding	
Victims and public confidence	
Overall score	
Capacity and capability judgement	

Capacity and capability judgement bandings

Excellent C&C to sustain and improve perf.	>21.5	Good C&C to sustain and improve perf.	>13.5 & <= 21.5	Adequate C&C to sustain and improve perf.	>7 & <=13.5	Poor C&C to sustain and improve perf.	<=7
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Monitoring priorities

Notable and innovative practice

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CITY OF PLYMOUTH

Subject: Eastern Corridor High Quality Public Transport (HQPT)
Scheme: Deep Lane Proposals

Committee: Cabinet

Date: 8 June 2010

Cabinet Member: Councillor Wigens

CMT Member: Director for Development and Regeneration

Author: Juli Wileman, Major Scheme Project Manager

Contact: Tel: (01752) (30)7703
e-mail: juli.wileman@plymouth.gov.uk

Ref: 0721 Eastern Corridor

Part: I

1.0 Executive Summary:

- 1.1 This report records progress on the development of options for the A38 Deep Lane Junction, which is part of the Eastern Corridor High Quality Public Transport (HQPT) Scheme.
 - 1.2 A junction improvement at Deep Lane is required in order to accommodate future traffic growth and traffic generated by the strategic residential and employment developments along the Eastern Corridor.
 - 1.3 During 2009 Plymouth City Council, Devon County Council and the Highways Agency have been working in partnership to develop alternative options for Deep Lane Junction. Around fifteen options were investigated, but following an initial appraisal that considered operational efficiency, the promotion of sustainable transport, environmental impact, network resilience, safety and cost, four options were short listed and then developed in more detail.
 - 1.4 These four options were the subject of a public consultation event towards the end of 2009 and a Stage 1 Scheme Assessment Report in March 2010 which considered the costs, benefits, risks, environmental impact and technical issues associated with each option.
 - 1.5 The results of the public consultation and the outputs of the Stage 1 Assessment Report have been considered by Plymouth City Council, Devon County Council and the Highways Agency and Officers have recommended two options to be developed further and included within the Eastern Corridor High Quality Public Transport Major Scheme Business Case. One option would be the "Preferred Option" and the other option would be the "Lower Cost Alternative".
 - 1.6 The submission of the Major Scheme Business Case to DfT, which will also be considered as part of the Regional Funding Allocation process, is programmed for the first half of 2011.
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2.0 Corporate Plan 2010-13:

- 2.1 The Eastern Corridor Major Scheme and the submission of the business case to secure capital funding, is a key project for delivering the Local Transport Plan, the Local Development Framework (LDF) Core Strategy, the North Plymstock Area Action Plan (AAP) and South Hams District Council's Sherford AAP.
- 2.2 The scheme directly assists Corporate Improvement Priority 11 "Improving Access across the City" and the submission of the business case is a key milestone for CIP 11 in 2010/11. It will provide faster and more reliable journey times for public transport services along the Eastern Corridor, linking new and existing residential areas with better access to employment, education, leisure, retail and healthcare facilities.

3.0 Implications for Medium Term Financial Plan and Resource Implications: Including finance, human, IT and land

- 3.1 There are no financial implications as a direct result of the recommendations in this report. The costs associated with the preferred option will be included in the next overall Eastern Corridor HQPT scheme forecast, which is returned periodically to the DfT.

4.0 Resource Implications:

- 4.1 There are no resource implications arising from this report

5.0 Other Implications: e.g. Section 17 Community Safety, Health and Safety, Risk Management, Equalities Impact Assessment, etc.

- 5.1 There are no other implications directly arising from this report.

6.0 Recommendations & Reasons for recommended action:

- 6.1 The Cabinet is requested to:

1. Note the progress on the development of options for Deep Lane Junction
2. Approve Option B (D) as the Preferred Option to be further developed and included within the Eastern Corridor Major Scheme Bid
3. Approve Option C as the Lower Cost Alternative option to be further developed and included within the Eastern Corridor Major Scheme Bid

Reasons:

1. A junction improvement scheme at Deep Lane is required in order to accommodate future traffic growth and traffic generated by the strategic residential and employment developments along the Eastern Corridor.
2. To enable the Council to proceed towards submitting a Major Scheme Business Case to the Department for Transport (DfT), in accordance with Central Government guidance for Programme Entry to the South West Regional Funding

Allocation, to fund transport improvements within Plymouth’s Eastern Corridor, which in turn will support new sustainable development.

7.0 Alternative options considered and reasons for recommended action:

- 7.1 As part of the traffic modelling stage of the junction improvement assessment, “base” and “do-minimum” traffic scenarios were considered. This assessed how future traffic would be accommodated on the current highway network and the highways proposed as part of the Sherford development. This modelling showed that the Deep Lane Junction and its associated highways could not accommodate the likely growth in traffic and would lead to increased journey times, queues and delays. A junction improvement of some kind is therefore necessary.
- 7.2 A large series of alternative junction arrangements were considered when developing the four potential options which have been the subject of more detailed design work and traffic modelling. This technical work has led to the recommendations contained in this report.

Background papers:

1. Eastern Corridor Major Scheme Business Case Progress Report, Cabinet Planning, June 2009
2. Deep Lane consultation brochure, November 2009
3. Plymouth Eastern Corridor Junction Options at Deep Lane/Voss Lane Stage 1- Scheme Assessment Report, Report Number HHE 91730BF/07/03, March 2010

Sign off:

Fin	SDG/ CapF 9100 28.07 0510	Leg	JAR/10 /145	HR	N/A	Corp Prop	N/A	IT	N/A	Strat Proc	N/A
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1.0 Background

- 1.1 The area to the east of Plymouth is planned to experience significant growth in the period up to 2026 as a result of strategic developments. The Secretary of State's proposed changes to the Regional Spatial Strategy has allocated the construction of 6,000 dwellings to the Sherford New Community and approximately 1,500 dwellings have been allocated to the Plymstock Quarry strategic development site in the adopted North Plymstock Area Action Plan. There are also proposals to provide an additional 130,000 m² of employment land at the Langage Strategic Employment site just to the north-east of Deep Lane Junction.
- 1.2 In the context of this level of development, and in order to provide sustainable transport choices and improve highway conditions for travel to Plymouth City Centre, Plymouth City Council (PCC), in partnership with Devon County Council (DCC) and the Highways Agency (HA), is developing a series of potential transport improvements along the Eastern Corridor as part of a Major Scheme Business Case (MSBC). These improvements include the introduction of a HQPT service, greater provision for pedestrians and cyclists and highway schemes to improve the efficiency of traffic flows.
- 1.3 Transport modelling analysis has shown that trip generation from 5,500 Sherford dwellings which has already secured outline planning approval and the application for 40,000 m² of the employment development at Langage, can be accommodated using the existing Deep Lane Junction arrangement, together with the improvements to the highway already secured through funding provided as part of the Sherford development and the original 1999 planning application for Langage. However, further improvements to Deep Lane would be required to mitigate the impact of the full 130,000 m² of development at Langage and the full development at Sherford. These improvements would provide a step change in highway capacity but because of being of strategic importance to the development of Plymouth as a whole would require additional funding from central government to supplement the contribution from developers.
- 1.4 PCC held a series of public consultation events on the options for the Eastern Corridor HQPT scheme in the Summer of 2008 and this included two outline designs for the Deep Lane Junction. The options at this stage were to improve the existing single over bridge arrangement or to provide a two bridge roundabout option. Since this consultation, further technical analysis has been undertaken to consider these potential junction improvements in more detail. This work has been taken forward by PCC, DCC and the HA and this report discusses the options which have emerged from this assessment work.

2. Option Development

- 2.1 Traffic modelling and junction design work was undertaken by Parsons Brinckerhoff, highway engineering consultants, commissioned by PCC, to consider potential options for junction improvements at Deep Lane. An appraisal of those options considered operational efficiency in terms of journey times, queue lengths and delays for both general traffic and public transport. The promotion of sustainable transport, environmental impact, network resilience, safety and cost were also considered. This technical assessment led to the emergence of four principal options, which are shown in Appendix A. These options focus on improvements to the junctions at Deep Lane

and/or the Voss Farm, which is the next junction on the A38 east of Deep Lane. A description of each option is provided below.

2.2 Option A - £35m (2009 price base)

Option A includes the complete replacement of all slip roads and the existing bridge across the A38 at Deep Lane with a gyratory system. It would also include the widening of Sandy Road, the signalisation of Ridgeway roundabout and the provision of a southern access road from Sandy Road into the area of the potential Langage Business Park expansion.

An assessment of Option A is provided below.

- This junction arrangement would provide the most highway capacity of all the four options being considered, resulting in generally free-flowing traffic conditions;
- This option would provide significant journey time savings to all users;
- It would not, however, provide an attractive route for pedestrians and cyclists due to the complexity of the junction arrangement and the number of lanes of traffic they would have to cross and therefore additional pedestrian and cycle facilities would need to be considered;
- This improvement would maintain the current reliance on a single direct access from the A38 into the Langage Business Park;
- This option requires the demolition of the existing infrastructure and would be challenging to construct whilst keeping the A38 and surrounding highways open;
- Overall this option would have a neutral or slightly adverse environmental impact;
- This is the most expensive of all the options; and
- The consultation demonstrated a lack of public and stakeholder support for this option.

2.3 Option B (N) – £31m (2009 price base)

Option B (N) includes an additional two-lane bridge over the A38 at Deep Lane, together with new A38 west bound slip roads. North of the A38, Sandy Road would be widened and Ridgeway roundabout signalised. It also includes the improvement of the existing Voss Farm Junction on the A38 to provide access to an expanded Langage Business Park with westbound on and off slips. The public consultation version of this option did not include the eastbound off slip from the A38 at Voss Farm. This has been included subsequently. It is this revised version that is referred to in this report.

An assessment of Option B (N) is provided below.

- This option would operate with significant spare highway capacity in both the AM and PM peaks at the Deep Lane and Voss Farm junctions;
- The journey times and queue lengths associated with this option would be broadly similar to those of the other options under consideration;
- This option would provide marginally better pedestrian and cycle access compared with Options A and C. However, the lack of a southern access road to Langage reduces the resilience of the road network available to access Langage Business Park as well as reducing the permeability of the Business Park for HQPT;
- As with other options, this option did not show a great level of detail for pedestrian and cyclist infrastructure, particularly between Sherford and Langage via Deep Lane. This will be addressed in future;

- This option would provide an alternative access from the A38 to Langage to improve network resilience;
- It could also be delivered incrementally in line with the roll out of development and as funds allow ;
- This option was assessed to have a neutral or minor adverse environmental impact;
- This option would affect the setting of a cluster of historic buildings at Voss Farm and the Lyneham Inn, but with careful consideration this impact could be mitigated;
- This option would be the second most expensive; and
- The public consultation demonstrated that this option lacked public support as the initial option did not include an eastbound off slip at Voss Farm. Since this time, the option has been amended to include this additional infrastructure.

2.4 Option B (D) - £23m (2009 prices)

Option B (D) includes minor improvements in the Deep Lane area together with the widening of Sandy Road, the signalisation of the Ridgeway roundabout and the lengthening of the westbound off slip from the A38. This also includes significant improvements to the Voss Farm Junction with slip roads allowing movements in all directions to provide access to the Langage Business Park. The consultation version of this option was amended to include an additional lane on the eastbound carriageway of the A38 from Deep Lane to Voss Farm. It is this revised version that is referred to in this report.

An assessment of Option B (D) is provided below.

- This option would operate with sufficient spare capacity in 2026 at Deep Lane and Voss Farm junction would also have spare capacity to accommodate future traffic;
- This option would provide broadly similar journey times and queue length to those of the other options;
- Given that this option has slightly less spare capacity than Options A and B (N), bus priority measures may have a more significant effect here in terms of relative journey times;.
- As with other options, this option did not show a great level of detail for pedestrian and cyclist infrastructure, particularly between Sherford and Langage via Deep Lane. This will be addressed in future;
- This option would provide an alternative access from the A38 to Langage to improve network resilience;
- This option was assessed to have a neutral or minor adverse environmental impact;
- This option would affect the setting of a cluster of historic buildings at Voss Farm and the Lyneham Inn. With careful consideration this impact could be mitigated;
- This option would require a departure from design standards regarding the distance between the A38 westbound slip roads. However, this type of departure is not uncommon and has been approved elsewhere by the Highways Agency;
- This option is estimated to be the second cheapest; and
- This option was that most favoured by the public and stakeholders. (It should be noted however that option B (N) has been amended since the consultation to provide for all movements at Voss Farm).

2.5 Option C - £19 million (2009 prices)

This option includes an additional bridge across the A38 at Deep Lane together with the widening of Sandy Road and the signalisation of the Ridgeway roundabout. Although this makes no provision for improvements to the Voss Farm Junction it does include a southern access road as in Option A to provide access from Sandy Road to the potential Langage Business Park expansion area.

An assessment of Option C is provided below.

- In this option Deep Lane junction would operate close to capacity in the AM and PM peaks. However, this would only be an issue following the complete development of Langage and Sherford;
- Option C would see the longest average journey times in both the AM and the PM peaks. Average journey times for buses are also amongst the longest;
- Queue lengths experienced on the network with this option are, on the majority of links, similar to those seen in other options;
- Given that this option does not always perform as well as the other options, buses are likely to be affected. This could mean that bus priority measures will have a significant effect in terms of reducing journey time and service reliability
- Additional consideration needs to be given to provision for pedestrians and Cyclists;
- This option maintains the existing reliance on a single junction for access north of the A38 for Plympton. Construction is likely to be more challenging than options focusing on Voss Farm;
- The environmental impact of this option is likely to be either neutral or minor adverse;
- This option is the cheapest;
- This option was demonstrated to be reasonably popular with the public and stakeholders, receiving the second largest number of positive comments;

A summary of the outcomes of the assessment work and their plans is included within the “Plymouth Eastern Corridor Junction Options at Deep Lane/Voss Lane Stage 1- Scheme Assessment Report, Report Number HHE 91730BF/07/03”. (Available on request)

3. Financial Assessment

3.1 An economic appraisal was undertaken for all four options which evaluated the costs and benefits of each option. Table 1 provides the Benefit to Cost Ratios (BCR) for each option.

3.2 Table 1: Benefit to Cost Ratios

Option	Cost (2009 prices)	BCR
Option A	£35.22 m	4.97
Option B (N)	£31.20 m	5.64
Option B (D)	£22.80 m	7.74
Option C	£19.13 m	8.07

This table demonstrates that Option B (D) and Option C would have the lowest costs and the highest BCRs of the four options, so offer the best value for money.

- 3.3 The costs of the Deep Lane junction improvements need to be considered in the context of the available budget for the wider Eastern Corridor as a whole. Currently, predicted potential available funding (from Regional Funding Allocation, Section 106 Agreements and the Plymouth Development Tariff) totals £102 million. If Options A or B (N) were selected, the scheme budget as a whole would not be sufficient to fund as well as part of the HQPT, the potential use of the disused railway parallel to the A379 as an offline uninterrupted busway. Although a decision has not yet been made regarding whether the offline busway is to be included within the overall HQPT scheme, selecting Option A or Option B (N) would effectively rule this out. As a result of this, together with the high cost and lower BCRs, these two options are not recommended financially.
- 3.4 Both Options B (D) and C have the lowest costs and highest BCRs and are therefore recommended from a financial perspective.

4. Environmental Assessment

- 4.1 As part of the design work, all options were subject to an environmental assessment process. All options fared similarly in terms of their impact on drainage, air quality noise and vibration, geology, and ecology. The assessed impacts of all four options on all these categories were at worst 'slight adverse' with many neutral impacts. Options B (D) and Options C make best use of the existing highway infrastructure and are thus likely to generate less demolition waste.
- 4.2 There were some issues surrounding the potential impact of Options B (N) and (D) on a cluster of listed buildings at Voss Farm and the Lyneham Inn public house. Although these options will not affect the buildings themselves, their settings could be altered. In order to understand whether this was considered to be a serious issue which could affect the feasibility of these options, meetings were held with the Devon County Council Historic Environment Service and the South Hams District Council Conservation Officer. The outcome of these meetings confirmed that these options are feasible subject to assurances that the buildings themselves would not be affected during construction and operation and that the necessary historic environment assessments are undertaken in due course.
- 4.3 All four junction improvement options are large scale highway schemes linking major residential and employment sites to the trunk road network. In this regard all four options will have a negative carbon impact in terms of construction and operational phases. However all options include significant provision for bus priority measures on a number of highways (particularly Sandy Road, Holland Road and the Ridgeway) while subsequent detailed design work will consider in greater depth the needs of pedestrians and cyclists. All options provide good access to the proposed Park and Ride site at Deep Lane and similar bus journey times.

5. Public Consultation

- 5.1 Following the emergence of four principal options for the junction improvements, a further consultation was held to gauge the views of the public and key stakeholders during November and December 2009. (Landowners were contacted prior to the consultation taking place). Consultation events were held in Ivybridge, Chaddlewood, Elburton and at Langage. Approximately 700 representations were received. South Hams District Council, Redtree LLP (2004) and Langage Energy Park Ltd (LEPL) were also consulted.

- 5.2 Although the consultation did not ask respondents to directly indicate which option they preferred, many people nevertheless expressed a view. In order to provide some additional idea of preferences, the number of people indicating that they liked or disliked certain elements of each option was counted. The number of people suggesting that they found nothing to like about an option was also included in this assessment. A summary of the consultation results is included in Table 2.

Table 2 - Assessment of Consultation Responses.

Option	% age indicating preferred option	Positive Comments	Negative Comments	Most Popular
Option A	8%	355	558	
Option C	7%	357	527	
Option B (N)	7%	448	502	
Option B (D)	78%	557	392	<input checked="" type="checkbox"/>

Table 2 shows that Option B (D) was the most popular.

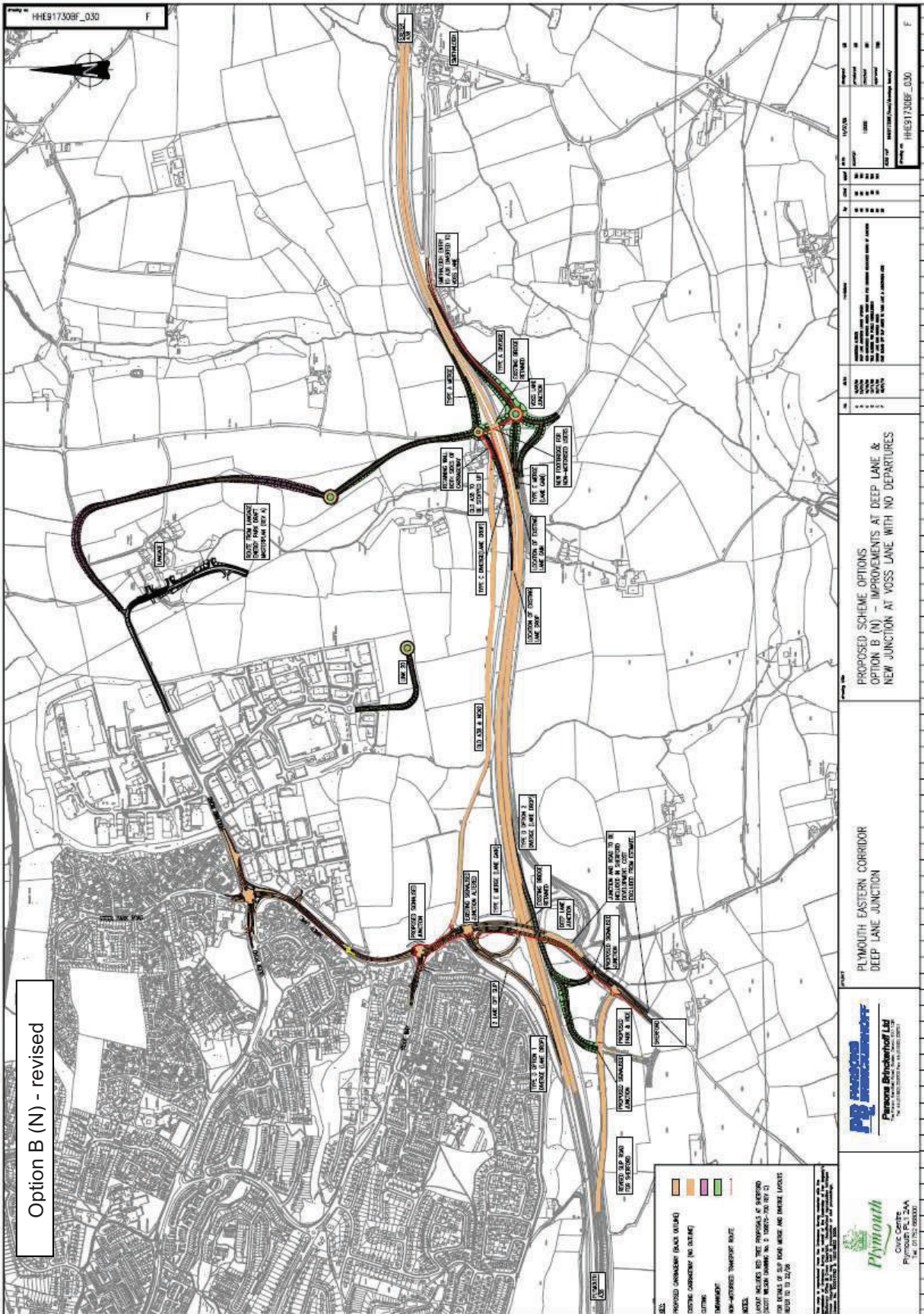
- 5.3 The HA has been involved at all stages of the development of the four options. However, they have now stated that they are currently unable to support any of the options unless further sustainable transport measures are included within the design. It is the intention to review the sustainable transport measures at the next stage of design, in partnership with the HA, to address their concerns.
- 5.4 It should be noted that since the consultation, and as a result of further assessment work, Option B (D) has been amended slightly to include a “lane gain” on the eastbound carriageway of the A38 at Deep Lane followed by a “lane drop” at Voss Farm. Option B (N) was also amended to include an off slip from the A38 eastbound to allow movements in all directions at the Voss Farm junction. It is the revised versions of these options that are referred to in this report.

6 Conclusions

- 6.1 The Eastern Corridor Major Scheme Business Case (MSBC) needs to include both a “Preferred Option” and a “Lower Cost Alternative” for Deep Lane Junction. On the basis of the technical, financial and environmental assessments in this report, together with the responses to the public consultation, Option B (D) is recommended to be the Preferred Option to be further developed and included within the MSBC. This is on the basis that it is affordable within the overall Eastern Corridor funding envelope, has a high Benefit to Cost ratio and received the greatest level of support at the public consultation.
- 6.2 As Option C also provides good value for money and is the cheapest option, it is recommended that this is developed further and included as the Lower Cost Alternative within the MSBC. It is a requirement of the MSBC process, set out by DfT, to provide a low cost alternative option to enable assessment of the value for money of the preferred option. It should be noted that whilst Option C is the cheapest option and provides good value for money, it does not perform so well operationally. The junction would operate close to capacity at peak times and journey times for buses and general traffic would be greater than in other options. For these reasons it has not been chosen as the preferred option.

- 6.3 Assuming that these recommendations are approved by Cabinet, it is the intention to feedback the results of the consultation together with details of the proposed Preferred Option and Lower Cost Alternative, to the public in late June/early July 2010.
- 6.4 The submission of the Major Scheme Business Case is programmed for the first half of 2011.

Plymouth Eastern Corridor
Deep Lane Junction:
Option Layouts



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