

# Public Document Pack



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## CABINET

**DATE: TUESDAY 8 MARCH 2011**  
**TIME: 2PM**  
**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.***

***Please note that, unless the Chair agrees, mobile phones should be switched off and speech, video and photographic equipment should not be used during meetings.***

**BARRY KEEL**  
CHIEF EXECUTIVE

## **CABINET**

### **AGENDA**

#### **PART I – PUBLIC MEETING**

**1. APOLOGIES**

To receive apologies for non-attendance submitted by Cabinet Members.

**2. DECLARATIONS OF INTEREST**

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

**3. MINUTES**

**(Pages 1 - 30)**

To sign and confirm as a correct record the minutes of the meetings held on 7 and 8 February 2011.

**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](mailto:democraticsupport@plymouth.gov.uk). Any questions must be received at least five clear working days before the date of the meeting.

**5. CHAIR'S URGENT BUSINESS**

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

#### **REPORTS FROM SCRUTINY**

**6. YOUNG CARERS**

**(Pages 31 - 48)**

Councillor Mrs Stephens (Chair of the Children and Young People's Overview and Scrutiny Panel Task and Finish Group) and Councillor James (Chair of the Overview and Scrutiny Management Board) have been invited to attend the meeting, to present the recommendations of the task and finish group.

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

A written report will also be submitted on the recommendations.

**CABINET MEMBER: COUNCILLOR BOWYER**

**7. AWARD OF INSURANCE CONTRACTS (Pages 49 - 52)**

CMT Lead Officer: Director for Corporate Support

A written report will be submitted on the award of insurance contracts following their expiry on 31 March 2011 and following a tendering procedure for the renewal of all policies from 1 April 2011.

See also item 12 below.

**CABINET MEMBER: COUNCILLOR MRS WATKINS**

**8. SETTING THE SCHOOLS REVENUE BUDGET 2011/12 (Pages 53 - 66)**

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

A written report will be submitted on the proposed schools revenue budget 2011/12, including the recommendations of the Schools Forum, funding to Special Educational Needs pupils and the proposed Dedicated Schools Grant.

**9. SERVICES FOR CHILDREN AND YOUNG PEOPLE BASIC NEED PROGRAMME (Pages 67 - 80)**

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

A written report will be submitted to seek approval from the Office of the Schools Adjudicator to increase the Planned Admission Number for five primary schools in the city with effect from 1 September 2011.

**CABINET MEMBER: COUNCILLOR WIGENS**

**10. LOCAL SUSTAINABLE TRANSPORT FUND - FUNDING APPLICATION (Pages 81 - 94)**

CMT Lead Officer: Director for Development and Regeneration

The Cabinet will be asked to consider a written report seeking approval for the submission of a funding bid to the Department for Transport for funding from the Local Sustainable Transport Fund.

## **11. 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 items of business on the grounds that they involve the likely disclosure of exempt information as defined in paragraph 3 of Part 1 of Schedule 12A of the Act, as amended by the Freedom of Information Act 2000.

### **PART II (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.

#### **CABINET MEMBER: COUNCILLOR BOWYER**

## **12. AWARD OF INSURANCE CONTRACTS (E3) (Pages 95 - 100)**

CMT Lead Officer: Director for Corporate Support

With reference to item 7 above, a written report will be submitted on the full financial details of the proposed contract award.

#### **CABINET MEMBERS: COUNCILLORS BOWYER AND BROOKSHAW**

## **13. MOUNT EDGCUMBE 2011/12 - 2013/14 BUDGET SETTING (E3) (Pages 101 - 122)**

CMT Lead Officer: Director for Community Services

A written report will be submitted on the Mount Edgcumbe 2011/12 proposed revenue budget as recommended by the Mount Edgcumbe Joint Committee.

## Cabinet

**Monday 7 February 2011**

### **PRESENT:**

Councillor Mrs Pengelly, in the Chair.

Councillor Fry, Vice Chair.

Councillors Bowyer, Brookshaw, Jordan, Michael Leaves, Sam Leaves, Monahan, Mrs Watkins and Wigans.

Also in attendance: Adam Broome (Director for Corporate Support), Carole Burgoyne (Director for Community Services), Bronwen Lacey (Director of Services for Children and Young People), Anthony Payne (Acting Chief Executive), Tim Howes (Assistant Director for Democracy and Governance), Jayne Donovan (Assistant Director for Environmental Services), Rachel Galbraith (Partnership PFI Project Co-ordinator), Martin Pollard (Partnership Programme Manager) David Shepperd (Head of Legal Services) Alwyn Thomas (Senior Specialist Procurement Lawyer) and Mark Turner (Partnership Project Director).

The meeting started at 1.00 pm and finished at 2.25 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.*

#### 100. **DECLARATIONS OF INTEREST**

There were no declarations of interest in accordance with the code of conduct from councillors in relation to the item under consideration at this meeting.

#### 101. **QUESTIONS FROM THE PUBLIC**

There were no questions submitted by the public, for this meeting, in accordance with the Constitution. The questions received were out of time and would be responded to by the officers, in writing.

#### 102. **APPROVAL OF SOUTH WEST DEVON WASTE PARTNERSHIP - FINAL BUSINESS CASE FOR THE PROCUREMENT OF WASTE TREATMENT SERVICES**

The Director for Development and Regeneration submitted a report on the background to and on the Final Business Case (redacted version) for the procurement of waste treatment services. A similar report had also been considered by Devon County Council which had agreed to delegate approval of the Final Business Case to Plymouth City Council's Cabinet. A similar report and recommendation was being made to Torbay Council which would be considering the report later in the day.

The Chair advised Cabinet Members that the report represented a key milestone in a project involving three Councils who had joined forces to make sure that a collective solution was found to deal with the residual waste.

The partnership had asked the sector to put forward solutions and the proposal submitted was an excellent solution for waste from both a monetary and a technical perspective.

She commended the presentation to the public and hoped that over the coming months, more people would have an opportunity to see the proposals and how the solution would benefit local council tax payers, Plymouth and the dockyard.

The first stage of the process was approval of the Final Business Case. The next stage would be the submission of an application for planning permission and alongside this, MVV Umwelt would be submitting an application to the Environment Agency for an environmental permit.

MVV Umwelt had already been selected as the preferred bidder through the procurement process. The Cabinet was considering today whether the case being put forward was affordable and if it was, the partnership could proceed with the Final Business Case to secure Defra PFI credit support as well as move the project forward.

Mark Turner (Partnership Programme Director) gave a presentation –

- (a) on the South West Devon Waste Partnership;
- (b) on the Outline Business Case which was approved in April 2008;
- (c) on the residual waste treatment solution;
- (d) on the partnership's project timetable;
- (e) on the partnerships' Final Business Case;
- (f) providing a summary of key performance measures for –
  - waste minimisation,
  - recycling and composting;
  - diversion from landfill;comparing the Final Business Case with the Outline Business Case;
- (g) indicating that the partnership's preferred bidder was MVV Umwelt;
- (h) on the high efficiency energy from waste facility to be located at North Yard, Devonport Dockyard;
- (i) on the environmental benefits and impact of the facility;
- (j) indicating the expected emissions against waste incineration waste directive limits;
- (k) showing the affordability for the partnership and partner Councils;
- (l) on the recommendations before Cabinet.

Mark Turner also indicated that the presentation slides would be placed on the partnership's website. He also drew Members' attention to the report of the meeting of the Joint Scrutiny Panel which had met on 31 January (which had been published) and to the proposed response, which had been circulated at the meeting.

The Chair reported that in accordance with Procedure Rule 2.2 of the Constitution, Non Cabinet Members had sought permission to address Cabinet.

The Chair proposed, Councillor Monahan seconded, and it was Agreed that the Cabinet would hear from six councillors: three from the ruling group and three from the opposition group, with a maximum of five minutes for each councillor to speak.

Councillors Ball, Bowie, Coker, Evans, Martin Leaves and Mrs Nicholson attended and addressed Cabinet.

In their representations, a number of comments were made in respect of the proposal, including –

- (m) that the information presented was incomplete;
- (n) that the recommendations were contrary to the priorities in the corporate plan;
- (o) the benefits, including a guaranteed long term relationship with the Ministry of Defence for a combined heat and power plant leading to green energy, considerable savings and cheaper energy bills;
- (p) that the siting of the incinerator was in a densely populated area;
- (q) the impact on health and life expectancy;
- (r) 180 lorry movements on a daily basis, 365 days a year;
- (s) noise and air pollution;
- (t) visual impact;
- (u) the impact on property prices in the vicinity;
- (v) the environmental benefits and reduced carbon footprint;
- (w) the state of art technology to achieve a higher rate of waste diversion and energy recovery;
- (x) that MVV Umwelt had received national recognition and had considerable experience;
- (y) the change of design of the building from consultation stage to now;
- (z) the need for proper consultation;
- (aa) the need for all councillors to scrutinise the suitability of site;
- (bb) the frustration of the Joint Scrutiny Panel at the lack of all details due to its commercial sensitivity;
- (cc) the developing technology during the contract period;
- (dd) the viability of the proposal if recycling increases.
- (ee) that landfill was not an option.

The Chair thanked the councillors for their contributions.

Councillor Michael Leaves (Cabinet Member for Community Services (Street Scene, Waste and Sustainability)) introduced the report and drew Members' attention to the gains arising from the acceptance of the Final Business Case which included MVV Umwelt's energy from waste proposal.

In 2008, Plymouth, Devon and Torbay Councils joined together to look for a local answer to the waste issue, to replace the environmentally damaging and expensive practice of burying waste.

The South West Devon Waste Partnership had been able to access significant private finance credits that would not have been available had the Council worked alone.

By pooling resources and expertise, the procurement process had led to a solution which aligned to the Council's adopted waste strategy and the Cabinet believed had significant financial and environmental benefits.

The company behind the bid would also use the waste as an energy source that would provide heat and electricity to Devonport Naval Base.

The dockyard had an important role in the city's economy and to have a plant that would supply energy directly to the dockyard would help make the base more cost-effective, greener and helped it to meet carbon reduction targets.

The Cabinet was being asked if it considered that the final business case was within approved affordability. Once approved, the planning application process would follow. Running parallel to this would be for the company to obtain an environmental permit from the Environment Agency.

MVV Umwelt had not yet submitted a planning application and would be holding roadshows to explain their proposal and listen to what the public had to say before formally submitting their plans.

The recommendations had been revised because of the absence of the Chief Executive, and were presented to Cabinet for approval, as follows –

Recommendation 1: To agree that the total cost of the solution proposed by MVV Umwelt is within the affordability criteria set out in the Outline Business Case including headroom; to agree the redacted version of the draft Final Business Case set out at Appendix B and to delegate the approval of the Final Business Case for the Procurement of Waste Treatment Services to ~~Plymouth City Council's~~ the Chief Executive as ~~Chair of the Project Executive~~, or *the person authorised to act in his absence*, in consultation with each partner Council's Lead Officer on the Partnership Project Executive (Devon County Council, Deputy Executive Director for Environment, Economy and Culture ~~Plymouth City Council, Director for Development~~ and Torbay Council, Environment Commissioner).



Reason: The Final Business Case must be submitted to Defra. It contains highly sensitive commercial and confidential information and it is thought that the most expedient manner of dealing with the final sign-off is to delegate the task to the Chief Executive ~~as Chair of the Project Executive~~, or the person authorised to act in his absence.

Recommendation 2: That the Council formally confirms to Defra that it is committed to meeting its share of the cost of this project over the lifetime of the PFI contract. The most realistic sensitivity scenario included in the Final Business Case revenue cost estimates is an 18-month delay and a foreign exchange rate Euro movement to 1.05. It is recommended that this scenario be allowed for as headroom over the whole life of the project which equates to £33million for the partnership as a whole; £16million for Plymouth City Council, £5 million for Torbay Council and £12million for Devon County Council.

Reason: As stated, Defra require members to be aware of the potential cost implications of sensitivities affecting the project cost before entering into the PFI contract. The Council recognises that while many costs will be fixed at financial close, certain cost risks will remain with the Council throughout the life of the contract such as those set out within sensitivity analysis scenarios.'

The proposals were seconded by Councillor Bowyer (Cabinet Member for Finance, Property, People and Governance).

In response to questions by Cabinet Members, Councillors Michael Leaves, Bowyer and Mark Turner responded as follows -

- (ff) the purpose of the Final Business Case was to give an update and comparison to the Outline Business Case which was more theoretical and allowed the Councils to see if objectives and cost limitations set out in the Outline Business Case had been met;
- (gg) before it was sent to Defra in the next few weeks, the Final Business Case would need to be updated to include Council minutes from this approval process together with minor changes resulting from finalising the contract with MVV Umwelt. Defra would then provide their final approval in March and confirm the award of PFI credits;
- (hh) if Cabinet did not approve the Final Business Case, the Council would be breaching the Joint Working Agreement which said that approval could only be withheld on grounds of affordability, which has been shown not to be the case. Failure of any one Council to approve the Final Business Case would result in that Council being liable for the losses of the other two councils. Plymouth City Council would also have to carry on sending its waste to landfill while another solution was found;

- (ii) the Final Business Case cost projection updated the Outline Business Case cost projections with new information and included the residual waste treatment solution proposed by MVV Umwelt. These costs were still based on assumptions such as future waste tonnages, inflation rates, and expected recycling rates;
- (jj) the projected cost in the Final Business Case was significantly lower than the estimate in the Outline Business Case because the latter was based on a theoretical solution and waste growth projections at that time. The Final Business Case included slightly reduced tonnages and reflected MVV Umwelt's solution which was offering the partnership very good value for money, partly due to the significant economic advantages linked to selling the energy to the Naval Base;
- (kk) Plymouth City Council had a larger head room allowance than the other Councils because it had the largest waste tonnage forecast and any costs payable would be based on the actual tonnage delivered to the facility;
- (ll) costs may change over time as actual costs would be based on actual tonnages being dealt with in terms of recycling and residual waste delivered to MVV Umwelt. Inflation could also be a factor in changing costs and so may changes in new legislation;
- (mm) each Council, including Plymouth, had already exceeded the recycling targets established in the Outline Business Case with 31 per cent in 2009/10. Updated modelling suggested that recycling would continue to improve with Plymouth reaching over 45 per cent and the partnership as a whole achieving over 55 per cent;
- (nn) the recycling rate was lower than that in Devon and Torbay as there were key differences between the areas, with Plymouth being a more urban area than Devon and Torbay. Plymouth also had more logistical problems such as storage and access for recycling containers in many properties such as high-rise flats, terraced housing and multiple occupancy houses;
- (oo) with regard to recycling and being a green city, the Councils were performing better than average against recycling targets nationally and in order to obtain Defra funding approval, an ongoing commitment to reducing waste and improving recycling had to be demonstrated. MVV Umwelt's solution was for residual waste only and updated modelling suggested that recycling would continue to improve. The facility offered by MVV Umwelt had a maximum capacity and would produce green sustainable energy. It was intended only for the waste that was not reused or recycled;

- (pp) with regard to looking at alternative technologies, the Cabinet meeting was looking at the affordability of the Final Business Case, following approval of the preferred solution as part of our waste strategy and Outline Business Case. All the authorities involved individually and collectively, having looked at a range of different technologies, came to the same conclusion that an energy from waste solution was the likely to be the best answer. The partnership approached the specialist waste management industry without prescribing energy from waste and the market confirmed this was the most appropriate solution for the partnership. Energy from waste was a safe, tried and tested technology subject to rigorous environmental controls and created a usable product in the form of energy;
- (qq) the environmental benefits of MVV Umwelt's solution were that it guaranteed to divert at least 97 per cent of residual waste from landfill. It had very high energy efficiency projections by using the heat as well producing electricity. Fifty per cent of the energy produced would be classed as green sustainable energy which would help offset the Naval Base's carbon footprint and reduce their own emissions by not having to produce their own heat on site from their boiler houses;
- (rr) the community would be able to have their say and learn more about the project at a series of road shows, planned for February. The planning and environmental permit application processes would both involve public consultation exercises;
- (ss) MVV Umwelt envisaged that the planning and permitting applications would be made in March/April 2010. It may take a considerable time before these applications were determined, possibly at the beginning of 2012;
- (tt) if planning permission was not agreed, depending on the reasons for refusal, the partnership and MVV Umwelt would consider the basis of the decision and then decide whether to appeal or develop an alternative project plan for consideration by the partner Councils;
- (uu) with regard to the redacted version of the Final Business Case, the officers were seeking to put as much information as possible in the public domain. The full document was aimed at Defra and included commercially sensitive information;
- (vv) the North Yard site was not available for consideration when Council planners reviewed and shortlisted potential waste sites within Plymouth, but the Waste Development Plan Document did contain policies for unallocated sites to be considered against. This would be considered as part of the planning process;

- (ww) the Cabinet was being asked to delegate authority to the Chief Executive to sign off the Final Business Case in view of the commercially sensitive information.

Agreed –

- (1) that the total cost of the solution proposed by MVV Umwelt is within the affordability criteria set out in the Outline Business Case including headroom (see (4) below);
- (2) the redacted version of the draft Final Business Case set out at Appendix B;
- (3) to delegate the approval of the Final Business Case for the Procurement of Waste Treatment Services to the Chief Executive, or the person authorised to act in his absence in consultation with each partner Council's Lead Officer on the Partnership Project Executive (Devon County Council, Deputy Executive Director for Environment, Economy and Culture and Torbay Council, Environment Commissioner);
- (4) to formally confirm to Defra that the Council is committed to meeting its share of the cost of this project over the lifetime of the PFI contract. The most realistic sensitivity scenario included in the Final Business Case revenue cost estimates is an 18-month delay and a foreign exchange rate Euro movement to 1.05. It is recommended that this scenario be allowed for as headroom over the whole life of the project which equates to £33million for the partnership as a whole; £16million for Plymouth City Council, £5 million for Torbay Council and £12million for Devon County Council.

## **Cabinet**

**Tuesday 8 February 2011**

### **PRESENT:**

Councillor Mrs Pengelly, in the Chair.

Councillor Fry, Vice Chair.

Councillors Bowyer, Brookshaw, Jordan, Michael Leaves, Sam Leaves, Monahan, Mrs Watkins and Wigens.

Also in attendance: Councillor James (Chair of the Overview and Scrutiny Management Board), Anthony Payne (Acting Chief Executive and Director for Development and Regeneration), Adam Broome (Director for Corporate Support), Carole Burgoyne (Director for Community Services), Bronwen Lacey (Director of Services for Children and Young People), Tim Howes (Assistant Director for Democracy and Governance), David Draffan (Assistant Director for Economic Development) and David Northey (Head of Finance).

Apology for absence: Barry Keel (Chief Executive).

The meeting started at 2.00 pm and finished at 3.15 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.*

### 103. **DECLARATIONS OF INTEREST**

There were no declarations of interest in accordance with the code of conduct from councillors in relation to items under consideration at this meeting.

### 104. **MINUTES**

Agreed that the minutes of the meeting held on 18 January 2011 are confirmed as a correct record.

### 105. **QUESTIONS FROM THE PUBLIC**

There were no questions from the public for this meeting.

### 106. **CHAIR'S URGENT BUSINESS**

There was no Chair's urgent business.

### 107. **OVERVIEW AND SCRUTINY MANAGEMENT BOARD SCRUTINY REPORT - SECOND QUARTER**

The written report of the Assistant Chief Executive to the Overview and Scrutiny Management Board, on their quarterly scrutiny report was submitted, reviewing the

performance of the Overview and Scrutiny Management Board for the second quarter of 2010/11, incorporating the meetings of 22 September, 6 October, 27 October and 24 November, 2010.

The Chair welcomed Councillor James (Chair of the Overview and Scrutiny Management Board) to the meeting. Councillor James presented the report and he updated the Cabinet on the progress made and highlighted some of the work undertaken.

He indicated that –

- (a) the work of the Overview and Scrutiny Management Board had been dominated by the budget and corporate plan scrutiny;
- (b) he was confident that the scrutiny work programme added value to the decisions taken;
- (c) this was the first quarterly report in a new format, which better demonstrated the achievements and forthcoming work of the Overview and Scrutiny Management Board;
- (d) detailed some of the work undertaken by the overview and scrutiny panels –
  - the Customer and Communities Overview and Scrutiny Panel had heard about the disturbances at Plymouth Argyle;
  - the Children and Young People Overview and Scrutiny Panel had established a task and finish group to look at young carers and the scrutiny report would be submitted to Cabinet for consideration, shortly;
  - the Overview and Scrutiny Management Board had considered a call for action;
  - the Growth and Prosperity Overview and Scrutiny Panel had reviewed community events and road closures;
  - the Health and Wellbeing Overview and Scrutiny Panel had submitted a response to a petition about women's health care.

108. **BUDGET AND CORPORATE PLAN SCRUTINY REPORT 2011** (Pages 1 - 12)

The report of the Overview and Scrutiny Management Board on the Budget and Corporate Plan Scrutiny 2011 was submitted together with minute 95 of the Overview and Scrutiny Management Board.

Councillor James (Chair of the Overview and Scrutiny Management Board) presented the report and advised Cabinet Members that -

- (a) the Overview and Scrutiny Management Board had met with the Council's partners on the Local Strategic Partnership Board, prior to the meetings of the Board in January 2011;
- (b) it was acknowledged by the Management Board and the strategic partners that there was a need to focus on a smaller number of priorities;
- (c) the performance targets should reflect the City Council's aim for excellence;
- (d) there was an acknowledgement of the need for a balanced budget;
- (e) the Management Board were concerned at the loss of partnership funding.

In conclusion, Councillor James thanked Cabinet and the Corporate Management Team for their contributions and also thanked the Democratic Support Team for their support during this scrutiny review.

The Chair responded and also thanked the Democratic Support Team for their support. She welcomed the comprehensive response from the Overview and Scrutiny Management Board and thanked them for their work.

On behalf of Cabinet, she broadly welcomed the recommendations and indicated that -

- (f) Cabinet were happy to involve scrutiny in supporting the policy and performance process where scrutiny was adding value;
- (g) the existing and proposed Equality Impact Assessments on the budget and its implementation were proportionate and beyond statutory requirements and Cabinet did not want to commit to further impact assessments as proposed.

Cabinet's response to the Budget and Corporate Plan 2011 scrutiny recommendations was submitted.

Agreed the responses, as submitted and appended to these minutes, as the Cabinet's formal response to the recommendations of the Overview and Scrutiny Management Board.

109. **BUDGET AND CORPORATE PLAN**

The Director for Corporate Support submitted a written report comprising the following documents -

- Corporate Plan 2011 – 14;
- Corporate Asset Management Plan 2011 – 15;
- 2011/12 Revenue and Capital Budget (update to the Indicative Budget approved on 14 December 2010 (minute 83 refers)).

The Chair introduced the Corporate Plan 2011 – 14 which set out the Council's strategic direction for 2011 – 14 and beyond and commended the plan to the Cabinet, for referral to the City Council for approval. She reported that –

- (a) the plan focused on the vision for the city and for the Council, the four shared priorities of the Council and its partners and a range of supporting outcome measures;
- (b) the plan summarised the Council's financial position and its drive to make efficiencies at a time of reduced public expenditure;
- (c) the importance of transformational change to improve services with fewer resources was a theme throughout;
- (d) the plan also highlighted the public budget consultation, partnership input and overview and scrutiny focus.

Councillor Bowyer (Cabinet Member for Finance, Property, People and Governance) reported –

- (e) on the updated Corporate Asset Management Plan for which the timetable had been revised to the end of 2015, due to the effect of the current economic downturn. This would be reviewed during the next twelve months;
- (f) that work was underway to produce a business plan for the accommodation strategy;
- (g) that the plan included the Council community asset transfer strategy which would respond to the new government agenda on devolving more control to communities and also supported elements of the council's budgetary delivery plans. It also showed how the Council was taking forward carbon management;
- (h) that information on the management of assets was detailed in the report, including the provision of a new corporate property database, the ongoing maintenance strategy, statutory compliance, corporate property forum and new developments around the Single Point Of Contact for Corporate Support and Corporate Buyer function;



- (i) that the schools estate was a significant part of the Council's portfolio and referred to primary schools where there was a basic need issue, requiring a temporary increase of the use of temporary classrooms;
- (j) that the 2011/12 Revenue and Capital Budget updated the funding allocations in the Medium Term Financial Strategy presented to the City Council on 6 December 2010, and detailed both the revenue allocations as a result of the December 2010 Local Government Settlement announcements, and updated the capital programme following funding allocations. As a result of the settlement there was a need to revisit the original budget assumptions;
- (k) whilst the report outlined a balanced budget in the context of resources available, more detailed work would continue during February and any refinement to the budget proposals would be reported to the City Council on 28 February 2011;
- (l) approval was sought for increases to various discretionary fees and charges proposed as part of the budget considerations;
- (m) that the report provided an update on how the Council had allocated its revenue and capital resources across departments and priority areas for 2011/12 to improve outcomes for local people and was fully linked and underpinned the Council's Corporate Plan 2011-14;
- (n) for the Capital Programme, there had been significant reductions in funding areas linked to all government departments, and there was much uncertainty over funding streams post 2011/12. The Council was still planning a significant capital investment and this would increase in years 2012/13 – 2014/15 as more funding streams become available. The revised Medium Term Capital Programme was submitted for approval;
- (o) the Treasury Management Strategy for 2011/12 was subject to scrutiny by the Audit Committee on 21 January 2011. Following the revisions to the capital programme, there was a need to revise the prudential indicators as outlined in the report.

Councillor Bowyer commended the Corporate Asset Management Plan and revenue and capital budget to the Cabinet, for referral to the City Council for approval

In response to questions from Cabinet Members, Cabinet was advised that –

- (p) the delivery plans for adult social care were on target and alternative options were in place in the event of slippage;

- (q) whilst proposing savings on children's services, a needs analysis had been undertaken at the outset of the process, locality by locality, and focus had been maintained on the impact of proposals on vulnerable families. The service was proposing to do things differently rather than reduce services and the early intervention grant would be targeted at vulnerable groups;
- (r) a significant amount of funding had been released to the health authority for social care and the officers were in discussion to secure an agreement on how that money would be allocated between the authorities. The agreement for 2010/11 would be brought to Cabinet shortly and officers were in discussion on the funding for 2011/12 and 2012/13;
- (s) although capital funding for transport schemes had been cut, the city was still aiming to deliver the growth agenda. The city was one of the few to have seen significant investment in improvements to the infrastructure and, with partners, a bid was being prepared for local sustainable transport funding;
- (t) every effort had been made to ensure that safeguarding had not been compromised during the budget process; Councillor Mrs Watkins having recently spent time with social workers, expressed her thanks to them for their commitment to their work;
- (u) there had been a significant investment into libraries, for example at Torbridge High School and St Aubyn's. A review was looking at modernisation, opening hours, usage and staffing levels across the management. Officers were also in discussion with other authorities in the peninsula to consider improving technology and distribution of services across the city. There were no proposals to close libraries next year. The Chair expressed her thanks to Councillor Brookshaw (Cabinet Member for Community Services (Safer and Stronger Communities and Leisure Culture and Sport) and Carole Burgoyne. The officers undertook to consider whether St Aubyn's could be submitted for an Abercrombie award;
- (v) excellent progress had been made at the Life Centre and the works were currently on target. Final tenders had been received for the leisure management contract and the preferred bidder would be announced in March 2011;
- (w) the Plymouth Translate Service in the Safer Communities Department would be self funding and the City Council was in discussion with the health authority for funding, as the biggest user of the service;

- (x) the reduction of grant funding in the safer communities area, would impact on domestic abuse and sexual assault services. Investment was being sought from partners and officers were looking at the most efficient use of grants and ways of filling the gap in funding. The proposals included a reduction in the back office;
- (y) although bulky waste collection charges were being increased, fees had not been raised for three years and those on benefits would receive the service free of charge;
- (z) no front line services were affected by these proposals;
- (aa) the transfer of performance and policy staff was being managed by Assistant Chief Executive, across all departments and officers and Members were confident that the changes would deliver savings and improve the service;
- (bb) comments about the proposals targeting vulnerable people were rejected and fairness in the budget proposals, could be demonstrated. A risk based approach had been adopted and proposals had been considered under equality impact assessments and the impact of decisions would be kept under review.

The Chair indicated that the proposals would mean that the City Council would be recommended to freeze the Council tax for the coming year.

Agreed that –

- (1) **Corporate Plan 2011-14**  
the Corporate Plan is Recommended to the City Council for adoption, subject to minor amendments and editorial design changes being delegated to the Chief Executive and the relevant portfolio holder;
- (2) **Corporate Asset Management Plan 2011-15**  
the Corporate Asset Management Plan is Recommended to the City Council for adoption, subject to minor amendments and editorial design changes being delegated to the Director for Corporate Support and the relevant portfolio holder;

#### **2011/12 Revenue and Capital Budget Report**

- (3) the proposed net revenue budget requirement of £208.237m for 2011/12 and five year Capital Programme (2010/11 – 2014/15) of £192.635m is Recommended to the City Council on 28 February 2011, subject to any final amendments;

- (4) increases to fees and charges as outlined in Appendix C to the report, are Recommended to the City Council for approval;
- (5) the revised Prudential Indicators outlined in Appendix E to the report are Recommended to the City Council for approval.

110. **JOINT PERFORMANCE AND FINANCE REPORT - THIRD QUARTER**

The Corporate Management Team submitted a written report outlining the performance and monitoring position of the City Council as at the end of the third quarter.

Councillor Bowyer (Cabinet Member for Finance, Property, People and Governance) presented the report in so far as finance was concerned, and highlighted –

- the need for a balanced budget at year end;
- the latest revenue position;
- the red risks on the delivery plans;
- the latest position on the capital programme and proposals for the inclusion of two additional schemes;
- the latest position on treasury management;
- that following a tax inspection, some issues had been drawn to the attention of the Council relating to staff allowances;
- proposed virements;
- that the Council now had clarity around grants and the settlement.

Councillor Sam Leaves (Cabinet Member for Performance and Transformation) presented the report in so far as performance monitoring was concerned and reported on the current position within each department.

The Chair thanked all the finance officers and Directors for their work on the budget and welcomed the early consideration this year. She also thanked all the Cabinet Members for their work.

Agreed –

- (1) that the Directors address the remaining shortfall in 2010/11;
- (2) that the latest 2010/11 capital forecast of £77.457m is noted and the City Council is Recommended to approve that the following new schemes (included in the latest forecast) are added to the programme for 2010/11 -
  - (a) Jennycliff Café environmental works £0.050m;
  - (b) Market electrical refurbishment (majority to follow in 11/12) £0.025m;

- (3) the reinstatement of the Weston Mill cemetery reserve, by a transfer back from the revenue invest to save reserve, totaling £0.071m, to meet the costs of essential improvement works in 2010/11;
- (4) the budget virements as follows -
  - reallocation of development budget savings across service heads - £466,000;
  - separation of Chief Executive departmental management from Policy and Performance Unit for reporting purposes - £512,000;
  - transfer of budget for Community Support Grant scheme from corporate items to Corporate Support - £100,000

111. **CHILDREN AND YOUNG PEOPLE PLAN 2011 -2014 - DRAFT DOCUMENT FOR CONSULTATION**

The Director of Services for Children and Young People submitted a written report on the discussion document for the Plymouth Children and Young People Plan 2011 – 2014 which focused on how the City Council, partners and agencies will work together to deliver the priorities specifically in relation to children, young people and families.

The report -

- (a) outlined the key successes that the Children and Young People's Trust partners had achieved through working together;
- (b) indicated that the Children and Young People's Trust remained a local priority for the City and the Council and the proposed plan would be a key delivery plan to achieve the City's four priorities;
- (c) advised that a detailed assessment of children and young people's needs was completed in September 2010 and the views of children and families in the City had been incorporated into the discussion document;
- (d) detailed the priorities agreed by the Plymouth Children and Young People's Trust Board on 10 December 2010;
- (e) indicated that, under each priority, detailed delivery plans would be developed, laying out the commissioning intentions across agencies. Consultation on and development of the delivery plans would take place during the first quarter of 2011;

- (f) informed Members that the final Children and Young People Plan 2011-2014 would include the associated delivery plans and would be completed by April 2011.

Cabinet Members were assured that many schools would be involved in the consultation process.

Agreed –

- (1) that whilst it is no longer a statutory requirement for local areas to have a Children's Trust, the Children and Young People's Plan is Recommended to the City Council for inclusion under Local Choice Plans and Strategies in the current review of the Constitution;
- (2) the priorities for the Plymouth Children and Young People's Plan 2011-2014, to enable consultation to take place during February and March 2011;
- (3) that consultation will be undertaken with relevant stakeholders across the City, including other 2020 theme groups, the private sector, key partner agencies including PCC, NHS Plymouth, Devon and Cornwall Police and the Voluntary and Community Sector, as well as with children, young people and families.

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Ref	Recommendation	Responses	By who	By when
1.1	That the Director for Public Health, as a joint appointment, should contribute to the budget and corporate plan scrutiny process in future years	Agree	Carole Burgoyne	October 2011
2.1	Where <b>shared service arrangements with other local authorities</b> are being developed, the Overview and Scrutiny Management Board be given an oversight role. Partners should be involved at the earliest opportunity to ensure a more joined up approach in delivery of shared services.	Agree with Overview and Scrutiny Management Board having a role in scrutinising relevant decisions and proposals for shared service arrangements and provisions	Ian Gallin and Adam Broome.	Ongoing

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Ref	Recommendation	Responses	By who	By when
2.2	Where delivery plans will result in a <b>reduction of service to citizens</b> , modelling should be undertaken to assess the impact on individuals, households and communities. This should include both the differential impact on those groups within each neighbourhood and the cumulative impact on those who are affected by more than one change. Account should be taken in undertaking the modelling of income levels.	Detailed Equality Impact Assessments (EIAs) have been undertaken on the budget and a commitment given to undertake further assessments, as required, on the implementation stages of different elements of the plans. Our EIAs already encompass aspects beyond the statutory requirements (eg health inequalities) and extending the process yet further is not considered appropriate or proportionate.	All delivery plan leads	Milestones to be set out in delivery plans
2.3	<b>Value for Money and performance benchmarking</b> information against the Council's 'family group' should form part of the performance management reporting that is submitted to the Overview and Scrutiny Management Board.	Agree	Ian Gallin and Adam Broome jointly in consultation with CMT	March 2011



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Ref	Recommendation	Responses	By who	By when
2.4	<p>The <b>Corporate Income Recovery Plan</b> relating to how the Council collects the money owed to it from a variety of sources should be the subject of pre-adoption scrutiny by the Support Services scrutiny panel. Options relating to cash collection as set out in the Corporate Support Services budget delivery plan should be included.</p>	<p>The Council's performance in collecting income will continue to be reported through the quarterly performance and finance monitoring report. Similarly the Council's delivery of all budget delivery plans will be 'traffic-lighted' via the quarterly performance and finance monitoring report. These quarterly reports will enable the Board to scrutinise progress on income collection.</p>	Adam Broome	Ongoing
2.5	<p>That the Overview and Scrutiny Management Board receive a progress report on the <b>Council's new procurement initiatives</b>, namely Procure to Pay, buyer rollout, and 'sell to Plymouth'. The Board will monitor, through the quarterly performance and finance monitoring reports, ongoing work around these projects which equate to £4m savings over the next 3 years.</p>	Agree	Adam Broome	June 2011

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Ref	Recommendation	Responses	By who	By when
2.6	That governance and scrutiny arrangements are agreed between the Scrutiny Management Board and the Cabinet and the Corporate Management Team with regard to the <b>prioritisation of the capital programme and the 'invest to save' programme.</b>	A review of capital programme arrangements is to be carried out, focussing firstly on governance arrangements, and secondly on prioritisation of schemes based on reduction of available resources. Involvement of scrutiny will be included within this review.	Anthony Payne	June 2011
2.7	That <b>draft proposals for years 3, 4 &amp; 5 of the capital programme</b> be prepared for this budget and as part of the ongoing budget setting process.	This is not considered appropriate, given the current uncertainty about capital funding arrangements, and the importance of maintaining a realistic, and funded capital programme	CMT	N/A
2.8	That a proposal for a <b>small grants scheme for community and voluntary groups</b> is developed and implemented jointly with Plymouth 2020	Agreed that work will be taken forward on this recommendation. This would need to form part of the discussions with LSP partners with all partners funding contributions being considered.	Ian Gallin	April 2011

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Ref	Recommendation	Responses	By who	By when
2.9	That urgent consideration is given to addressing the <b>funding shortfall for the Volunteer Centre and infrastructure support for community and voluntary groups</b> created by the ending of Local Area Agreement Performance Reward Grant.	Subject of LSP Executive discussions 26 January 2011 and the Board on the 10 <sup>th</sup> February 2011. An update can be provided to Overview and Scrutiny Management Board.	Ian Gallin	March 2011
2.10	In making <b>savings to the cost of senior management</b> , a risk analysis of potential loss of capacity within the Council to deliver its change agenda should be undertaken.	Agree	CMT	TBA
2.11	That Directors and Assistant Directors should ensure that <b>reporting of service provision</b> which affects people (for example adults' and children's social care) should include statistics as both a percentage and in terms of actual numbers of people. Where possible, measures of dispersion – geographic / neighbourhood information should be included.	The requested statistical information will be included in relevant responses where appropriate and proportional. The other issues raised will be addressed through EIA's.	SMT	ongoing

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Ref	Recommendation	Responses	By who	By when
2.12	Cabinet and delegated decision reports include provision to indicate where an <b>Equality Impact Assessment</b> is required, and, if so, this is listed as one of the background papers.	Agree	SMT	From March 2011
2.13	That consideration should be given to ensuring that there is better public understanding of the role of the <b>Plymouth 2020 Partnership</b> and how community views are represented on it.	Agree	Ian Gallin	March 2011

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<b>Ref</b>	<b>Recommendation</b>	<b>Responses</b>	<b>By who</b>	<b>By when</b>
3.1	<p>That <b>impact assessments</b> with regard to delivery plan proposals be prepared, as (2.2) above, in respect of:</p> <ul style="list-style-type: none"> <li>• Schools transport</li> <li>• Locality restructure</li> <li>• Disability Service restructure</li> <li>• Changes to Special Educational needs policies</li> <li>• Reduction in contribution to Youth Offending Service</li> <li>• Financial support and non-statutory payments to Care Leavers</li> </ul>	Response as (2.2) above		N/A
3.2	That a prioritised list of capital projects in Children's Services be prepared and published pending clarity from Government about the availability of resources	As 2.7 above		
3.3	That a review of all grants relating to the provision of children's services that are not continuing, with succession arrangements, is published	Implications of grant changes will continue to be reported via the quarterly budget and performance report.	CMT	Ongoing

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Ref	Recommendation	Responses	By who	By when
4.1	That the <b>recycling target</b> be reviewed in the light of Plymouth's aspirations for excellence and the benchmarks for similar authorities within the Council's 'family group'.	The recycling target is currently being reviewed.	Carole Burgoyne	March 2011
4.2	That a policy with respect to <b>community transfer of assets</b> in line with the provisions within the Localities and Decentralisation Bill be developed and submitted to the Scrutiny Management Board. Specifically the feasibility of asset transfers referenced within Community Services budget delivery plans should be quantified.	A policy is included in the Councils Asset Management Plan. Business cases will be developed on individual asset transfer for decision and scrutiny as appropriate	Adam Broome, Carole Burgoyne and Ian Gallin	June 2011
4.3	That a review of all <b>grants relating to the Community services</b> that are not continuing, with succession arrangements, is published.	As 3.3 above		

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Ref	Recommendation	Responses	By who	By when
4.4	<p>That <b>impact assessments</b> with regard to delivery plan proposals be prepared, as (2.2) above, in respect of:</p> <ul style="list-style-type: none"> <li>• Cemeteries and Crematoria fees</li> <li>• Rationalisation of Environmental Services structure</li> <li>• Changes to library opening hours</li> </ul>	As 2.2 above		N/A
4.5	<p>That a <b>Volunteering Plan</b> for the city is produced, including provision for the increased use of Community Payback resources to undertake work on behalf of the Council and partners to increase efficiency savings.</p>	Agree.	Peter Aley	June 2011
4.6	<p>Plymouth takes a lead role in establishing a <b>Crime Panel</b> in line with legislative proposals.</p>	Agree	Carole Burgoyne	May 2012

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Ref	Recommendation	Responses	By who	By when
4.7	That <b>targets for the Personalisation agenda</b> be set in line with 'family group' authorities rather than regional comparators.	Agree	Carole Burgoyne	June 2011
4.8	Proposals for use of the <b>£3.5m health fund</b> , and any other related unallocated resources be brought to the Health and Adult Social Care scrutiny panel.	Agree	Carole Burgoyne	March 2011
4.9	Details are provided of the specific proposals about <b>savings related to events, grants and other initiatives</b> as set out in the Culture, Sports and Leisure budget delivery plan.	Agree	Carole Burgoyne	February 2011
5.0	Details are provided of the <b>transport options for savings</b> currently being considered in the budget delivery plan.	Agree as individual options are developed	Anthony Payne	February 2011 Onwards



Ref	Recommendation	Responses	By who	By when
5.1	Following ministerial feedback, the revised <b>Local Economic Partnership</b> for Plymouth be reviewed by the Growth and Prosperity overview and scrutiny panel	Agree	Anthony Payne	April 2011
5.2	That <b>impact assessments</b> with regard to delivery plan proposals be prepared, as (2.2) above, in respect of: <ul style="list-style-type: none"> <li>• Family Intervention Project</li> <li>• Anti-social behaviour</li> <li>• Transport options</li> </ul>	As (2.2) above		N/A
5.3	That interim <b>targets for job creation</b> between now and 2026, including monitoring and evaluation criteria with regard to sustainability should be put in place to enable more effective monitoring.	Agree	Anthony Payne	June 2011

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**CITY OF PLYMOUTH**

**Subject:** Young Carers  
**Committee:** Cabinet  
**Date:** 8 March 2011  
**Cabinet Member:** Councillor Mrs Watkins  
**CMT Member:** Director of Services for Children and Young People  
**Author:** Claire Oatway, Head of Service, Performance and Quality, Services for Children and Young People  
**Contact:** Tel: 01752 307345  
e-mail: [claire.oatway@plymouth.gov.uk](mailto:claire.oatway@plymouth.gov.uk)  
**Ref:** YC T&F 1  
**Key Decision:** No  
**Part:** I

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**Executive Summary:**

The Children and Young People's Overview and Scrutiny Panel, through a Task and Finish Group, undertook a review of young carers' identification and support during October.

The panel report is attached (Appendix A) and included the following recommendations:

1. DVDs on Young Carers and Hidden Harm to be shown to a wider audience, e.g. to members prior to Full Council, Children and Young People Overview and Scrutiny Panel and Health and Adult Social Care Panel;
2. Plymouth City Council should lead a media campaign to raise awareness of young carers in Plymouth;
3. Plymouth Young Carers at Efford, The Zone and Hamoaze House should be praised for the good work they do with young carers;
4. PCC should review, resource and plan for adequate support for all young carers; especially if more young carers are identified;
5. The level of joint training around young carers and Hidden Harm among Adults' and Children's workers should be addressed urgently;
6. A protocol to ensure closer working between adults' workers and children's workers must be developed;
7. PCC should provide young carers with assistance for carers duties, including safe lifting;

8. PCC must ensure improved collaboration and commissioning between Adult and Children Social Services. This includes clarification of funding responsibility and possibly pooling of resources;
9. Young Carers should be given more prominence within the Carers Strategy and supporting activities;
10. Adequate funding should be identified for appropriate respite for young carers;
11. Progress is reviewed after six months by the Children and Young People's Scrutiny Panel.
12. PCC uses its links through the Local Strategic Partnership to seek comments on the report from other agencies, such as the family court, probation, Children's Trust, etc.
13. When a young carer is identified by Adult Social Services, that worker must trigger a referral to complete a full young carers assessment as part of the adult care plan;
14. PCC should provide young carers with assistance for carers duties, including safe lifting;
15. Young carers should be identified as a vulnerable group by all agencies working with children and be provided with additional support where appropriate;
16. PCC should work with schools to develop a strategy to help identify young carers and to ensure appropriate support is given. This includes an identified Governor/Inclusion Governor, to be trained in identifying young carers , and a named senior staff member to ensure young carers have a plan of educational support;
17. PCC should evaluate existing services to ensure the universal offer is appropriate;
18. Schools should ensure sensitivity and priority is given to young carers on the administration of school support or welfare funds;
19. Headteacher representatives should come forward with proposals to audit and identify young carers in schools.

It is recommended that the report's recommendations are accepted with minor amendments:

- |                         |   |
|-------------------------|---|
| Recommendation 3:       | Other services supporting young carers, such as the Friends of Families of Special Children should also be praised for the work that they do to support this vulnerable group |
| Recommendations 4 + 10: | It is accepted that PCC should review services for young carers within the limited resources it has available. Additional sources of funding should also be explored.         |
| Recommendations 7 + 14: | This expectation should be extended to include additional partners such as Health   |
| Recommendation 18 + 19: | The wording be amended to "Invite ..... to" rather than direct.   |

**Corporate Plan 2010-2013 as amended by the four new priorities for the City and Council:**

Young carers' issues cut across a number of Council and Plymouth2020 partnership priorities, especially Aspiration and Inequalities. The recommendations contained within this report should be taken into account by the Council and all agencies when making decisions with regard to the future delivery and development of services to adults and young carers.

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

The Children and Young People's Plan 2011-2014 is currently being developed and may need to include some of these recommendations. Services should be reviewed to ensure cost effectiveness and where appropriate universal services such as schools and youth provision should be encouraged to do more to support this vulnerable group.

Current budget plans do not include specific additional monies for expansion of young carers' services and it is expected that the improvements recommended are achieved within existing resources. National changes to grant allocations may, subject to ring-fencing rules, reveal additional funding and it is expected that the Carers Strategic Group should explore whether this is possible.

However, many of the recommendations are practical and can be achieved through better information sharing, partnership working and a more customer focussed approach to practice.

There are no direct implications for IT or land.

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

Young carers often live in families where a person (adult or child) has a disability or where domestic abuse or substance misuse are an issue. The recommendations included here provide additional support children living in those environments to help them to develop and grow.

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**Recommendations & Reasons for recommended action:**

It is recommended that the report's recommendations are accepted with minor amendments:

Recommendation 3: Other services supporting young carers, such as the Friends of Families of Special Children should also be praised for the work that they do to support this vulnerable group

- Recommendations 4 + 10: It is accepted that PCC should review services for young carers within the limited resources it has available. Additional sources of funding should also be explored.
- Recommendations 7 + 14: This expectation should be extended to include additional partners such as Health
- Recommendation 18 + 19: The wording be amended to “Invite ..... to” rather than direct.

**Alternative options considered and reasons for recommended action:**

The recommendations could be rejected, but the area of young carers’ identification and support has had cross party support in the past. The recommendations have a sound factual basis and every effort should be made to continue to improve services, albeit within limited financial resources.

**Background papers:**

Young Carers in Plymouth report

**Sign off:**

Fin	SAC hS03 17/17. 2.11	Leg	LT 11032	HR		Corp Prop		IT		Strat Proc	
Originating SMT Member Claire Oatway											

# **YOUNG CARERS IN PLYMOUTH**

Children and Young People's Overview and  
Scrutiny Panel Task and Finish Group report



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## **I. Introduction**

The Children and Young People's Overview and Scrutiny Panel scrutinises matters relating to the health and wellbeing of children and young people living and learning in the City. The panel scrutinises the impact of services provided by agencies ranging from the Council, Health, Police, schools and colleges and the Voluntary and Community Sector. The Scrutiny Panel also considers the impact of partnerships such as the Children and Young People's Trust, Plymouth Safeguarding Children Board and Plymouth 2020 Wise Theme Group.

One of the priority issues considered by the Panel is the wellbeing of young carers in the City. The Children and Young People's Overview and Scrutiny Panel convened a task and finish group in September to hear evidence on the number of children in the City who take on caring duties, the impact that has on their development and the support provided by organisations. This report summarises the findings of that review and makes recommendations for improvements to key services.

Young carers' issues cut across a number of Council and Plymouth2020 partnership priorities, especially Aspiration and Inequalities. The Council and its partners are required to take account of the recommendations contained within this report when making decisions with regard to the future delivery and development of services affecting young carers.

The panel would like to thank the Democratic Support Officer – Amelia Boulter for support in organising the sessions. The panel would also like to thank officers and partner organisations for their contributions in the preparation for the sessions and in their cooperation in evidence gathering.

## **2. Scrutiny Approach**

The Overview and Scrutiny Management Board approved in principle, on 22 September 2010, the establishment of a Task and Finish group to review Young Carers in Plymouth with membership to be drawn from the Children and Young People Overview and Scrutiny Panel.

### Task and Finish Objectives

The group was asked to –

- Review the relevant part of the Carers Strategy.
- Ascertain how effective current strategies are in identifying young carers.
- Review the provision of support and services provided.
- Review the effectiveness of multi-agency working in identifying support for young carers in the city.
- To consider what can be done to improve identification and support for young carers.

Membership

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

- Councillor Mrs Stephens (Chair)
- Councillor Wildy (Vice Chair)
- Councillor Mrs Nicholson

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

- Claire Oatway, Head of Service- Performance and Quality, Dept of Services for Children and Young People
- Mark Collings, Children’s Fund Programme Manger, Dept of Services for Children and Young People
- Amelia Boulter, Democratic Support Officer

Methodology

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

- 15 October 2010
- 28 October 2010

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

- Feedback on the experiences of young carers in the City
- The numbers of young carers in the City
- Processes for the identification of young carers
- Levels of support provided to young carers, to support them in their caring duties and in childhood development
- Role of services targeted at adults in identifying and supporting young carers

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

Background information

The Task and Finish Group heard representations from –

- Dave Schwartz, Strategic Commissioning Officer, Lead Reducing Harm and Risk Taking Behaviour, Plymouth City Council
- Helen Yeo, Team Leader for Young Carers, The Zone
- Caroline Storer, Plymouth Young Carers, Plymouth City Council
- Mark Bignell, Chief Executive, Hamoaze House
- Debbie Butcher, Commissioning Manager, Plymouth City Council
- Ruth Marriott, Chief Executive, The Zone
- Fiona Hutchings, Headteacher, Notre Dame

- Jane Taylor, Practice Manager, Parent Partnership
- Joy Howick, Head of Service Children in the Community, Plymouth City Council
- Craig McArdle, Commissioning Manager/Supporting People Manager
- Gary Walbridge, Service Manager Intermediate Care
- Kath Parker, Team Leader Adult Social Care, Plymouth City Council

Background material provided to the group included:

- Plymouth Carers Strategy
- Additional information about young carers

The panel reviewed two DVDs created by children and young people in Plymouth: 'There 2 Care', and 'Hidden Harm: Lonely'.

### **3. Key issues arising from evidence**

- The need to improve the collaboration between Adult and Children Social Services with the pooling of resources and training;
- The need for a strategy to be developed for schools to help identify young carers and to give the appropriate support;
- To ensure a consistent approach is taken on how we target universal services to young people;
- To ensure the quality of assessments undertaken at the clients' home to identify a potential young carer;
- That each school to have a named individual of senior standing to ensure that all young carers have a plan for educational and other necessary support;
- To look at the training provided on this subject and to widen this training to include practitioners, teachers, school governors/inclusion governor etc;
- Young Carers Strategy to be owned in the Carers Strategy;
- That the Parent Support Advisors play a significant part in identifying young carers and are an independent person at the schools;
- Looking at Hidden Harm and this vulnerable group and how we highlight this;
- That sensitivity is needed around the administration of EMAs;
- To recognise the work undertaken by the Zone and thanks to be extended Plymouth Young Carers Group and Hamaoze House for their excellent work;
- The DVDs to be shown to a wider audience, e.g. all members prior to a Full Council meeting and to panel members of the Children and Young People Overview and Scrutiny Panel.

## The Carers Strategy

The Carers Strategy is led by Pam Marsden, Assistant Director for Adults' Social Care. It covers a full range of services provided to carers in the City and contains a section on young carers. Panel members noted the early steps taken to include young carers as a vulnerable group. However, young carers' issues are not integrated into the whole agenda.

Within Adults Social Care there is a carers' office and carers team that carry out assessments when adult carers are identified. Alongside GPs, they have developed an adult carers register. It was not clear from the discussion who's responsibility it is to fund support to young carers – whether packages of support should be funded as part of an adults overall package.

The group heard criticism that the consultation exercises that fed into the carers strategy were not child-focussed, often general events therefore young carers issues were not properly captured.

Finally there were concerns about transition between adults' and children's services, specifically that adults' services were often too general and did not cater for younger adults' needs.

### **Recommendations:**

1. PCC must ensure improved collaboration and commissioning between Adult and Children Social Services. This includes clarification of funding responsibility and possibly pooling of resources;
2. Young Carers should be given more prominence within the Carers Strategy and supporting activities;
3. Adequate funding should be identified for appropriate respite for young carers.

The group heard from services for young carers that very few referrals are made from adult social care. Often, professionals working with young carers, including young carers' services or schools were not updated of changes in condition of the adult by adults' workers. This meant they were not able to fully support children. Equally, adults' workers stated that they did not always know what services were available in the community for young carers.

Workers with adults, especially Adult Social Care, were not likely to know about services available for young carers and there were concerns that assessments of adults' needs did not always identify children in a caring role. Young carers reported that they wanted to be treated as responsible carers, that sometimes adults workers withheld information.

Young carer advocates explained that in many cases if services properly supported adults in the household, there would be little demand for help for young carers. It was felt that it was felt that if the right services are provided for the adult then the need for young carers would lessen; and that there needs to be greater collaboration between Adult and Children Social Services.

**Recommendations**

4. When a young carer is identified by Adult Social Services, that worker must trigger a referral to complete a full young carers assessment;
5. The level of joint training around young carers and Hidden Harm among Adults and Children's workers should be addressed urgently;
6. A protocol must be developed to ensure closer working between adults' workers and children's workers.

**Identification and Support for Young Carers**

Young carers support families with a range of conditions, including parental or sibling physical disability, mental health, substance misuse or domestic abuse. Children as young as 8 are known to be carrying out duties including:

- Personal care – washing and bathing;
- Household chores, including grocery shopping;
- Financial management, including paying bills, budgeting;
- Making sure siblings get to school.

Currently there are around 170 known young carers in Plymouth. Benchmarks from national evidence forecast there are approximately 850. However, when the definition is extended to include substance misuse or domestic abuse this could be as high as 4,000. Geographically, young carers are spread citywide and this is an issue that can affect any family.

Many people, including members of the Panel were unaware of the high number of young carers and the range of reasons children are in a caring role. The panel were shocked at the numbers of young people and the tasks they are asked to undertake on a regular basis.

Many young carers are hidden from view because of fear or because they are not noticed by visiting professionals, particularly if there are other adults in the house. Young carers often want privacy and not interference and so do not raise concerns.

Training on Hidden harm issues (where parental substance misuse or mental health are reasons for young people taking a caring role) has been rolled out across the City. More services are becoming sensitized to young carers' issues, but there is still a lack of understanding.

Referrals to support services for young carers tended to come from GPs and schools. Parent Support Advisers were recognised as important link because of the relationship they develop with parents. One school had identified a senior lead for young carers who was responsible for tracking their educational progress and providing support. This did not appear to be a universal offer. Many speakers confirmed that there is a need to look at the training provided on this subject and to widen this training to include practitioners, teachers, school governors/inclusion governor etc

**Recommendations**

7. DVDs on Young Carers and Hidden Harm to be shown to a wider audience, e.g. to members prior to Full Council, Children and Young People Overview and Scrutiny Panel and Health and Adult Social Care Panel;
8. Plymouth City Council should lead a media campaign to raise awareness of young carers in Plymouth.

There was strong evidence that young carers often have a very different experience of childhood:

- Education attainment is poor at school and beyond as they put the needs of their family before their own future; one promising young student refused a place at university in order to care for her sister,
- Young carers face extremely stressful situations at home, they are lonely and isolated, sometimes worrying about whether they will be taken away by social care, whether their parent might overdose, or whether benefits will be stopped;
- Young carers often miss out on social skills, they don't go out and play with other children;
- Young carers have a lot of love and loyalty to their family but this can often give way to hurt, anger and confusion as well as distrust of adults;
- There is a worrying generational cycle among young carers, 40-60% of young people in drug treatment services have parents who abused substances;
- bullying is a major issue for young carers both in the community and at school;
- young people are sometimes financially penalised if they have to take time off education to care;
- the young carers tend to become 'mini adults' and take on additional duties which go beyond that which is usually acceptable e.g. responsibility for paying household bills, food shopping, collection of medicines, lifting and carrying heavy loads etc;
- one female young carer had been caring for a male member of her extended family throughout her teenage life and was responsible for bathing him, but had not been identified as a young carer;
- Young carers are not treated as disadvantaged and therefore cannot access additional help that other vulnerable groups receive e.g. children in care receive laptops;
- Parents often feel ashamed or trapped and do not declare the support their children offer.

Plymouth Young Carers at Efford, run by Plymouth City Council, provides part-time support to young people. It currently supports 50 children with 20 children on a waiting list. The service provides opportunities for those children to meet other young carers, to relax and to re-learn to play. The young carers' project provides advice on health, including sexual health as well as benefits advice.

The Zone runs a variety of services to raise awareness of young carers' issues and to assess and support young carers. They suggested that young carers want practical support, for example:

- A card system to flag up "I'm a young carer", so that professionals take into account their role and share appropriate information with them;
- being able to leave school early to collect siblings if needed.

Some schools consider young carers needs as part of their inclusion duties, for example with a designated teacher that tracks the welfare and educational needs of young carers in a similar way to other vulnerable groups. This enables a relationship of trust to be built up and opportunities for young people to be given the space they need to study.

### **Recommendations**

9. Plymouth Young Carers at Efford, The Zone and Hamoaze House should be praised for the good work they do with young carers;
10. Young carers should be identified as a vulnerable group by all agencies working with children and be provided with additional support where appropriate;
11. PCC should work with schools to develop a strategy to help identify young carers and to ensure appropriate support is given. This includes an identified Governor/Inclusion Governor, to be trained in identifying young carers , and a named senior staff member to ensure young carers have a plan of educational support;
12. Headteacher representatives should come forward with proposals to audit and identify young carers in schools;
13. PCC should evaluate existing services to ensure the universal offer is appropriate;
14. PCC to review, resource and plan for adequate support for young carers, especially if additional young carers are identified;
15. PCC should provide young carers with assistance for carers duties, including lifting;
16. Schools should ensure sensitivity and priority is given to young carers on the administration of school support or welfare funds.

**7 Recommendations**

The following recommendations are commended to the Overview and Scrutiny Management Board for approval:

<b>PCC General</b>	<ol style="list-style-type: none"> <li>1. DVDs on Young Carers and Hidden Harm to be shown to a wider audience, e.g. to members prior to Full Council, Children and Young People Overview and Scrutiny Panel and Health and Adult Social Care Panel;</li> <li>2. Plymouth City Council should lead a media campaign to raise awareness of young carers in Plymouth;</li> <li>3. Plymouth Young Carers at Efford, The Zone and Hamoaze House should be praised for the good work they do with young carers;</li> <li>4. PCC should review, resource and plan for adequate support for all young carers; especially if more young carers are identified;</li> <li>5. The level of joint training around young carers and Hidden Harm among Adults' and Children's workers should be addressed urgently;</li> <li>6. A protocol to ensure closer working between adults' workers and children's workers must be developed;</li> <li>7. PCC should provide young carers with assistance for carers duties, including safe lifting;</li> <li>8. PCC must ensure improved collaboration and commissioning between Adult and Children Social Services. This includes clarification of funding responsibility and possibly pooling of resources;</li> <li>9. Young Carers should be given more prominence within the Carers Strategy and supporting activities;</li> <li>10. Adequate funding should be identified for appropriate respite for young carers;</li> <li>11. Progress is reviewed after six months by the Children and Young People's Scrutiny Panel.</li> <li>12. PCC uses its links through the Local Strategic Partnership to seek comments on the report from other agencies, such as the family court, probation, Children's Trust, etc.</li> </ol>
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<p><b>PCC Community Services</b></p>	<p>13. When a young carer is identified by Adult Social Services, that worker must trigger a referral to complete a full young carers assessment as part of the adult care plan;</p> <p>14. PCC should provide young carers with assistance for carers duties, including safe lifting.</p>
<p><b>PCC Services for Children and Young People</b></p>	<p>15. Young carers should be identified as a vulnerable group by all agencies working with children and be provided with additional support where appropriate;</p> <p>16. PCC should work with schools to develop a strategy to help identify young carers and to ensure appropriate support is given. This includes an identified Governor/Inclusion Governor, to be trained in identifying young carers , and a named senior staff member to ensure young carers have a plan of educational support;</p> <p>17. PCC should evaluate existing services to ensure the universal offer is appropriate.</p>
<p><b>Schools and partner organisations</b></p>	<p>18. PCC should work with schools to develop a strategy to help identify young carers and to ensure appropriate support is given. This includes an identified Governor/Inclusion Governor, to be trained in identifying young carers , and a named senior staff member to ensure young carers have a plan of educational support;</p> <p>19. Schools should ensure sensitivity and priority is given to young carers on the administration of school support or welfare funds;</p> <p>20. Headteacher representatives should come forward with proposals to audit and identify young carers in schools.</p>



**Request for Scrutiny  
Work Programme Item**

<b>1</b>	<b>Title of Work Programme Item</b>	Young Carers in Plymouth
<b>2</b>	<b>Responsible Director (s)</b>	Bronwen Lacey, Director of Services for Children and Young People
<b>3</b>	<b>Responsible Officer</b>  <b>Tel No.</b>	Mairead McNeil, Assistant Director
<b>4</b>	<b>Relevant Cabinet Member(s)</b>	Councillor Mrs Watkins, Cabinet Member for Children and Young People
<b>5</b>	<b>Aim</b>	To examine the way young carers in Plymouth are identified and how the need to provide support and services are met.
<b>6</b>	<b>Objectives</b>	<p>To review the relevant part of the Carers Strategy.</p> <p>To ascertain how effective current strategies are in identifying young carers.</p> <p>Review the provision of support and services provided.</p> <p>How effective is multi-agency working in identifying support for young carers in the city.</p> <p>To consider what can be done to improve identification and support for young carers.</p>
<b>7</b>	<b>Benefits</b>	To raise awareness of the existence of young carers and their needs. To help to foster multi-agency working.
<b>8</b>	<b>Beneficiaries</b>	<p>Young carers in the city of Plymouth.</p> <p>Families of young carers.</p> <p>Plymouth City Council and its partners.</p>

9	<b>Criteria for Choosing Topics</b>	Item on the Children and Young People Overview and Scrutiny work programme.		
10	<b>Scope</b>	<b>Definition –</b> A young carer or young caregiver is a child or young person (up to the age of 18 or in some programs 25) whose life is affected by looking after someone with a disability or a long-term illness		
11	<b>Exclusions</b>			
12	<b>Programme Dates</b>	Task and finish to take place over 2 days in October 2010.		
	<b>Timescales and Interdependences</b>	<b>Milestones</b>	<b>Target Date for Achievement</b>	<b>Responsible Officer</b>
13	<b>Links to other projects or initiatives / plans</b>	Health and Adult Social Care Overview and Scrutiny Panel Task and Finish Group on Modernisation of Adult Social Care – TBC		
14	<b>Relevant Overview and Scrutiny Panel / Membership if Task and Finish Group</b>	Children and Young People Overview and Scrutiny Panel Health and Adult Social Care Overview and Scrutiny Panel		
15	<b>Lead Officer for Panel</b>	Claire Cordory-Oatway		
16	<b>Reporting arrangements</b>	Children and Young People Overview and Scrutiny Panel Overview and Scrutiny Management Board Cabinet		
13	<b>Resources</b>	Staff time and witnesses		
14	<b>Budget implications</b>	Minimal		
15	<b>Risk analysis</b>	Young carers not receiving support and services.		
16	<b>Project Plan / Actions</b>	Project plan to be prepared by the panel in consultation with relevant partner agencies.		

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**CITY OF PLYMOUTH**

**Subject:** Award of Insurance Contracts

**Committee:** Cabinet

**Date:** 8 March 2011

**Cabinet Member:** Councillor Bowyer

**CMT Member:** Director for Corporate Support

**Author:** Mike Hocking, Head of Corporate Risk & Insurance

**Contact:** [mike.hocking@plymouth.gov.uk](mailto:mike.hocking@plymouth.gov.uk)  
Tel: 01752 - 304967

**Ref:** CRM/MJH

**Key Decision:** Yes

**Part:** I

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**Executive Summary:**

Long Term Agreements in respect of current insurance contracts expire on 31 March 2011 and tenders have been invited for renewal of all policies from 1 April 2011. This contract award follows a formal tender conducted on the Council's behalf by its appointed brokers, Heath Lambert, and in accordance with European procurement regulations and applicable E.U. law. For reasons of commercial confidentiality, the full financial details of the proposed contract award are included within a separate Part II Report.

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**Corporate Plan 2010/2013 as amended by the four new priorities for the City and Council:**

Ensuring that adequate insurance cover is in place to protect the Council's assets and minimise its liabilities will ensure the Council maximises its financial resources to meet corporate objectives.

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

The tender exercise has produced savings of £408,469 against the 2011/12 insurance budget of which an amount of £250,000 will need to be earmarked to

meet the potential increased costs of claims as a result of assuming a higher excess on the liability programme. This increase in contribution will also need to be maintained in subsequent years subject to annual review of the adequacy of reserves and provisions. This will leave a net saving of £158,469, an element of which will accrue to the schools budgets.

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

The Council's insurance placement decisions form an integral part of the overall Risk Financing Strategy that minimises the impact of insurable losses.

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**Recommendations & Reasons for recommended action:**

Cabinet is recommended to:

1. approve the award of insurance contracts with the following insurance companies for three years with an option for the Council to extend for a further two subject to market conditions:
  - Property.....Travelers Insurance Company Ltd
  - Museum All Risks....Hiscox
  - Liability.....Chartis
  - Motor.....Zurich Municipal
  - Engineering..... Zurich Municipal
  - Miscellaneous.....Chartis
  
2. approve the transfer of £250,000 of the total saving to the Insurance Reserve for 2011/12 and in subsequent years subject to annual review of the adequacy of reserves and provisions.

Reasons

All tenders received by bidding insurers were evaluated on the basis of detailed contract award criteria and weightings based on price and quality and service standards.

Based on extensive evaluation, the proposals from the insurance companies recommended above represent the best value for the Council having regard to the most cost-effective mix of externally placed insurance and self-retained risk. Full details of the structure of each of the insurance programmes within the above categories are provided in the Part II Report.

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**Alternative options considered and reasons for recommended action:**

The tender process identified a range of alternative insurance solutions and the evaluation process scored each proposal on the basis of the total cost of risk to the

Council. The final recommendations being proposed are therefore on the basis of the most cost-effective insurance package available.

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**Background papers:**

Plymouth City Council Invitation to Tender for Insurance Contracts 2011  
2011 Insurance Tender Evaluation Report – Heath Lambert

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**Sign off:**

Fin	SW CorpF 910010	Leg	DS 10948	HR		Corp Prop		IT		Strat Proc	
Originating SMT Member: Tim Howes, Asst Director, Democracy & Governance											

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**CITY OF PLYMOUTH**

**Subject:** Setting the Schools Revenue Budget 2011/12  
**Committee:** Cabinet  
**Date:** 8 March 2011  
**Cabinet Member:** Councillor Mrs Watkins  
**CMT Member:** Director of Services for Children and Young People  
**Author:** Anita Martin - Group Accountant for Schools  
**Contact:** Tel: 01752 307433  
Email: anita.martin@plymouth.gov.uk

**Ref:**

**Key Decision:** N  
**Part:** I

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**Executive Summary:**

The Local Authority must make an initial determination of the Schools Budget for 2011/12 and give notice of that determination to the governing bodies of the schools it maintains before the 31 March 2011.

The Schools Budget includes the Individual Schools Budget (ISB) which is determined by the local schools funding formula and all other expenditure incurred in connection with the authority's functions in relation to the provision of primary and secondary education and all relevant early years provision.

The Local Authority determines the local schools funding formula to ensure the equitable distribution across all schools, in consultation with the Schools Forum.

The Schools Budget has historically been funded from the ringfenced Dedicated Schools Grant (DSG), post 16 funding from the Young Peoples Learning Agency (YPLA) and the Standards Fund programme. The Schools Funding Settlement announced on the 13 December 2010 ended the standards fund programme and streamlined the majority of grants into the DSG. The Local Authority must determine how the grants streamlined into the DSG are distributed in 2011/12 and any changes to the local funding formula prior to the final budget allocations being sent to schools.

The DSG has faced rising pressures over the last few years due to the increasing cost of providing for Special Education Needs (SEN) pupils. The Schools Forum commissioned a sub-group to review the funding of SEN in June 2009, to ensure it effectively and efficiently meets the needs of pupils.

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**Corporate Plan 2010 – 2013 as amended by the four new priorities for the City and Council:**

**Raising Aspiration:** The principles of reducing turbulence and maintaining stability during 2011/12 have been adopted, to protect the education system as far as possible during a period of significant change.

**Reducing Inequality:** The proposals continue to target funding at vulnerable children and young people to support their development and educational achievement. The Pupil

Premium is welcome additional funding which is targeted to the most vulnerable children, in order to support schools in the work they do to raise attainment.

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

The recommendations in this report concern the distribution of the Dedicated Schools Grant (DSG). The DSG is ring fenced and as such any changes within it will not have a direct impact on the MTFP.

A number of local authority school related functions are funded by the central element of the DSG. As schools transfer to academy status the funding which the authority receives in relation to those functions will reduce. The authority will need to either a) replace the funding by charging the academy to continue delivering services on its behalf or b) re-focus services in line with the reducing requirement to deliver services on behalf of schools.

The Pupil Premium is a new ring fenced grant allocated by the Department for Education in addition to the DSG.

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

An Equalities Impact Assessment is currently being undertaken regarding the proposed changes to the funding of SEN in mainstream schools.

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**Recommendations & Reasons for recommended action:**

- a. The recommendations from the Schools Forum regarding the distribution of streamlined grants should be accepted by Cabinet.
- b. Cabinet note the risk to the central DSG budget as schools transfer to academy status.
- c. The current 1 to 10 banding system used to direct funding to SEN pupils in mainstream schools should be replaced by a 1 to 4 banding system from April 2011 for new cases and for transition from primary to secondary from April 2012.
- d. Agree new allocation formula for all new named SEN cases from April 2011 and for transition from primary to secondary from April 2012.
- e. The proposed DSG budget should be set with an expected £425,000 deficit carried forward to the 2012/13 financial year. The estimated deficit will be updated to reflect the January 2011 pupil numbers and the final individual schools budget calculation.

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**Alternative options considered and reasons for recommended action:**

Continue to use all the predecessor grant distribution methodology to distribute streamlined grants in 2011/12 which would retain funding within a centrally managed programme. The recommended action is in line with the principles set out in the Education White Paper: The Importance of Teaching which outlines the commitment by the Government to devolve as much funding to schools as possible.

**Background papers:**

Schools Forum Report: Setting the Schools Budget 2011/12 (27 January 2011)  
 Schools Forum Report: Final Report on Funding Special Educational Needs in Mainstream  
 Schools from April 2011.

**Sign off:**

Fin	<b>SA/ ChS0318/ 24.2.11</b>	Leg	<b>LLT 11020 24.2.11</b>	HR		Corp Prop		IT		Strat Proc	
Originating SMT Member: Colin Moore Assistant Director Services for Children & Young People											

## **1.0 Introduction**

- 1.1 Whilst the Local Authority had been working towards the implementation of changes to its local schools funding formula from April 2011, the change of government in May 2010 has led to substantial reform of the education system. The Coalition government will be reviewing the schools funding system during 2011. The Local Authority, in consultation with the Schools Forum, must decide the distribution of the Dedicated Schools Grant for 2011/12 and set the Schools Budget by the 31 March 2011.
- 1.2 In order to cope with the large amount of work needed regarding changes to schools funding, the Schools Forum commissioned a Schools Forum Budget Modelling Sub-Group in November 2010 with the following scope of work:
- a) Setting the 2011/12 Schools Budget taking account of local priorities and national directives prescribed via the Comprehensive Spending Review and the Education White Paper
  - b) Building on the local formula review work already developed for 2012/13 and beyond, taking account of the Education White Paper and possible national funding formula.
- 1.3 This report focuses on the initial priority of setting the 2011/12 Schools Budget.
- 1.4 The main areas for consideration include:
- i) The Schools Funding Settlement
  - ii) Distribution of streamlined grants
  - iii) Operation of the Pupil Premium
  - iv) Overall affordability of the Schools Budget

## **2.0 Schools Funding Settlement**

- 2.1 The Secretary of State for Education announced the schools funding settlement on the 13 December 2010. The funding settlement covers the one year period of 2011/12 only. It is hoped that the Department for Education (DfE) will issue a settlement for the remainder of the Comprehensive Review Period following consultation during 2011.
- 2.2 The Dedicated Schools Grant (DSG) has been allocated to local authorities based on a standstill funding value per pupil compared to 2010/11, before the allocation of the streamlined grants previously allocated via the standards fund programme.
- 2.3 All schools will be guaranteed that their funding will not reduce by more than 1.5%, where pupil numbers stay the same. Whilst the guarantee will offer some protection, schools will be expected to make efficiency savings to live within the settlement.
- 2.4 £24m of grants previously allocated via the standards fund programme have been streamlined into the Dedicated Schools Grant. Most grants appear to have been streamlined in full.
- 2.5 Devolved Formula Capital has been reduced by 80% from the total available in 2010/11. Given that 40% of the 2010/11 allocation had been paid in 2009/10 and that some of the total funding is abated and held centrally for some projects, the actual reduction for schools compared to the 2010/11 allocation schools received will feel more like 65%.

- 2.6 Details of the Post 16 settlement are still awaited from the Young Peoples Learning Agency (YPLA). Early information indicates individual schools could experience potential reductions of up to 10%.

### 3.0 Distribution of Streamlined Grants

- 3.1 With the aim of simplifying the funding system a total of 20 grants previously distributed via the standards fund programme have been streamlined into the DSG. The cash value, totalling £24m, of the predecessor grants received in 2010/11 has been equated into a value per pupil and added to the DSG guaranteed unit of funding.
- 3.2 A number of the predecessor grants had been expected to be discontinued from 2011/12 prior to the announcement of the funding settlement.
- 3.3 The Department for Education has given local authority's the choice of using the current methodology to distribute the streamlined grants in the first year or targeting the resources locally. Given the short time scale and in the interest of stability, the Schools Forum Budget Modelling Sub-Group agreed the grants which could easily be incorporated into the local funding formula and the grants which would require greater consideration.
- 3.4 After taking on board the detailed considerations of the sub-group, the Schools Forum and officers make recommendation to Cabinet regarding the treatment of streamlined grants. The detail is shown in Annex A and is summarised below.

	<b>Streamlined Grant £'000</b>	<b>Proposed Distribution £'000</b>	<b>Increase/ (decrease) £'000</b>
Allocated Direct to Schools	18,184	19,362	1,178
Centrally Managed Programmes	5,834	2,473	(3,361)
<b>Total</b>	<b>24,018</b>	<b>21,835</b>	<b>(2,183)</b>

The net decrease relates to a) pupil number changes and b) the prioritisation of the Schools Forum when assessing the overall affordability of the schools budget.

### 4.0 Operation of the Pupil Premium

- 4.1 On 13 December 2010, Michael Gove set out funding arrangements for the Pupil Premium which targets additional funding to the most vulnerable children, in order to support schools in the work they do to raise attainment.
- 4.2 The Pupil Premium will be allocated for service children, deprived children as assessed by FSM entitlement and Looked After Children in years reception to 11.

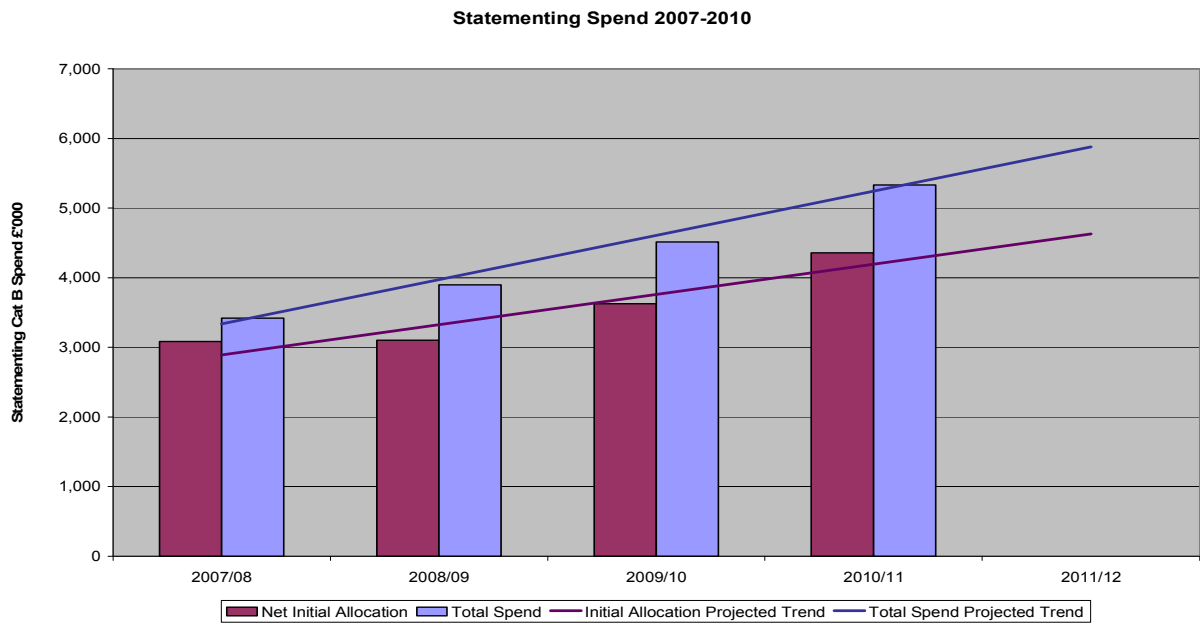
Category	£ per pupil	Estimated Total Allocation £'000
Service Children	200	373
Free School Meal	430	2,606
Looked After Children	430	106
		<b>3,085</b>

4.3 The DfE will issue guidance to schools on what the Pupil Premium should be spent on. The additional funding cannot be used to bridge a schools budget gap. Individual schools will need to report to parents how the premium has been spent.

**5.0 Special Educational Needs (SEN)**

5.1 Funding for SEN has been delegated to schools for all pupils apart from those in the early years sector, using a formula for low level needs (Category A) and named allocations for high level needs (Category B). Named allocations for high level needs are linked to statutory assessment of need and allocated via the Statementing Resources Panel (SRP). Allocations are made throughout the year and will follow a pupils movement between schools.

5.2 Significant growth in named allocations between 2007 and 2010 has put pressure on both the contingency for in-year allocations and the overall schools budget. The chart below shows the initial allocation at the start of the financial year compared to the total expenditure, which includes the in-year allocations, between 2007 and 2010. Allocations made in year will have a knock on impact on the subsequent years. The extrapolated trend shows that costs will continue to increase at a significant rate if no action is taken.



5.3 The Schools Forum commissioned a sub-group to review the funding of SEN in June 2009, to ensure it effectively and efficiently meets the needs of pupils. The initial review plan was linked to an April 2011 implementation date. The implications of government funding and policy changes will make it necessary for some proposals to be implemented in April 2011, whilst allowing the group to continue reflecting national changes ready for April 2012.

- 5.4 No banding descriptors exist to support the current system of allocating funding for SEN. Banding descriptors provide clarity to schools, parents and panels when making decisions regarding the needs of pupils and the resource implications. The current 1 to 10 banding system should be replaced by a 1 to 4 banding system from April 2011 for new cases and for transition from primary to secondary from April 2011. Banding descriptors should be introduced to provide clarity regarding whether a need could be met from the schools formula allocation and when an additional named allocation would be necessary.
- 5.5 The Category A funding formula should remain the same in 2011/12. Further work should be undertaken to refine the formula distribution method with a view to increasing delegation from April 2012. The final proposed formula should take into account details from the White Paper and the SEN Green Paper.
- 5.6 The current funding system requires schools to meet the needs of pupils below Band 7 (new proposed Band 2). When a pupils needs are judged to be Band 7 (new proposed Band 2) or above the total funding of a Band 7 (new proposed Band 2) etc. is allocated to the school. There is an argument that some of the resources needed to meet pupil needs are already delegated to schools via the formula allocation. If only a top up allocation was paid to the school for the additional need beyond the formula funding, the overall cost of the named allocations would be significantly reduced.
- 5.7 As pupils with previously approved allocations leave the school, the savings on the Category B budget should be transferred to the Category A budget and increase the total formula funding available to schools.
- 5.8 The proposals in this report do not reduce the spending commitment on Special Educational Needs and thus do not have a direct impact on individual school budgets or the funding currently allocated to named pupils. The proposals are designed to prevent the escalation of costs by controlling the allocations made in year.

## **6.0 Overall Affordability of the Schools Budget 2011/12**

- 6.1 Given that the only increase in the Dedicated Schools Grant (DSG) in 2011/12 will be through the streamlining of grants, consideration must be given to expected cost pressures when determining the overall affordability of the 2011/12 Schools Budget. The DSG budget must legally be determined using the January pupil census data. The draft budget outlined in this report has been based on the October pupil census and thus is subject to pupil number change.

6.2 Expected cost pressures are shown in the table below.

<b>Cost Pressure</b>		<b>£000</b>
1	Repayment of the 2010/11 DSG Deficit	517
2	Growth in SEN Named Allocations	872
3	Provision for Special School Post 16 Places	100
4	Increased data factors i.e. UPS, FSM, NNDR	34
	<b>School Budget Pressure to date</b>	<b>1,523</b>
5	School Sports Partnership	110
6	Special schools increase to JE average cost	188
	<b>Total Schools Estimated Pressures</b>	<b>1,821</b>
7	Central Expenditure Pressures	396
	<b>Total Estimated DSG Pressures</b>	<b>2,217</b>

6.3 The Schools Forum considered the cost pressures and the overall affordability of the schools budget which has been taken into account in the recommendations regarding the distribution of streamlined grants.

6.4 Proposals for balancing the budget are shown in the table below.

	£'000
Estimated budget gap reported to Schools Forum 27 January 2011	2,217

Recommended Savings:

1	Reduction of the AST budget by 50% - all outreach will cease, where schools require outreach to be provided by an AST they will need to pay supply costs to the AST's school.	(300)
2	Targeted Support for primary and secondary schools will be reduced as follows: 50% delegated to schools instead of the original proposal of 75% 0% held centrally instead of the original proposal of 25%	(698)
3	Diploma Grant reduced in line with the predicted learner numbers	(59)
4	School review group funding reduced	(75)
5	Extended schools subsidy - Celebratory events budget ceased	(150)
6	Extended schools subsidy funding delegated to schools reduced by 50%	(410)
7	LA income target for Traded Services with academies	(200)
	<b>Deficit to be carried forward to 2012/13</b>	<b>325</b>
	Supporting Schools in Financial Difficulty (Max funding pot)	100
	<b>Total Proposed Deficit carried forward to 2012/13</b>	<b>425</b>



- 6.5 The grant conditions of the DSG require any surplus or deficit to be carried forward to the next financial year. The DSG budget was set with an agreed deficit of £350,000 in both the 2009/10 and 2010/11 financial years. The proposed deficit in 2011/12 does not represent significant growth and equates to 0.25% of the total estimated DSG (before academy recoupment). Any deficit carried forward would be the first call on the 2012/13 DSG allocation. The DSG will be subject to a national review during 2011/12. The local authority will continue to work with the DfE to ensure Plymouth is not disadvantaged by any new national funding formula adopted from 2012/13.
- 6.6 The proposals regarding the distribution of the DSG in 2011/12 represents a balanced allocation across all schools. However, a very small number of schools (3 primary and 1 special schools) will remain on the Minimum Funding Guarantee (MFG). The nature of the MFG means that those schools will effectively lose a maximum of 1.5% compared to their 2010/11 budget. A number of other schools may experience cash reductions but this will relate to pupil number and other data changes rather than as a result of the redistribution of streamlined grants.
- 6.7 To support schools experiencing financial difficulty in 2011/12 the Schools Forum proposes that a Supporting Schools in Financial Difficulty budget be created from the DSG up to a maximum value of £100,000. An application and assessment process will be determined by the Schools Forum and local authority officers in line with the scheme operated in 2010/11.
- 6.8 The Schools Finance Regulations prohibit the increase of the central expenditure at a rate which is higher than the direct schools expenditure. The total estimated DSG budget shown in Annex B demonstrates that no breach of the central expenditure limit has occurred.

## **7.0 Academy Recoupment**

- 7.1 Part of the Local Authority's DSG allocation is recouped by the DfE for each school transferring to academy status. The majority of the recoupment is related to the Individual School Budget which is then paid direct to the academy by the YPLA. However, an element of the recoupment relates to the central expenditure where responsibilities are transferred to the academy.
- 7.2 The expected pressures on the central expenditure outlined in paragraph 5.2, includes an estimated academy recoupment of £200,000 for the three Plymouth schools which have transferred to academy status in 2010/11.
- 7.3 Where funding is recouped and paid direct to the academy the authority will need to either a) replace the funding by charging the academy to continue delivering services on its behalf or b) re-focus services in line with the reducing requirement to deliver services on behalf of schools. A Prospectus of Services is currently being developed by Officers.
- 7.4 As part of balancing the 2011/12 budget an income target has been set for the Authority to recover lost DSG via charging academies for services.
- 7.5 Additional risk surrounds the number of schools likely to transfer to academy status during 2011/12. Current assessment indicates an additional nine schools could transfer by 01 April 2011 which could increase the central expenditure recoupment to £1m.

7.6 The Authority will need to work quickly to re-focus services and develop service level agreements with academies to ensure the deficit on the DSG carried forward to 2012/13 is not increased.

## **8.0 Recommendations**

8.1 The recommendations from the Schools Forum regarding the distribution of streamlined grants should be accepted by Cabinet.

8.2 Cabinet note the risk to the central DSG budget as schools transfer to academy status.

8.3 The current 1 to 10 banding system used to direct funding to SEN pupils in mainstream schools should be replaced by a 1 to 4 banding system from April 2011 for new cases and for transition from primary to secondary from April 2012.

8.4 Agree new allocation formula for all new named SEN cases from April 2011 and for transition from primary to secondary from April 2012.

8.5 The proposed DSG budget should be set with an estimated £425,000 deficit carried forward to the 2012/13 financial year. The estimated deficit will be updated to reflect the January 2011 pupil numbers and the final individual schools budget calculation.

**Proposed Distribution of Streamlined Grants****Annex A**

<b>Predecessor Grant</b>	<b>Value £</b>	<b>Proposed Distribution Methodology</b>
School Standards Grant	6,250,282	Mirror national formula used in 2010/11
School Standards Grant (Personalisation)	1,919,896	Mirror national formula used in 2010/11
Schools Development Grant	2,854,331	Allocate funding per pupil based on the historic allocation for individual schools
ICT in schools	759,961	Historic funding per pupil added to the Age Weighted Pupil Units (AWPU)
1:1 Tuition	1,321,156	Allocate 2/5 based on pupil numbers, 2/5 based on prior attainment data and 1/5 based on free school meal eligibility.
Extended Schools Subsidy	977,454	42% to be allocated to schools based on free school meal eligibility. 58% budget savings to offset cost pressures.
Extended Schools Sustainability	911,189	A lump sum equivalent to the cost of a Parent Support Advisor (PSA) for 20 hours per week, term time only, should be allocated to all schools. Individual schools would decide how to use this new allocation. A provision for redundancy costs would need to be set aside in the first year of delegation.
Gifted and Talented	21,531	Continue allocating to special schools using historic funding per pupil
Enterprise Learning	364,664	Funding should be allocated to the 11-15 AWPU and special school place values
Deprivation	623,793	Continue allocating to special schools using historic funding per pupil
Specialist Schools	2,714,189	Continue funding the current specialism's using the specialist college funding formula
School Lunch Grant	376,784	Continue to distribute funding based on January pupil numbers. Schools operating their own catering facility will continue to receive devolved funding into the schools budget. The allocation for schools within the Plymouth City Council catering contract and PFI schools will be allocated directly to the catering provider.
Ethnic Minority Achievement Grant	159,974	The funding should be devolved to schools via the Ethnic Minority Achievement Team with the majority of funding supporting new arrivals.
Advanced Skills Teachers	604,809	50% of the funding should be allocated to support the strategic deployment of AST's across the City. 50% budget savings to offset cost pressures. Schools with AST's will need to charge other schools wishing to utilise the AST time to compensate for the lost outreach funding.
Targeted Support for Primary and Secondary Strategy	1,398,858	50% of the funding should be allocated to schools based on pupil numbers. 50% budget savings to offset cost pressures.
Diploma Formula Grant	159,974	£100,000 allocated to schools in line with diploma learners in September 2011 with £59,974 budget savings to offset cost pressures.

<b>Predecessor Grant</b>	<b>Value £</b>	<b>Proposed Distribution Methodology</b>
School Review Group	230,432	£155,432 should continue to be held centrally and targeted in year to support schools in most need at times of high risk. £75,000 budget savings to offset cost pressures.
Excellence in Cities	1,804,631	65% of the funding should be retained for use by the Excellence Cluster to ensure continuity of its frontline delivery for the most vulnerable children and young people. 35% of the funding should be allocated to primary and secondary schools using the following formula: 50% 4 to 15 pupil numbers and 50% 4 to 15 FSM entitlement. A provision for redundancy costs would need to be set aside in the first year of delegation.
Primary Expansion Funding	250,000	65% of the funding should be retained to support core staffing and provide continuity of service.  35% of the funding should be allocated to primary schools using the following formula: 50% 4 to 10 pupil numbers and 50% 4 to 10 FSM entitlement.
Primary Expansion Satellite Cluster	160,000	25% of the funding should be retained by the Satellite Cluster to support a transition period and allow restructuring of gifted and talented provision across the cluster. 75% of the funding should be allocated to primary schools using the following formula: 50% 4 to 10 pupil numbers and 50% 4 to 10 FSM entitlement.
<b>Total Streamlined Grants</b>	<b>24,018,290</b>	

**Estimated DSG Budget 2011/12**

**Annex B**

Dedicated Schools Grant		
2010/11	2010/11	2010/11
Original Budget	Academies & Streamlined Grants	Adjusted Budget
£'000	£'000	£'000
<b>Direct Schools Expenditure</b>		
Nursery Schools	79	499
Primary Schools	6,881	65,036
Secondary Schools	13,975	68,165
Special Schools	693	10,605
<b>Schools excluding Contingency</b>	<b>21,628</b>	<b>144,304</b>
EY PV and I		4,437
Contingency		50
Statementing Contingency		343
Prudential Borrowing		603
Grants held centrally	6,932	6,932
<b>Total Direct Schools Expenditure</b>	<b>28,560</b>	<b>156,669</b>
<b>Central Expenditure</b>		
Academies Income Target		0
Former Standards Fund contribution		272
Directorate Management		42
SEN Projects & Management		116
Independent Spec Schools & SEN		1,566
Behaviour & Attendance		2,424
Behaviour Support Team		831
FSM, Admissions & Transport		1,842
Integrated Disability Service		967
EY Education and Childcare		847
Ethnic Minority Achievement Service & National Strategies		526
Challenge and Support		83
Workforce Reform Development		57
Inclusion Equality Diversity		313
Pension and Other Costs		840
Maternity and Other Absence		570
Central Expenditure Overhead		632
<b>Total Central Expenditure</b>	<b>0</b>	<b>11,927</b>
<b>Total Dedicated Schools Grant</b>	<b>28,560</b>	<b>168,597</b>

Dedicated Schools Grant		
2011/12	Change	Change
Estimated Budget	in Budget	in Budget
£'000	£'000	%
478	-21	-4.1%
67,092	2,056	3.2%
68,856	691	1.0%
10,843	238	2.2%
<b>147,269</b>	<b>2,965</b>	<b>2.1%</b>
6,191	1,754	39.5%
1,743	1,693	3386.0%
343	0	0.0%
685	82	13.6%
2,562	-4,370	-63.0%
<b>158,793</b>	<b>2,124</b>	<b>1.4%</b>
-200	-200	100.0%
0	-272	-100.0%
28	-14	-33.7%
116	0	0.0%
2,202	636	40.6%
2,278	-146	-6.0%
822	-8	-1.0%
1,918	76	4.1%
1,014	47	4.9%
801	-46	-5.4%
415	-112	-21.2%
83	0	0.0%
57	0	0.0%
326	13	4.2%
840	0	0.0%
585	15	2.7%
639	6	1.0%
<b>11,923</b>	<b>-4</b>	<b>0.0%</b>
<b>170,716</b>	<b>2,119</b>	<b>1.3%</b>

Notes	
	£'000
Estimated DSG	171,008
Approved Brought Fwd	
less 2010/11 Deficit Carried Fwd	517
<b>2010/11 DSG Budget</b>	<b>170,491</b>
less DSG Allocated	170,716
less Academies recoupment	200
Forecast under/(over) spend	(425)
Includes growth items not yet included above	
Includes direct schools allocation to PRU's	
Broadband subsidy (£190k), strategies (£65k) Drug & Alc (£17k) Reduced business support	
Central statementing and independent sector place growth (£489k), ASD invest to save (£147k) ACE Restructure 2010/11 Delivery plans Increased FSM	
Reduction of national strategies	

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**CITY OF PLYMOUTH**

**Subject:** Services for Children and Young People Basic Need Programme

**Committee:** Cabinet

**Date:** 8 March 2011

**Cabinet Member:** Councillor Mrs Watkins

**CMT Member:** Director of Services for Children and Young People

**Authors:** Gareth Simmons, Programme Director for Learning Environments  
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**Ref:** MC.JEG/LA (CAB) (96) (27/01/11)

**Key Decision:** No

**Part:** I

**Executive Summary:**

This report seeks authorisation from members to allow officers to seek approval from the Office of the Schools Adjudicator to increase the Planned Admission Number for five primary schools in the city with effect from 1 September 2011 to meet the increased number of primary age pupils following consultation with stakeholders on the proposed changes and to deliver planned alterations to schools buildings to support the increase in capacity needed for 2011 and 2012.

**Corporate Plan 2010-2013 as amended by the four new priorities for the City and Council:**

This programme will align with and supports the following Corporate Priorities:

- 1 Deliver growth: promote Plymouth as a thriving growth centre by creating the conditions for investment in quality new homes, jobs and infrastructure. The Basic Need programme delivers education infrastructure that supports the growth of the city, by supplying good quality education provision that meets need, it makes the city an attractive place to live and work. This paper brings to Cabinet the next steps in a larger Basic Need infrastructure programme.
- 2 Raise aspiration: raise the skills and expectations of Plymouth residents and ensure our young people achieve better qualifications and find high quality jobs. It is essential that there are sufficient school places that inspire children to attend and enjoy school; without Basic Need growth there is a serious risk that children in the city will not get access to an education.
- 3 Reduce inequalities: reduce the large economic and health gaps between different areas of the city by tackling the causes. The Basic Need growth areas have been carefully mapped and the proposals in this paper are targeted at narrowing the gaps in inequality of access to education places.
- 4 Provide value for communities: become more efficient and join up with partners and local residents to deliver services in new and better ways. The proposals seek to use the underused value there is in education assets to be the base for expansion so that investment costs have been kept to a minimum so that resources are targeted to achieve the maximum value for communities.

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

The Basic Need programme has been approved in the Council's capital programme. This cabinet paper sets how this programme of funding will be split down to individual school projects for an initial wave of investment.

The Basic Need programme will require investment to deliver solutions across the city to meet the start of the academic year in September 2011. Approval of the recommendations will give the necessary authority for the delivery of the individual projects across the city in order to manage the initial increase in pupils forecast. Further cabinet decisions will be necessary in the summer 2011 that will monitor the progress of BN growth and set in place proposals that deal with further growth for 2012 onwards. Officer time and resources used to develop the proposals has been met from within the existing Services for Children and Young People's revenue budgets and the development of the programme including its management will continue to be met from these resources.

The Council has since the last report to Cabinet in October 2010 received confirmation of the level of capital allocation for 2011/12 and an indication that 2012/13 will be in line with these allocations. The announcement allows the authority to plan its capital investment programme and the Cabinet budget report on 8 February included a proposed capital programme for recommended



approval at full Council on 28 February. This included allocations for Basic Need schemes of £0.5m in 2011/12 and £5.3m in 2012/13 subject to funding. The Government also plans to complete a review of schools funding during 2011/12.

The contractual commitment to these projects which will be subject to further reports will make a commitment of £1m to future years of the capital programme in 2013/14 and 2014/15. This commitment will form the first priority for capital allocations of these future years when the level of funding from Government is known.

There will be an increase in the number of teachers and services to meet the pressure of increased pupil numbers. Predominantly, the cost of these increases will be met from central government as funding for schools is currently formula driven on pupil numbers. The Government has allowed for this nationally in the Comprehensive Spending Review. There can be an issue with this formula funding when numbers are growing as the budgets are set on lower numbers of the previous year. Work is ongoing with each school as to how this temporary funding situation can be overcome as there are different solutions depending on the schools' circumstances. The issue for individual schools will be whether the funding increases generated from increased pupils will actually cover real cost increases. This can be an implication where a school increase generated an odd Planned Admission Number (PAN). For this reason all the plans incorporated in this report will either regularise a PAN to a whole number or increase it by a whole form of entry. By this method the capital investment optimizes the revenue position for each school and is a significant advantage for these schools.

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

The planning of Basic Need has been done on the basis of equal opportunity; ensuring that a broad, mixed and diverse provision is available across the city. This will offer parents choice and diversity in a sustainable way. Also a part of the strategic development is work related to the nature of special education and inclusion; making sure that Basic Need provision is in place for these services; to ensure that the diverse pattern of education contains sufficient places for more vulnerable groups.

**Recommendations & Reasons for recommended action:**

1. That Cabinet approve the in year expansion of PANs for reception year as listed in section 4.0 and that by virtue of this, Cabinet also give approval to officers commencing the public consultation on the formal expansion of these schools by raising their PAN in 2012.

2. That Cabinet approve that officers continue to consult with schools to develop proposals for expansion after 2011 subject to available funding.
3. That Cabinet approve the provisional allocations in section 6.0 and delegate to the Cabinet Member for Children and Young People, in consultation with the Cabinet Member for Finance, Property, People and Governance and the S151 officer approval of virements within the Council approved programme as projects reach greater clarity.
4. That officers are given authority to set up the governance of the Basic Need programme as set out in section 9.0 to steer the programme of work.

**Alternative options considered and reasons for recommended action:**

The Council needs to take into account that it would be failing in its statutory duty to provide sufficient places in schools for parents and pupils within the city if it chose not to progress to supplying additional school places.

In developing the proposals for the five schools presented in this cabinet paper all 100 schools have been considered as options to meet growth. In addition a number of schools have been taken forward for more detailed analysis and evaluated against a developed criteria. Finally the final five schools have back up proposals in case the obstacles to delivery prove impossible to overcome.

**Background papers:**

- 1 Investment for Children Cabinet Paper approved 11 November 2008
- 2 Plymouth City Council Children’s Services Strategy for Change *Investment for Children*
- 3 Basic Need cabinet paper 19 October 2010

**Sign Off:**

<b>Fin</b>	CR 15 feb 2011	<b>Leg</b>	10858/ SO.	<b>HR</b>	NA	<b>Corp Prop</b>	CJT/0 61/170 211	<b>IT</b>	NA	<b>Strat Proc</b>	JK 15 <sup>th</sup> feb 2011
Originating SMT Member: Maggie Carter, Assistant Director for Services for Children and Young People.											

## **1.0 Introduction**

1.1 For some time there has been a national decline in pupil numbers in state funded schools. This trend is turning and pupil numbers are projected to increase from 2011 onwards. The rise in the national pupil population is chiefly brought about from an increase in the birth rate, which is now feeding into early years and reception classes. Numbers in maintained nursery and primary schools have started to rise and are expected to continue to rise sharply. By 2018 numbers in the country are projected to reach levels last seen in the late 1970s. The numbers of children in maintained nursery and primary schools are projected to be around eight per cent higher in 2014 than 2010 and the number of pupils aged five and six is projected to increase by some 12 per cent.

1.2 The detailed analysis of the growth in Plymouth was considered at Cabinet on 19 October 2010 and approval was given to officers to begin consultation on proposals to meet this demand.

1.3 This cabinet paper sets out the results of this initial consultation and puts forward proposals to deal with the initial growth in 2011. It also sets out the implication of meeting this initial Basic Need in what is a first wave of investment. Finally the paper considers the processes necessary to monitor the growth and setting in place a timescale for coming back to Cabinet with further waves of investment to meet the growing demand post 2011.

## **2.0 Birth Rates in Plymouth**

2.1 The live birth figures provided by the Plymouth NHS Trust are compared with the number of children arriving at school four years later and this data is used to produce a trend which is used to forecast future school years' reception cohorts.

2.2 The data was then used to look at each locality in detail and to analyse the pressure that has been experienced by the admissions team in placing children in certain hot spots around the city. The results of this analysis on a locality by locality basis are as follows:

### **North East and Central (NEC)**

This locality has a capacity based on PAN that is higher than its actual capacity. This means that at full capacity the locality would be over by 288 places. NEC is an importer of pupils and a significant amount of pupils live outside the locality.

### **North West (NW)**

The North West has traditionally exported pupils and has lost a significant number of pupils to surrounding localities, but as the birth rate has increased those spaces will reduce. Schools in the NW were significantly oversubscribed in September 2010 which resulted in a number of pupils being placed at differing schools to either their siblings or their three preferences.

### **Plymstock**

Plymstock currently has surplus capacity and this is expected to remain, at least until 2014. The number of children born in Plymstock is always lower than the PAN and it therefore attracts pupils from neighbouring localities.

### **Plympton**

The number of children born in Plympton is lower than the PAN and is expected to attract some pupils from neighbouring localities, based on the current pressure.

### **South East**

In the South East, the number of children born each year usually exceeds the PAN and this locality exports a large number of children to neighbouring localities.

### **South West**

The South West locality has seen the largest growth in the number of children born and even though this locality exports to other neighbouring localities, the number is increasing.

2.3 It is clear from this analysis that the localities that are in the highest need for additional school places are the North West, South West and the South East parts of the city. These localities need to be prioritised in basic need growth if the city is to have enough local places for parents to choose from. It was concluded that, if the city's aspiration for good quality local provision with healthy schools in the heart of their communities is to be sustained, these localities needed to be the first to be considered for expansion. This policy direction also supports the development of the city in sustainable neighbourhoods, reduced car journeys to school, reducing congestion and reducing the impact of the growth of carbon emissions.

### **3.0 Consultation with Schools**

3.1 Following the approval of the recommendations contained within the 19 October 2010 cabinet report, a number of meetings have been held with schools and their governors. Certain schools were originally identified through their Net Cap data where accommodation within these schools could be utilised to meet the critical demand for the 2011 growth, which is very difficult to achieve by capital works due to the lead in time to arrange and deliver buildings works. Schools that have odd number PANs or half year groups have also been targeted so this growth offers the opportunity to rectify inefficiencies that lead to poor organisation of classes which in turn can lead to children missing out.

3.2 Meetings were then held to discuss and challenge schools in the use of buildings for efficient use, in order to create sustainable and viable schools able to gain maximum advantage through their size. Following consultation headteachers and chairs of governing bodies have been asked by letter to confirm their willingness to increase their PAN to support the additional need in 2011 and to agree to future building alterations as necessary.

3.3 The meetings looked at utilising existing space in schools in the first year (September 2011) with the minimum investment. It was acknowledged that this initial growth came with an implication that the school would need to have capital investment to its buildings to meet the 2012 demand as the increase in its PAN started to feed through the school years.

3.4 The results of the consultation are that each school has been cautious in their agreement to expand. Governors are concerned that the capital investment will either not be available to meet the demand, or be insufficient to provide the accommodation that will offer children a varied and rich curriculum. There is also concern that acceptance of growth will leave the school with a legacy of temporary accommodation that in the past has been hard to resolve with long term capital solutions.

3.5 Governors have also expressed considerable concern that due to the very limited capital investment available to Basic Need those schools which are expanded will have less space outside general teaching to offer an enriched curriculum which is considered as a negative on the current position.

3.6 Governors have also expressed concerns about the progression of the growth in dealing with odd year groups and the deficit funding as the growth feeds into schools.

3.7 All governors, despite their concerns have responded positively to the need to ensure their communities are well served for school places and therefore welcome the growth, there remains more work to satisfy governors with the detail of investment as the programme is developed.

3.8 As a result of the above five schools have been identified, these are:

Riverside Community Primary School – NW Locality

Weston Mill Community Primary School – SW Locality

Mount Wise Community Primary School – SW Locality

Prince Rock Community Primary School – SE Locality

Ernesettle Community School – NW Locality

#### **4.0 Planned Admission Number increases**

4.1 Each of the schools would be required to increase their Planned Admission Number (PAN) from September 2011 for reception admissions. The Local Authority will complete an in-year variation for each of the schools to increase numbers as illustrated below:

Name of School	Current PAN	Proposed PAN – September 2011
Riverside Community Primary School	60	90 - additional 30 places
Weston Mill Community Primary School	45	60 - additional 15 places
Mount Wise Community Primary School	30	60 - additional 30 places
Prince Rock Community Primary School	30	60 – additional 30 places
Ernesettle Community School	45	60 – additional 15 places

4.2 In total this would generate 120 extra reception places for 2011 which meets the projected demand. The admissions team will consult and plan the full increase in the schools' PAN, not just the reception age, for 2012 which will follow the full statutory processes.

4.3 A further projection of 144 places are needed for 2013. These expansions will be dealt with by an expansion of schools in wave 2-4 and be subject to a further cabinet paper in summer 2011.

## **5.0 Capital implications**

5.1 Delivering additional school places can potentially have a high capital cost if they are all created by building new classes. In the initial stages of growth however, there are many schools that have spaces that do not count to the available net capacity of the building. These can often be converted to classrooms that meet initial Basic Need growth. The conversion of this space can be at relatively low cost, or indeed in some cases, no cost at all. This means that in the first year of growth it is relatively easy to find primary schools that can take an extra reception class in September 2011. This means that the initial growth has relatively low capital impact. There are however implications for using this accommodation because, as places are offered to parents with children in reception a commitment is being made that this school would have spaces available as the child grows through the years while new reception classes are joining each year. It therefore follows that a decision to expand the PAN for reception is implying a capital project that follows on in the second year. The capital modelling for wave 1 makes allowance for five schools to increase their PAN's as listed in section 4.0.

5.2 After wave 1 there are fewer schools that have the opportunity to expand in the way described above and it is necessary therefore to begin expanding the school before the PAN is increased so it has the accommodation ready to meet the obligations of the school places offered. Clearly this means that capital costs are going to be higher and more front loaded.

5.3 The affordability of the Basic Need programme has been modelled based on the first two years which incorporates the wave 1 schools and the starting of some wave 2 projects. Further updates to the affordability of projects in 2014/15 and 2015/16 will become clear when the Government make announcements on the arrangements for capital investment in schools in the spring. This will form part of the corporate capital programme when monitoring papers are presented to Cabinet throughout the year.

## **6.0 Criteria for choosing waves**

6.1 Chiefly the priority for demand has been in the hot spots of the NW, SW and SE localities and schools serving these localities have been given the highest priority for wave 1.

6.2 Careful consideration has been given to those schools that could offer space in the existing building for September 2011 as well as the opportunity to add either a whole or half a form of entry to the school by 2012. These schools were given a high weighting in the analysis as they offered the greatest opportunity to meet demand and would make the programme affordable in the short term.

### Wave 1 schools and project allocations

The wave 1 proposals are as follows:

School Name	Project details	Funding allocation for 2011/12 £000	Funding allocation 2012/13 £000
Weston Mill	Refurbishment works to deliver changes to spaces to become classrooms	220	Nil
Riverside	Ph1 convert ICT room to class room Ph2 New build classrooms as a Early years	30	1,270
Mount Wise	Major refurbishment of aspects of the school to create teaching spaces alongside 187sqm of new build	30	720
Ernesettle	Major refurbishment of aspects of the school to create teaching spaces alongside 187sqm of new build.	30	880
Prince Rock	Major refurbishment of Floor 2, minor refurbishment to a small number of existing classrooms as well as roof repairs and addressing DDA accessibility	90	580
There will be a residual cost of £1,021,000 for these projects in FY2014 - 2016			
New starts		Nil	£820
Abnormals		100	1,030
<b>Total</b>		<b>500</b>	<b>5,300</b>

6.3 Schools involved have been made aware of the proposals however it is expected that there will be alterations as governors, staff and pupils are involved in shaping the proposals.

6.4 Further consultation will be undertaken in the spring over the distribution of growth and a further decision on wave 2-4 priority will be brought to Cabinet in the summer.

### 7.0 The method of calculating the Basic Need allocations

7.1 The Council has well established records on the costs of building schools from the recent investment programmes so is in a good position to assess building costs. It is this cost basis that has been used in setting the allocations.



7.2 The formula to arrive at the allocations for each school has used the national guidance of floor area for primary schools (BB99), less 15%. This reduction is the new government assessment of reduced floor area needed in schools. The calculation takes the advised floor area for the proposed size of school and subtracts the measured area of the existing building. This creates a new build foot print to which a new build cost /m<sup>2</sup> is applied. This method means that existing inefficiencies in the existing buildings need to be addressed in the proposal as the buildings will only just be big enough to meet their purpose.

7.3 In addition to the new build area a judgement has been made to the area of refurbishment that is needed, this has been divided into major and minor refurbishment which use different rates /m<sup>2</sup>.

7.4 The new build and refurbishment area assessments have been shared with schools in letters sent in January 2011.

## **8.0 Abnormals**

8.1 It is expected that each project will have the need to overcome some specific works that are necessary for the planned works to go ahead. Examples of these costs are; planning obligations, or significant repair work to existing buildings, or costs associated with unforeseen work in the ground. These are known as abnormals. Such costs have been allocated to a separate capital line so that they can be assessed across the programme and allocated out using a virement once the issue has been properly evaluated by the Project Board.

## **9.0 Programme Governance**

9.1 Officers have committed to reviewing the management of the overall capital programme and its governance by June 2011. This review will include future management of the Children's Services capital programme. In the meantime projects will continue to be managed and delivered through officers in Children's Services and Corporate Support, overseen by the Capital Delivery Board which will challenge and approve the capital expenditure in accordance with the Council's priorities. Projects will continue to be reported via the quarterly budget and performance reports.

9.2 Under the Capital Delivery Board delivery, responsibility for the programme will be given to the senior responsible person who will be the Programme Director for Learning Environments, who will chair a programme board which will have delegated authority to make all decisions affecting the procurement and management of the programme. This board will delegate the day-to-day responsibility for managing the programme to a programme manager.

9.3 It will be the senior responsible person who will be responsible for taking projects through the Council's project management processes and gain the relevant approvals through the Capital Delivery Board of the Council. All this authority shall be exercised in accordance with City Council standing orders and financial regulations.

9.4 Membership of the Board shall be drawn from the City Council and other major stakeholders. It shall be the responsibility of the senior responsible person to set up the programme team and board.

9.5 A detailed risk register has been developed that has informed the corporate risk register and a full communications plan is being developed.

## **10.0 PFI**

10.1 One of the proposals in wave 1 would be to build at a PFI school site, this is due to the acute pressure for places in Barne Barton given the number of new houses that are being built in the area.

10.2 Building on a PFI site requires the PFI contract to be varied. Early and informal discussions with the Special Purpose Vehicle (SPV) suggest that they are keen to ensure that the city expansion is not hindered by the PFI contractual relationship. Modelling undertaken has assumed that the variation would be on a design and build basis. The Council would not be seeking to use the SPV to finance the project, and delivery of the facilities management would be negotiated based on an affordable level of service from the school's delegated budget. The purpose of this negotiated position would be to ensure that the level of the unitary charge is not increased beyond the value of the capital injection to deliver the project.

## **11.0 Section 106 and Tariff**

11.1 Detailed analysis of all available Section 106 and Tariff money that is banked by the authority has been undertaken and all projects that could be funded through this infrastructure investment have been taken into account for wave 1. Future waves of projects will depend heavily on the allocation of Section 106 and Tariff funding as they seek to respond to not only the birth rate growth but also city growth and inward migration which is subject to major planning applications. Negotiations have taken place on substantial infrastructure need in Plymstock Quarry, Millbay and the Northern Corridor. There will however continue to be a tension between the tight government capital settlements and developers bearing the infrastructure costs through Section 106 and Tariff.

## **12.0 Use of temporary accommodation**

12.1 A procurement option that is available to the authority would be to seek tenders for the new classrooms from system build or temporary classroom manufacturers. This option is from a market that is relatively untested in Plymouth although is a growing market across the country. It is intended to soft market test this option alongside a more traditional 50 year life construction to fully understand the advantages and disadvantages of this type of construction.

12.2 Given the ability in the initial stages to take advantage of existing buildings, in wave 1 options appear to be affordable in a traditional method, however the shorter term value for money option of using system build may prove attractive to make the programme as a whole affordable when phase 2-4 are included.

## **Recommendations**

1. That Cabinet approve the in year expansion of PAN's for reception year as listed in section 4.0 and that by virtue of this, Cabinet also give approval to officers commencing the public consultation on the formal expansion of these schools by raising their PAN in 2012.
2. That Cabinet approve that officers continue to consult with schools to develop proposals for expansion after 2011 subject to available funding.
3. That Cabinet approve the provisional allocations in section 6.0 and delegate to the Cabinet Member for Children and Young People, in consultation with the Cabinet Member for Finance, Property, People and Governance and the S151 officer approval of virements within the Council approved programme as projects reach greater clarity.
4. That officers are given authority to set up the governance of the Basic Need programme as set out in section 9.0 to steer the programme of work.

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**CITY OF PLYMOUTH**

**Subject:** Local Sustainable Transport Fund (LSTF) –  
Funding Application

**Committee:** Cabinet

**Date:** 8 March 2011

**Cabinet Member:** Councillor Wogens

**CMT Member:** Director for Development and Regeneration

**Author:** Steven Flaxton, Senior Transport Planner (Major Schemes)

**Contact:** Tel: 01752 30 5543  
e-mail: [steven.flaxton@plymouth.gov.uk](mailto:steven.flaxton@plymouth.gov.uk)

**Ref:** PTH/major\_schemes/0721B LSTF

**Key Decision:** Yes

**Part:** I

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**Executive Summary:**

Approval is sought for Plymouth Transport and Highways (PTH) to submit a funding bid to the Department for Transport (DfT) for funding from the Local Sustainable Transport Fund (LSTF). The capital funding sought will be in addition to the allocations already identified by DfT for Plymouth through the Local Transport Plan (LTP) Integrated Block and the funding will also provide additional DfT revenue support for 'smarter choices' measures. The deadline for the bid submission is 18th April 2011; therefore approval to submit the bid is required at the Cabinet meeting on 8th March 2011.

The bid directly supports Plymouth's growth agenda by providing key sustainable transport links which will allow communities access to active travel facilities and provide them with a greater awareness of the public transport options available. The bid is fully in line with Plymouth's adopted Second Local Transport Plan (LTP), and the proposed new Third LTP, as well as being identified within the Local Development Framework (LDF) Core Strategy and within the North Plymstock Area Action Plan (AAP).

Plymouth's bid will include a package of infrastructure measures aimed at encouraging a greater uptake of sustainable travel such as walking, cycling and public transport. These infrastructure improvements will be supported by 'smarter choices' measures such as Personalised Travel Planning (PTP) within local communities.

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**Corporate Plan 2010-2013 as amended by the four new priorities for the City and Council:**

Plymouth's LSTF scheme will directly support three of the four new corporate priorities for Delivering Growth, Reducing Inequalities and Providing Value for Communities:

### **Deliver Growth**

The scheme directly supports Plymouth's growth agenda and helps to provide some of the strategic infrastructure required to allow the challenging mode share targets set for developments in the City Centre and on the Eastern Corridor to be achieved. The walking and cycling infrastructure, combined with PTP, will encourage sustainable links to new and existing developments.

The proposals encompass a key strategic location providing access to all road users to the City Centre, Barbican, Hoe, University and many other cultural and leisure facilities.

The scheme complements the Market Recovery Plan as it will put in place a proportion of the strategic transport infrastructure that will support sustainable travel for existing and new residential and employment based development in the City Centre and on the Eastern Corridor.

### **Reduce Inequalities**

The scheme will provide improvements for pedestrians and cyclists by linking socially deprived areas of the City such as Devonport, Stonehouse, Millbay and the East End to employment areas such as the City Centre, East End, the Morley Park and Sherford developments, and the Langage Energy Park. The scheme will also provide better public transport information from targeted PTP.

Increased accessibility will enable more people to use their local facilities and will also provide improved connectivity to leisure opportunities. Improved awareness and information of public transport services will be of particular benefit for those who do not have access to a car.

### **Provide Value for Communities**

The scheme further builds upon the benefits of the East End Transport Scheme thereby providing additional benefits to the local community

The scheme will help reduce the environmental impact of transport activities by encouraging a greater uptake of more sustainable travel, thereby assisting the viability of the city centre and local businesses. Modal switch to more sustainable travel will help to reduce congestion and the associated lost hours to businesses and services, thereby improving the local economy. The scheme will be both environmentally and financially sustainable.

Other Value for Money benefits will be achieved through:

- Time savings;
- Reduced carbon footprint;
- Improved local air quality in Air Quality Management Area (AQMA);
- Improved noise emissions;
- Reduced congestion;
- Safety improvements;

The links will also improve accessibility to education, leisure and healthcare facilities.

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

The revenue funding for projects that could be obtained through a successful bid is estimated at up to £3m. There will be no additional ongoing maintenance costs associated with the revenue elements of the bid. This is because the smarter choices measures will not become an ongoing activity once the funding has ceased and it is anticipated that the bus services will become commercial at the end of the funding period. It is anticipated that the Smartphone Application will also be self-financing in the long term through the support of advertising space.

The capital funding for projects that could be obtained through a successful bid is estimated at up to £2m. This could be supplemented with unring-fenced mainstream capital grant and S106 receipts subject to approval (£1.05 million of LTP Integrated Block and £0.75 million of Morley Park (formerly known as Plymstock Quarry) S106, as well as other third party contributions).

The maintenance costs associated with the capital schemes, approximately £360,000 over fifteen years, will be funded through PTH budget and the LTP Integrated Block Capitalised Maintenance. Where possible schemes will in fact be designed to reduce existing revenue maintenance liabilities. Plymouth City Council's Transport Asset Management Plan (TAMP) will make allowance for the whole life cost.

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

The bid will support the promotion of community safety through providing better connected communities and encouraging more walking and cycling. The scheme is included within the LTP delivery programme, which has been subject to an Equalities Impact Assessment.

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**Recommendations & Reasons for recommended action:**

The Cabinet is recommended to:

- (i) Note this report.
- (ii) Provide approval for Plymouth Transport and Highways to develop and submit a bid to the Department for Transport's Local Sustainable Transport Fund on the basis of the outline set out in this report.
- (iii) Authority is delegated to the Cabinet Member for Transport, in consultation with the Cabinet Member for Finance, Property, People and Governance, Director for Development and Regeneration and the Director for Corporate Support, to give final approval to the submission of a bid to the Department for Transport's Local Sustainable Transport Fund.

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**Alternative options considered and reasons for recommended action:**

1. Plymouth does not submit a bid to the LSTF - Rejected.

This would mean that Plymouth would miss out on the opportunity for additional funding for sustainable transport measures. As the opportunity for Major Scheme Funding is not available until 2015/16 at the earliest, this is the only DfT funding stream currently available to Plymouth.

2. Delay Plymouth's bid submission to Tranche 2 - Rejected.

While this would provide more time for the development and submission of a bid, there is a concern that the funding could be oversubscribed during Tranche 1 and therefore an earlier submission would give Plymouth a better chance of being successful.

**Background papers:**

Local Sustainable Transport Fund Guidance, January 2011,  
<http://www.dft.gov.uk/pgr/regional/transportfund/pdf/guidance.pdf>

**Sign off:**

Fin	CDR DevF1 01100 52 17.02. 11	Leg	JAR /109 13	HR		Corp Prop		IT		Strat Proc	
Originating SMT Member Clive Perkin											



## 1.0 Introduction to the Local Sustainable Transport Fund (LSTF)

- 1.1. The Under Secretary of State for Transport, Norman Baker, announced the new Transport White paper, "Creating Growth, Cutting Carbon", in Parliament on 19th January 2011.
- 1.2. A major element of the new Coalition Government approach to transport is the creation of the Local Sustainable Transport Fund (LSTF), offering councils in England up to £560m of project funding over the next four years for schemes that meet two core objectives:
- support the local economy / facilitate growth; and
  - reduce carbon emissions.
- 1.3. The LSTF has an allocation of £560m available nationally between 2011/12 - 2014/15 and is made up of both Capital and Resource Funding.
- 1.4. The Department for Transport (DfT) has stated that in the first years of the funding programme £25.25m is already pre-allocated to specific national projects. The DfT have also confirmed that they wish to support the 'Bikeability' project throughout the duration of 4 year fund however, specific amounts have not yet been determined.
- 1.5. The LSTF breaks down as follows (including the above commitments):

£m	2011-12	2012-13	2013-14	2014-15	Total
Resource	50	100	100	100	350
Capital	30	40	60	80	210
Total	80	140	160	180	560

**Table 1 LSTF Funding Profile**

- 1.6. Local Authorities who wish to bid for funding from this pot will be required to make a local contribution, however a specific value or percentage is not suggested in the guidance. Typical contributions for match funding of transport schemes are in the order of 10% of the total cost.

## 2.0 Plymouth's LSTF Project Proposals

- 2.1. PTH has developed a package of measures to form a bid for submission to the LSTF. The proposals seek to help build stronger local economies and address the challenges of climate change.
- 2.2. This project consists of a package of walking and cycling infrastructure improvements along the Eastern Corridor, linking to the Waterfront and to Devonport. The project will provide new walking and cycle paths and upgrades to existing facilities, including the restoration of the iconic Laira Rail Bridge to enable its conversion to a pedestrian and cycle link. The cycle facilities will link together areas of Devonport, City Centre, Plymstock, Plympton and Langanage. The package also includes potential junction improvements at Finnigan Road and The Ride, incorporating better pedestrian crossing facilities and improving operational efficiency at these locations. These infrastructure proposals link residential areas to employment, education and healthcare services.

- 2.3. These measures are to be complemented by targeted 'smarter choices' measures aimed at helping to influence people's travel behaviour and providing better information about the transport choices available. These 'smarter choices' measures include PTP upgrades to the Authority's PlymGo Travel Information/Planning website and the development of a Smartphone Application for local travel information. Branding for this project will need to be developed alongside other corporate branding for example the 'Destination Plymouth' project.
- 2.4. These proposals support the local economy and facilitate economic development through enhancing access to employment and other essential services. The scheme helps to tackle the problems of congestion by encouraging modal shift towards walking, cycling and public transport as well as improving the reliability and predictability of journey times for all users. The scheme directly seeks to reduce carbon emissions by encouraging modal shift towards more sustainable low carbon modes.

### **3.0 Strategic pedestrian / Cycle Links**

- 3.1. The proposal for bringing the Laira Rail Bridge back into use is identified in the Local Development Framework (LDF) Core Strategy and North Plymstock Area Action Plan (AAP) and is complemented by the sustainable links identified in the Morley Park development proposals.
- 3.2. These proposals will also link with the new community planned for Sherford and the proposals for walking and cycling links. They will ultimately providing a dedicated pedestrian and cycle link between Devonport, City Centre, Plymstock, Sherford and Langage.
- 3.3. The project adds further value to significant investments already made by Plymouth City Council as well as that made by South Hams District Council and Devon County Council. The proposed walking and cycling facilities will provide faster, safer and more direct long term links to existing infrastructure on the Eastern Corridor and link to the National Cycle Network route 27 from the City Centre and the west of the city.

### **4.0 Project Benefits and Outcomes**

- 4.1. The scheme will deliver significant benefits to the City and provide the opportunity for people to travel by more sustainable modes. Key benefits include:
- Provision of part of the active travel infrastructure required to support the delivery of the new developments in the City Centre, Sherford New Community, Morley Park and Langage;
  - Increased walking and cycle usage in the city through improved cycle link connectivity, providing safer on and off-line routes and reduced journey times;
  - Lock in the benefits of the East End Transport Scheme;
  - Provide long term links to National Cycle Network (NCN) and facilities provided in neighbouring authorities;
  - Encourage physical fitness of users, particularly in deprived neighbourhoods in the west of the city;
  - Improved air quality in AQMA and residential areas;

- Reduced congestion and improved journey times;
- Improved network management;
- Encourage independent, sustainable travel;
- Support the commercial development of public transport routes.

## 5.0 Corporate Priorities

5.1. Table 2 below, identifies the projects contribution to the new corporate priorities for the City and the Council.

Corporate Priority	Comments
<b>Deliver Growth</b>	As identified in Table 4, the scheme directly supports Plymouth's growth agenda and helps to provide some of the strategic infrastructure required to allow the challenging mode share targets set for developments in the City Centre and on the Eastern Corridor to be realised. The walking and cycling infrastructure combined with PTP will encourage sustainable links to new and existing developments.
	The proposals encompass a key strategic location providing access to all road users to the City Centre, Barbican, Hoe, University and many other cultural and leisure facilities.
	The scheme complements the Market Recovery Plan as it will put in place a proportion of the strategic transport infrastructure that will support sustainable travel for existing and new residential and employment based development in the City Centre and on the Eastern Corridor.
<b>Reduce inequalities</b>	The scheme will provide significant improvements for public transport, pedestrians and cyclists linking socially deprived areas of the City such as Devonport, Stonehouse, Millbay and the East End to employment areas.
	Increased accessibility will enable more people to use their local facilities and leisure facilities such as the Saltram Estate. Improved awareness and information of public transport services will be of particular benefit for those who do not have access to a car.
<b>Provide value for communities</b>	The scheme further builds upon the benefit of the East End Transport Scheme thereby providing added benefits. The Scheme will help reduce the negative impact of traffic growth by encouraging a greater uptake of more sustainable travel thereby assisting the viability of the City Centre and local businesses.
	Other VFM benefits will be achieved through: Time savings; Reduced carbon footprint; Improved local air quality in AQMA; Improved noise emissions; Reduced congestion; Safety improvements.
	The links will also improve accessibility to education facilities.

**Table 2 LSTF Project's Contribution to PCC's Corporate Priorities**

## 6.0 Strategic Fit – Local Transport Plan (LTP)

- 6.1. The LSTF proposals deliver the objectives of Plymouth's Third LTP and will provide added value to the strategy for managing sustainable travel in the city.
- 6.2. Sustainable travel has a key role in enabling growth, reducing carbon emissions, reducing inequalities and improving health through Plymouth's Third LTP. The aim is to reduce the barriers and provide people of all ages

and abilities with the choice of walking, cycling and public transport as a method of travel. This will be achieved through the delivery of a package of measures; both infrastructure and non-infrastructure based. Infrastructure is targeted at the completion of Plymouth's adopted Strategic Cycle Network to provide direct, more convenient routes, improve facilities for pedestrians and continue delivery of the high quality public transport network. Non-infrastructure measures include travel planning, marketing, information and cycle training, to encourage use by providing a gentle nudge in the "right" direction.

## 7.0 Strategic Fit - Local Development Framework

7.1. The package of walking and cycling measures, complemented by targeted PTP directly supports the following LDF Strategic Objectives (SO) and Policies:

<b>SO2</b>	Delivering the City Vision. <i>3. A city of sustainable linked communities</i> <i>7. A transformed public transport network</i>
<b>SO3</b>	Sustainable linked communities. <i>6. Promoting fully accessible neighbourhood served by good public transport, walking and cycling and other transport both within the community as well as linking adjoining communities and the city as a whole.</i>
<b>SO4</b>	Delivering the Quality City. <i>4. Promoting a highly accessible, safe, well connected city.</i>
<b>SO 14</b>	Delivering Sustainable Transport <i>4. Improving accessibility and social inclusion through providing for a compact city of sustainable linked communities.</i> <i>5. Reducing the rate of traffic growth of traffic congestion through promoting modal shift to sustainable transport methods.</i> <i>9. Promoting walking and cycling as a major mode of travel in the city and in support of community, health and tourism objectives.</i>
<b>CS28</b>	Local Transport Considerations. <i>6. Promoting Walking and Cycling. Development of a network of safe walking and cycling route, connecting to transport interchanges, linking communities and re creational areas in the city and beyond.</i>

**Table 3 LSTF contribution to LDF Strategic Objectives and Policies.**

7.2. The cycle link over Laira Rail Bridge also delivers part of the strategic transport infrastructure identified in the North Plymstock AAP. The vision diagram identifies the facility to link both the existing residential areas of Plymstock as well as the new community proposed at Morley Park.

## 8.0 LSTF Eligibility

8.1. The scheme is considered suitable to meet the Government's essential funding criteria identified in the LSTF guidance published in January 2011. The essential criteria is summarised below:

<b>Carbon</b>	Carbon savings anticipated to be created from modal shift towards
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<b>Savings</b>	walking and cycling from infrastructure proposals and towards public transport from Personalised Journey Planning.
<b>Support Growth</b>	<p>The scheme provides improved links between existing and proposed residential areas such as Devonport, Millbay, Plymstock and Plympton to employment areas such as the City Centre, Cattedown Wharfs, Marsh Mills Retail Park and Langage Energy Park.</p> <p>The project also provides better sustainable links to education facilities such as:</p> <ul style="list-style-type: none"> <li>• University of Plymouth</li> <li>• Colleges</li> <li>• Secondary Schools</li> <li>• Primary Schools</li> </ul>
<b>Provide Value for Money</b>	<p>High scheme benefits anticipated. Health benefits will significantly outweigh any dis-benefits. Possible bus and general traffic journey time and reliability improvements associated with junction improvements.</p> <p>PTP/Smarter choices will provide people with information relating to the transport options available to them, encouraging modal shift towards more sustainable modes thereby helping to manage congestion and associated negative impacts.</p> <p>Further builds upon the benefits already invested in the East End Transport Scheme.</p>
<b>Financial Sustainability</b>	The long term maintenance implications need to be fully costed however given the links committed under the Morley Park development S106 the benefits of this scheme will be sustained long after the funding period.
<b>Deliverable</b>	The scheme is suitably advanced to Preliminary Design stage and is considered deliverable within the timeframes of the funding bid.
<b>Affordable</b>	The scheme will have an assessment of the whole life costs and high-level economic appraisal undertaken prior to submission to DfT.
<b>Local Contribution</b>	A local contribution is anticipated to be delivered through a number of funding streams including the LTP, working in partnership with Planning the Saltram Masterplan proposals, working in partnership with Sustrans.

**Table 4 DfT Essential Eligibility Criteria and the Scheme's contribution to them.**

8.2. The LSTF guidance also identifies criteria in which bids will be looked upon favourably and these are:

<b>Deliver wider social &amp; economic benefits</b>	<p>The scheme will deliver wider social and economic benefits for the East End, Plymstock and Plympton communities. The scheme will also provide wider benefits linking recreational use of the Saltram Country Park and estate by encouraging visitors to arrive to the site by more sustainable means.</p> <p>The Laira Rail Bridge route is identified within the LDF Core Strategy and has been supported with a contribution to extending</p>
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	<p>the facility through the Morley Park development S106 agreement.</p> <p>The PTP will help identify transport options available to people and open up opportunities to them.</p>
<b>Improve safety</b>	<p>The section of Laira Bridge between Finnigan Road and The Ride inclusive had 45 accidents between 01/01/2005 and 31/12/2009. Of these, 17 were personal injury accidents with 15 casualties.</p> <p>There is not considered to be a specific pattern for vulnerable road users, however one casualty involved a power two wheel and another involved a casualty on a public service vehicle.</p>
<b>Improve air quality</b>	<p>The scheme will improve air quality through the East End, Plympton and Plymstock through greater uptake of more sustainable modes. Part of the scheme is located within the Exeter Street AQMA.</p>
<b>Increase physical activity</b>	<p>Increased levels of cycling will lead to increased levels of physical activity resulting in health benefits for users and the health system.</p>
<b>Support from community interests</b>	<p>Support anticipated from walking and cycling groups and from local neighbourhoods. Eastern Corridor consultation identified many positive comments on the proposals.</p> <p>PTP and improvements to public transport should also attract support from Passenger Focus</p>
<b>Partnership working</b>	<p>Opportunities for partnership working may exist with the following organisations and voluntary groups:</p> <ul style="list-style-type: none"> <li>● PCC Internal Departments</li> <li>● Neighbouring Authorities / Agencies</li> <li>● Community Liaison Groups</li> <li>● Cycling Organisations</li> <li>● Bus Operators</li> <li>● Public Health Development Trust (PHDU)</li> <li>● Disability Action Network (D.A.N)</li> <li>● Local Access Forum (LAF)</li> <li>● The Plymouth Chamber of Commerce &amp; Industry</li> <li>● Environment Agency</li> <li>● Private Developers</li> <li>● Network Rail</li> <li>● National Trust</li> <li>● Natural England</li> <li>● University of Plymouth (UoP)</li> <li>● Wealthy Theme Group</li> </ul>

**Table 5 DfT Favourable Eligibility Criteria and the Scheme's contribution to them.**

## **9.0 Community Participation**

- 9.1. Preliminary consultation in relation to the capital infrastructure aspects of the scheme has been undertaken under the Eastern Corridor Major Scheme consultation.
- 9.2. This consultation identified a good level of support and positive comments for the conversion of the Laira Rail Bridge to a pedestrian and cycle link.

9.3. Further consultation will be required if the funding bid is successful in order to inform the detailed design process.

## 10.0 Promoting Equality of Opportunity

10.1. Plymouth's objective to be a city where people choose to live with a healthy, growing population and realising its potential as one of Europe's finest waterfront cities can only really be achieved if its benefits are available to all.

10.2. There exist barriers which a significant proportion of people in the city face in order to access work, education, training or healthcare. These include not having access to a car, not being able to take the bus, the service or facility not being available at a suitable time, limited travel horizons and not being able to walk or cycle. 30% of households in Plymouth do not have a car, generally because buying and running one is unaffordable. There is a strong correlation between social deprivation and car ownership.

10.3. Getting access to the services and facilities that many take for granted can improve quality of life and increase confidence and aspirations. Those deprived areas with low car ownership tend to be the same areas with high unemployment and poor health. Low car ownership is also associated with high levels of missed hospital appointments.

10.4. This bid will provide solutions which will enable more people to take advantage of the opportunities that the city offers. Delivery partnerships will focus on accessing healthcare, education and training, employment and leisure facilities.

## 11.0 Capital Costs

11.1. An initial capital cost estimate has been prepared for the highway infrastructure associated with the bid and a summary is provided in Table 6 below. The capital cost is estimated to be £3.88 million, although it should be noted that this is indicative and it will be finalised once scheme development work is complete.

Scheme Element	Cost Estimate
Friary Park Path	£ 140,000
Ride and Finnigan Road Junctions	£ 820,000
Laira Rail Bridge and associated ramps	£2,920,000
<b>Total</b>	<b>£3,880,000</b>

**Table 6 Capital Cost**

## 12.0 Revenue Costs

12.1. The revenue elements of the bid are still being determined but the approximate value will be £3 million. This will cover PTP, measures to promote walking and cycling, bus Kickstart funding and improvements to PlymGo.

### **13.0 Maintenance Costs**

- 13.1. Over fifteen years the maintenance cost of the highway infrastructure is estimated to be £363,000. Maintenance in the early to later years will be largely routine in nature, representing the smaller proportion of the costs, and it is envisaged that these will be absorbed within the existing maintenance revenue budgets. More significant capital expenditure will not be necessary until the later years and will be funded as capitalised maintenance. Plymouth City Council's Transport Asset Management Plan (TAMP) will make allowance for the whole life cost and this will reflect this gradually increasing spending profile.
- 13.2. Alongside the TAMP, PTH is currently investigating other initiatives such as the principle of 'Lean Streets' which seek to reduce on going maintenance liabilities by removing street clutter and simplifying the transport network to minimise the amount of infrastructure required. Reducing maintenance costs on parts of our existing network will help offset the maintenance associated with delivering sustainable transport outcomes with specific reference to lengths of new cycleway.
- 13.3. There will be no additional ongoing maintenance costs associated with the revenue element of the bid. This is because the smarter choices measures will not become an ongoing activity once the funding has ceased and it is anticipated that the bus services will become commercial at the end of the funding period. It is anticipated that the Smartphone Application will also be self-financing in the long term through the support of advertising space.

### **14.0 Funding**

- 14.1. The funding package is still being developed, but the LSTF guidelines have specified that for minor schemes the maximum amount of funding available will be £5 million and that this will be split between approximately £2 million capital and £3 million revenue. The implication of this is that an additional £1.8 million of funding will be required to support the capital element of the bid. It is anticipated that this will predominantly come from LTP funding, approximately £1.05 million and Morley Park Section 106 funding, approximately £0.75 million (Of the £4.54 million allocated to off-site highway works as part of the Morley Park Section 106 Agreement £1.5 million of this can be drawn down from the developer on first occupation which is currently programmed for 2014).
- 14.2. Additional potential sources of funding, both revenue and capital, could include: Sustrans, transport operators, health sector and other third party organisations who may benefit from the scheme.

### **15.0 Delivery**

- 15.1. The design of the infrastructure aspects to the project will be procured through the Plymouth / Amey LG Highway Services partnership contract.
- 15.2. It is anticipated that the physical construction of the infrastructure improvements will be delivered through the Plymouth / Amey LG Highways Services Partnership contract and through the Amey supply chain. In the event that this scheme cannot be secured by this mechanism, it will then be subject to the usual OJEU tendering process.



- 15.3. It likely that some of the smarter choice measures may be a new activity to the Authority and will therefore require a tendering process to be undertaken in accordance with Plymouth City Council’s Procurement Procedures.
- 15.4. The PTP aspect of the bid may be an activity which is able to be carried out internally within PCC or it may be delivered wholly or partially externally. If the latter is the case, it will be undertaken in accordance with Plymouth City Council’s Procurement Procedures.
- 15.5. It is anticipated that the work to develop the ‘Kickstart’ bus services will be carried out by existing PTH officers, following the usual bus service tendering process in accordance with Plymouth City Council’s Procurement Procedures.

**16.0 Programme Milestones**

- 16.1. The delivery programme for the LSTF scheme has yet to be fully developed, however it is anticipated that the revenue elements will be delivered across the full four years of funding whilst the capital elements will be in the last three years.

**17.0 Risks**

- 17.1. Table 7 below, identifies the Top 5 risks to the project.

Top 5 Risks:	Mitigation Measures:	Comments / Cost Assumptions:
1. Increased Utility works & cost.	Carry out Preliminary NRSWA assessments at early stage of design.	This will be identified in the Risk Register and a suitable allowance will be made.
2. Capital Funding reduced or delayed from DfT.	Alternative sources of funding to be identified.	
3. Increased costs associated lead paint on Laira Rail Bridge.	Increased costs of refurbishing	This will be identified in the Risk Register and a suitable allowance will be made.
4. Legal issues surrounding transfer of the bridge	Sustrans have been approached with a view to being a delivery partner to the project	This will be identified in the Risk Register and a suitable allowance will be made.
5. Planning Permission not given / delayed	Pre-app discussions will take place to ensure that the appropriate amount of information is provided	An allocation has been made in the cost plan for gaining approval. An allocation will be made in the Risk Register to cover unforeseen delays.

**Table 7 Top 5 Project Risks**

**18.0 Delivery Partners**

- 18.1. The guidance on the application process for the LSTF is very clear that projects which have the support of community interests and incorporate participation and partnership working will be viewed favourably during DfT’s assessment of schemes.

- 18.2. Plymouth's LSTF bid may be able to be delivered through partnership working with Sustrans and public transport operators. Sustrans has already expressed an interest in the project proposals and is keen to be involved in the project development and delivery

**19.0 Next Steps**

- 19.1. A workshop organised by DfT is taking place on 14<sup>th</sup> February which is being attended by PTH Officers. This workshop will provide the opportunity for clarification of the funding guidance and for attendees to raise any queries.
- 19.2. It is proposed that with approval from Cabinet that PTH submit an application to the Department for Transport's Local Sustainable Transport Fund to meet the deadline of 18<sup>th</sup> April 2011 for inclusion in the Tranche 1 funding assessments.
- 19.3. DfT have indicated that a decision will be announced as to which authorities have been successful towards the end of June 2011.

**20.0 Recommendation**

- 20.1. The Cabinet is recommended to:
- 20.2. (i) Note this report.
- 20.3. (ii) Provide approval for Plymouth Transport and Highways to develop and submit a bid to the Department for Transport's Local Sustainable Transport Fund on the basis of the outline set out in this report.
- 20.4. Authority is delegated to the Cabinet Member for Transport, in consultation with the Cabinet Member for Finance, Property, People and Governance, Director for Development and Regeneration and the Director for Corporate Support, to give final approval to the submission of a bid to the Department for Transport's Local Sustainable Transport Fund.

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

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