

# Public Document Pack

**BEST ACHIEVING**  
COUNCIL OF THE YEAR



**Barry Keel**  
Chief Executive

Plymouth City Council  
Civic Centre  
Plymouth PL1 2AA

[www.plymouth.gov.uk/democracy](http://www.plymouth.gov.uk/democracy)

Date: 5-9-2011

Please ask for: Nicola Kirby, Senior Democratic Support Officer (Cabinet)  
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## **CABINET**

**Date:** Tuesday 13 September 2011  
**Time:** 4.00 pm  
**Venue:** COUNCIL HOUSE, PLYMOUTH

**Members:**

Councillor Mrs Pengelly, Chair

Councillor Fry, Vice Chair

Councillors Ball, Bowyer, Jordan, Michael Leaves, Sam Leaves, Monahan, Ricketts 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 of the meeting agrees, mobile phones should be switched off and speech, video and photographic equipment should not be used in 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 - 18)**

To sign and confirm as a correct record the minutes of the meeting held on 23 August 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. LOCALITIES AND NEIGHBOURHOOD WORKING REVIEW** **(Pages 19 - 44)**

Cabinet Member: Councillor Jordan  
CMT Lead Officer: Director for Community Services

Councillor James (Chair of the Task and Finish Group and the Overview and Scrutiny Management Board) has been invited to attend the meeting to present the recommendations of the Task and Finish Group, contained in the scrutiny report on Localities and Neighbourhood Working Review.

A written report will be submitted on the scrutiny recommendations.

**7. UNACCOMPANIED ASYLUM SEEKING CHILDREN AND YOUNG PEOPLE IN CARE (Pages 45 - 72)**

Cabinet Member: Councillor Sam Leaves  
CMT Lead Officer: Director of Services for Children and Young People

Councillor Wildy (Chair of the Children and Young People's Task and Finish Group) has been invited to attend the meeting to present the recommendations of the Task and Finish Group, contained in the scrutiny report on Unaccompanied Asylum Seeking Young People in Care.

Councillor James (Chair of the Overview and Scrutiny Management Board) has also been invited to attend.

A written report will be submitted on the scrutiny recommendations, together with a proposed action plan to address the recommendations.

**CABINET MEMBERS: COUNCILLORS BOWYER, JORDAN, MICHAEL LEAVES, SAM LEAVES AND RICKETTS**

**8. OVERVIEW AND SCRUTINY MANAGEMENT BOARD (Pages 73 - 78) RECOMMENDATIONS OF 27 JULY 2011**

CMT Lead Officers: Directors for Corporate Support, Community Services, Services for Children and Young People and Assistant Chief Executive

A written report will be submitted in response to recommendations from the Overview and Scrutiny Management Board on 27 July 2011 relating to –

- monthly budget updates;
- the localism agenda;
- school academy transfers;
- the Sex Establishment Licensing Policy; and
- Localities and Neighbourhood Working.

**CABINET MEMBER: COUNCILLOR MICHAEL LEAVES**

**9. WASTE AND RECYCLING IMPROVEMENTS (Pages 79 - 96)**

CMT Lead Officer: Assistant Chief Executive

A written report will be submitted on proposals to improve the recycling and waste collection performance for the Council. See also agenda item 15 below.

**10. REFURBISHMENT OF ARMADA WAY TOILETS SUPPLEMENT**

CMT Lead Officer: Assistant Chief Executive

A written report will be submitted on proposals to refurbish the toilets at Armada Way.

## **CABINET MEMBER: COUNCILLOR SAM LEAVES**

### **11. SAFEGUARDING CHILDREN CORPORATE POLICY (Pages 97 - 108)**

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

A written report will be submitted on the proposed Safeguarding Children Corporate Policy, which combined with the associated procedures, will provide guidance to all elected members and employees who may come across safeguarding concerns within the context of their work for the Council.

### **12. CHILD POVERTY ACTION PLAN (Pages 109 - 116)**

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

Further to minute 43 of the City Council meeting on 25 July 2011 which gave approval to the motion on notice on child poverty, a written report will be submitted on tackling child poverty together with an action plan prepared by a multi-agency task group that covers activity across the whole Plymouth 2020 partnership.

## **CABINET MEMBER: COUNCILLOR WIGENS**

### **13. LOCAL SUSTAINABLE TRANSPORT FUND BID: SMART TICKETING (Pages 117 - 122)**

CMT Lead Officer: Director for Development and Regeneration

A written report will be submitted on a successful bid to the Department for Transport's Local Sustainable Transport Fund to aid the transition to smart bus ticketing throughout the South West.

### **14. 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 I of Schedule 12A of the Act, as amended by the Freedom of Information Act 2000.

## **PART II (PRIVATE MEETING)**

### **AGENDA**

#### **MEMBERS OF THE PUBLIC TO NOTE**

that under the law, the Panel 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 MICHAEL LEAVES**

**15. WASTE AND RECYCLING IMPROVEMENTS (E3) (Pages 123 - 126)**

CMT Lead Officer: Assistant Chief Executive

Further to agenda item 9, a written report will be submitted on confidential details relating to the proposals.

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**Cabinet****Tuesday 23 August 2011****PRESENT:**

Councillor Mrs Pengelly, in the Chair.

Councillor Fry, Vice Chair.

Councillors Ball, Bowyer, Monahan, Ricketts and Wigans.

Also in attendance: Barry Keel (Chief Executive), Adam Broome (Director for Corporate Support), Carole Burgoyne (Director for Community Services), Paul Barnard (Acting Director for Development and Regeneration), Peter Aley (Assistant Director for Safer Communities), Malcolm Coe (Assistant Director Finance Assets and Efficiencies), James Coulton (Assistant Director for Culture, Sport and Leisure), Patrick Hartop (Senior Policy, Performance and Partnership Adviser), Clive Perkin (Assistant Director for Transport), Chris Trevitt (Assistant Head of Asset Management) Tom Westrope (Spatial Planning Officer).

Apologies for absence: Councillors Jordan, Michael Leaves and Sam Leaves.

The meeting started at 2 pm and finished at 3.20 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.*

**29. DECLARATIONS OF INTEREST**

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

**30. MINUTES**

Agreed that the minutes of the meeting held on 12 July 2011 are confirmed as a correct record.

**31. QUESTIONS FROM THE PUBLIC**

Nine questions were submitted from Mr Else in accordance with paragraph 10 of the Constitution, as set out below.

In the absence of Mr Else, the questions and the responses were circulated and written responses would be provided to him.

Question No	Question By	Cabinet Member	Subject
1 (11/12)	Mr B Else	Councillor Fry	Units 1-13, 80 The Ride PL9 7JS
<p>Reference ELECTORS QUESTION for Units 1-13, 80 The Ride PL9 7JS, 20th June 2011, replied to by Councillor Fry. Can PCC clarify these points?</p> <p>A wheeled axel is fitted to static caravans so they can comply with planning regulations. How does a <b>‘touring caravan’</b> differ from any other caravan and not conflict planning consent? Please define <b>‘touring caravan’</b>.</p>			
<p><b>Response:</b></p> <p>The legal definition of a caravan applies to all types of caravan; namely to caravans used as permanent residential accommodation for Gypsy and Traveller sites and park home estates and to caravan accommodation used for holiday purposes. So far as the law is concerned, a park/mobile home, a caravan holiday home, touring caravan or Gypsy and Traveller home are all capable of coming within the legal definition of a caravan provided they retain the element of mobility. Mobility, in this context, means that the caravan must be capable of being moved when assembled from one place to another.</p> <p>Section 29 (1) of the Caravan Sites and Control of Development Act 1960 (as amended) defined a caravan as:</p> <p>“... Any structure designed or adapted for human habitation which is capable of being moved from one place to another (whether being towed, or by being transported on a motor vehicle or trailer) and any other vehicle so designed or adapted but does not include</p> <p>(A) Any railway rolling stock which is for the time being on rails forming part of a system, or</p> <p>(B) Any tent</p>			

Question No	Question By	Cabinet Member	Subject
2 (11/12)	Mr B Else	Councillor Fry	Units 1-13, 80 The Ride PL9 7JS
<p>Reference ELECTORS QUESTION for Units 1-13, 80 The Ride PL9 7JS, 20th June 2011, replied to by Councillor Fry. Can PCC clarify these points?</p> <p>If additional <b>‘touring caravans’</b> are allowed, should that have been stated in the original consent as the site was built to house nomads?</p>			



**Response:**

This and the other related questions raise issues of possible breaches of planning control which will require further research. This has been referred to the Planning Compliance Team who will commence an investigation.  
I will provide full written responses to this and other questions at the earliest opportunity when further enquiries have been completed.

Question No	Question By	Cabinet Member	Subject
3 (11/12)	Mr B Else	Councillor Fry	Units 1-13, 80 The Ride PL9 7JS

Reference ELECTORS QUESTION for Units 1-13, 80 The Ride PL9 7JS, 20th June 2011, replied to by Councillor Fry. Can PCC clarify these points?

If 13 means more than 13, what is the maximum number of caravans that could be housed on the site?

**Response:**

This and the other related questions raise issues of possible breaches of planning control which will require further research. This has been referred to the Planning Compliance Team who will commence an investigation.  
I will provide full written responses to this and other questions at the earliest opportunity when further enquiries have been completed.

Question No	Question By	Cabinet Member	Subject
4 (11/12)	Mr B Else	Councillor Fry	Units 1-13, 80 The Ride PL9 7JS

Reference ELECTORS QUESTION for Units 1-13, 80 The Ride PL9 7JS, 20th June 2011, replied to by Councillor Fry. Can PCC clarify these points?

Does PCC set a benchmark with **13 meaning more than 13**, and the term '**touring caravan**' or are there other cases where this principle applies?

**Response:**

This and the other related questions raise issues of possible breaches of planning control which will require further research. This has been referred to the Planning Compliance Team who will commence an investigation.  
I will provide full written responses to this and other questions at the earliest opportunity when further enquiries have been completed.

Question No	Question By	Cabinet Member	Subject
5 (11/12)	Mr B Else	Councillor Fry	Units 1-13, 80 The Ride PL9 7JS
<p>Reference ELECTORS QUESTION for Units 1-13, 80 The Ride PL9 7JS, 20th June 2011, replied to by Councillor Fry. Can PCC clarify these points?</p> <p>Extra parking outside the site would indicate that extra space was needed within the site, space taken up by the 'Council's policy of housing more than 1 caravan per pitch has led to overcrowding. If the over crowding was addressed would there be need for an additional car park?</p> <p><b>Response:</b> This and the other related questions raise issues of possible breaches of planning control which will require further research. This has been referred to the Planning Compliance Team who will commence an investigation. I will provide full written responses to this and other questions at the earliest opportunity when further enquiries have been completed.</p>			

Question No	Question By	Cabinet Member	Subject
6 (11/12)	Mr B Else	Councillor Fry	Units 1-13, 80 The Ride PL9 7JS
<p>Reference ELECTORS QUESTION for Units 1-13, 80 The Ride PL9 7JS, 20th June 2011, replied to by Councillor Fry. Can PCC clarify these points?</p> <p>How does the creation of an extra parking facility not conflict with planning consent condition 6?</p> <p><b>Response:</b> This and the other related questions raise issues of possible breaches of planning control which will require further research. This has been referred to the Planning Compliance Team who will commence an investigation. I will provide full written responses to this and other questions at the earliest opportunity when further enquiries have been completed.</p>			

Question No	Question By	Cabinet Member	Subject
7 (11/12)	Mr B Else	Councillor Fry	Units 1-13, 80 The Ride PL9 7JS
Reference ELECTORS QUESTION for Units 1-13, 80 The Ride PL9 7JS, 20th June 2011, replied to by Councillor Fry. Can PCC clarify these points?			
<p>In your reply to my question you say <u>'discussions with a number of parties indicated that extra space would alleviate some of the existing issues.'</u></p> <p>Can you say who these parties are and what the issues are?</p>			
<p><b>Response:</b></p> <p>This and the other related questions raise issues of possible breaches of planning control which will require further research. This has been referred to the Planning Compliance Team who will commence an investigation.</p> <p>I will provide full written responses to this and other questions at the earliest opportunity when further enquiries have been completed.</p>			

Question No	Question By	Cabinet Member	Subject
8 (11/12)	Mr B Else	Councillor Fry	Units 1-13, 80 The Ride PL9 7JS
Reference ELECTORS QUESTION for Units 1-13, 80 The Ride PL9 7JS, 20th June 2011, replied to by Councillor Fry. Can PCC clarify these points?			
<p>Under local planning policy AIR2.2, the public car park the site was built on should have been replaced. How does PCC qualify not providing replacement public parking that it should supply, while finding additional private car park spaces for its tenants?</p>			
<p><b>Response:</b></p> <p>This and the other related questions raise issues of possible breaches of planning control which will require further research. This has been referred to the Planning Compliance Team who will commence an investigation.</p> <p>I will provide full written responses to this and other questions at the earliest opportunity when further enquiries have been completed.</p>			

Question No	Question By	Cabinet Member	Subject
9 (11/12)	Mr B Else	Councillor Fry	Units 1-13, 80 The Ride PL9 7JS
Reference ELECTORS QUESTION for Units 1-13, 80 The Ride PL9 7JS, 20th June 2011, replied to by Councillor Fry. Can PCC clarify these points?			
Is PCC policy of housing extra caravans on The Ride done to save monies by absorbing potential illegal pitches that are expensive to remove?			
<p><b>Response:</b></p> <p>"The Ride does not play any part in our procedures for managing 'illegal pitches', which we refer to as unauthorised encampments. Our agreed procedure for managing unauthorised encampments is published on our website <a href="http://www.plymouth.gov.uk/revised_gt_ue_procedures">http://www.plymouth.gov.uk/revised_gt_ue_procedures</a>. We used these procedures to remove 2 caravans which were illegally parked on temporarily vacant pitches at the Bayview Caravan Site on the Ride as recently as January 2011."</p>			

### 32. CHAIR'S URGENT BUSINESS

There were no items of Chair's urgent business.

### 33. PROPOSED NON-IMMEDIATE ARTICLE 4 DIRECTION FOR HOUSES IN MULTIPLE OCCUPATION

The Director for Development and Regeneration submitted a written report -

- (a) on a proposal to take measures to increase the level of planning control over houses in multiple occupation (HMO) in certain parts of the city;
- (b) indicating that the designation of an Article 4 Direction (A4D) would result in the withdrawal of the permitted development rights for specified types of development, requiring planning permission to be sought from the local planning authority;
- (c) advising that the option of using an A4D to give greater control over HMOs was recently consulted upon in the Sustainable Neighbourhoods Development Plan Document consultation and received support, although some landlords were opposed to it;
- (d) indicating that although A4Ds could not be applied retrospectively, additional restrictions would aid in achieving the goal of better balanced communities and would ensure that further areas of the city would not exceed significantly harmful concentrations of HMOs;
- (e) informing Cabinet Members that there were two types of directions, an immediate A4D and a non-immediate A4D. An immediate A4D

would expose the Council to potentially considerable financial risks from disadvantaged landowners;

- (f) indicating that the proposed non-immediate A4D would cover the area recommended in the Arup report including Mutley and Greenbank, and the City Centre. It would also provide controls in Stonehouse, Stoke, Peverell, Beacon and Pennycross, Hartley and Mannamead, Higher Compton, Efford, Lispson and Laira, Mount Gould and East End.

Agreed that –

- (1) a non-immediate Article 4 Direction is made, to control changes of use to Class C4 (Houses in Multiple Occupation) as set out in detail in the Appendix to the written report, pursuant to Article 4(1) of The Town and Country Planning (General Permitted Development) Order 1995 (as amended), to come into force no sooner than 12 months after notice of the withdrawal of permitted development rights is given;
- (2) officers are instructed to serve notice locally and notify the Secretary of State in accordance with The Town and County Planning (General Permitted Development) Order 1995 (as amended), and Annex A of the 'Department for Communities and Local Government Replacement Appendix D to Department of Environment Circular 9/95: General Development Consolidation Order 1995 (978 0117531024)', November 2010;
- (3) authority is delegated to the Cabinet Member for Planning, Strategic Housing and Economic Development to determine whether to confirm the Article 4 Direction, taking into account any representations received during the six week consultation period, or to instruct further consultation should material changes to the Direction be appropriate as a result of consultation;
- (4) officers are instructed to prepare supporting planning guidance to amplify existing policy in relation to changes of use to Houses in Multiple Occupation, including necessary evidence gathering and consultation;
- (5) officers are instructed to refer the report to Planning Committee for information;
- (6) officers are instructed, in the event that an Article 4 Direction is confirmed, to carry out a review of the Article 4 Direction's area and effect for consideration by Cabinet, 12 months after a Direction comes into force.

34. **GYPSY AND TRAVELLER SITES**

The Directors for Community Services and Development and Regeneration submitted a written report -

- (a) setting out a clear strategic direction to meet the locally assessed needs for Gypsy and Traveller sites in the short, medium and long term, to comply with the Plymouth Core Strategy Policy commitments and to enable compliance with the Coalition Government's emerging national policy for Gypsy and Traveller sites;
- (b) indicating that the identified need was for approximately 50 pitches, as set out in the Plymouth Core Strategy Policy CS17;
- (c) on problems and costs associated with unauthorised encampments and developments, which rose to 40 cases during 2010, at an estimated current cost of circa £200,000 for dealing with them;
- (d) advising that the Coalition Government had allocated £60m to fund the provision of new Gypsy and Traveller sites through the National Affordable Homes Framework and Plymouth Community Homes had submitted a bid to develop a transit site subject to agreement with the City Council to develop and manage it;
- (e) indicating that through the site assessment work undertaken, officers had identified land in City Council ownership at Broadley Park Roborough, within South Hams, as the most suitable location for a transit site;
- (f) informing Cabinet Members that, following extensive earlier consultations with local communities, and in the light of representations received, it was proposed that two sites at Mowhay Road, adjacent to the St Budeaux By-Pass should be supported in principle, to meet the locally assessed need;
- (g) indicating that Broadley Park and the two sites off the St Budeaux By pass (Mowhay Road), along with sites that already had planning permission at Ridge Road and Military Road, would provide a sufficient number of pitches to meet the identified need;
- (h) advising that, consequently, all other sites previously suggested, no longer needed to be pursued;
- (i) the decision was a key decision but had not appeared in the Forward Plan and had been dealt with under the procedure for urgent key decisions.

Agreed that –

- (1) in principle, support is given the identification of sites at Mowhay Road, St Budeaux By pass, Military Road, Efford and Broadley Park for meeting Plymouth's identified need for Gypsy and Traveller sites;
- (2) officers are instructed to undertake a tendering process with the view to selecting a preferred bidder to acquire a lease to develop the site at Military Road, Efford as a Gypsy and Traveller site;
- (3) officers are instructed to submit a planning application at Broadley Park, Roborough as the location for a transit Gypsy and Traveller site, subject to funding being allocated from the Plymouth's Affordable Homes funding bid;
- (4) officers are instructed to undertake further assessments of delivery options for the two sites at Mowhay Road, St Budeaux By-pass (Mowhay Road) including the taking of appropriate measures to secure delivery through funding bids.

35. **JOINT FINANCE AND PERFORMANCE REPORT Cabinet Decisions**

The Corporate Management Team submitted a written report on the first monitoring report for 2011/12 and outlining the performance and finance monitoring position of the Council, as at the end of June 2011.

Agreed that –

- (1) the variations to capital spend and re-profiling are approved as detailed in Table 6 in the written report;
- (2) approval is given to the Blue Badge administration fee increase to £4.60 plus VAT, with effect from 1 January 2012;
- (3) approval is given to the budget virements as detailed in Figure 9 of the written report;
- (4) savings in the insurance premiums are clawed back from departmental budgets and held in corporate items pending the annual review of reserves and provisions.

35a **JOINT PERFORMANCE AND FINANCE REPORT Recommendation to City Council**

Agreed that the City Council is Recommended to approve the new capital schemes for investment as detailed in Table 5 amounting to £2.851m additional capital spend for 2011/12 –

£000	£000	£000	£000	Schemes
11/12	12/13	13/14	14/15	
2,135	-	-	-	Purchase of replacement refuse vehicles
140	-	-	-	Aiming High for Disabled Children
50	700	-	-	Capitalised maintenance works to West Hoe Pier
160	398	-	-	Saltram Countryside Park - Phase I
100	176	1,029	1,542	Plymouth Connect Local Sustainable Transport schemes
89	-	-	-	Royal Parade Pedestrian Crossing
65	-	-	-	Honicknowle Multi Use Games Area (MUGA) and Plan Hub
50	-	-	-	Neswick Street (Stonehouse) Play Area
13	-	-	-	Radford Quarry
14	-	-	-	Russell Avenue Tennis Courts
35	-	-	-	Brickfields Athletics Stand
<b>2,851</b>	<b>1,274</b>	<b>1,029</b>	<b>1,542</b>	<b>Total of new Schemes for approval in Oct 2011</b>

### 36. FUTURE OF CIVIC CENTRE

The Directors for Corporate Support and Development and Regeneration submitted a written report providing an update on the options regarding the future of the Civic Centre following the soft marketing testing undertaken earlier this year.

The report outlined the background to the issues around the Civic Centre site, detailed the assumptions that had been made, the options that were available and evaluated those options to give a recommended way forward.

The attention of Cabinet Members was drawn to the separate confidential report referred to in minute 43 below.



Agreed that -

- (1) approval is given to the recommended action, to put the Civic Centre out to an OJEU procurement, with a view to the Council taking a leaseback of reduced space in a refurbished building;
- (2) prior to OJEU, the officers will continue to explore the opportunity for freehold disposal;
- (3) this decision is referred to the Overview and Scrutiny Management Board, for comment.

37. **INCAPACITY BENEFIT**

Further to minute 17 of the City Council (Motion on notice no 1 (11/12) - incapacity benefit) where the portfolio holder was asked to conduct an immediate study of the scope and nature of this issue, to assess its implications on claimants, the Council and other provider partners and report to the Cabinet within the month, the Director for Community Services submitted a written report indicating that -

- (a) incapacity benefit would be phased out nationally by 2014 and claimants were being assessed on their availability to work and for entitlement to other benefits;
- (b) the change would effect over 10,000 people in the Plymouth area and reassessment letters were beginning to be sent out. The process was at an early stage and the impact on claimants was difficult to assess at present;
- (c) a variety of national and local work was underway to support claimants through the incapacity benefit change process;
- (d) the Council commissioned services from a number of voluntary sector organisations which included advice and support for those going through the process;
- (e) the Council was also undertaking a needs assessment to inform commissioning of advice and support services from 2012/13 and this would take into account needs associated with incapacity benefit changes.

Agreed that -

- (1) the current position with regard to the migration of claimants from incapacity benefit together with support services available, is noted;
- (2) officers are asked to keep the situation under review and take this into account in service planning.

38. **PLYMOUTH CONNECT - LOCAL SUSTAINABLE TRANSPORT FUND**

The Director for Development and Regeneration submitted a written report indicating that -

- (a) following approval, in March 2011, for the submission of a bid for funding from the Department for Transport's Local Sustainable Transport Fund for the Plymouth Connect Scheme costing £6.359m, the Department of Transport had advised that the Council had been successful in securing the £4.33 million of capital and revenue funding sought from the Local Sustainable Transport Fund between 2011/12 and 2014/15;
- (b) the balance of the funding consisted of £0.75m from the Section 106 Agreement for the Morley Park development and an allocation of £1.21m from the Council's Local Transport Plan Capital Programme Integrated Block between 2011/12 and 2014/15;
- (c) Plymouth Connect consisted of a package of walking and cycling infrastructure improvements along the Eastern Corridor, linking to the Waterfront and to Devonport and Stonehouse;
- (d) design and development work associated with the highway infrastructure improvements and personalised travel planning was programmed to commence from October 2011, with delivery during 2012/13 through to 2014/15.

Agreed that –

- (1) the report is noted;
- (2) Plymouth Transport and Highways develop and deliver the Plymouth Connect scheme on the basis of the outline set out in the officer's written report.

(See also minute 35a)

39. **PLYMOUTH CITY AIRPORT**

The Director for Development and Regeneration submitted a written report advising Cabinet Members that -

- (a) Plymouth City Airport was owned by Sutton Harbour Holdings Limited and was held on two related leases from the City Council for 150 years from April 2004;
- (b) under the terms of the lease Plymouth City Airport was entitled to close the airport in the event that it was not viable for its Principle Purpose, defined as a public airport providing passenger air services on a regular and commercial basis to members of the public;

- (c) Plymouth City Airport Limited served a Non-Viability Notice on the Council on 24 December 2010 which gave 12 months' notice of closure of the airport and the Council needed to respond to the Notice as soon as practicable, but in any event no later than the expiry of the Notice which would be on 23 December 2011;
- (d) in order to inform its decision on how to respond to the Notice, the City Council had commissioned three pieces of work -
  - (i) with Plymouth Chamber of Commerce, an economic study of Plymouth City Airport and options for its future, carried out by Berkeley Hanover Consulting Limited (the study was circulated to Cabinet Members);
  - (ii) due diligence on company accounts of Plymouth City Airport Limited, carried out by auditors, Grant Thornton UK LLP;
  - (iii) soft market testing of potential scheduled air services using smaller aircraft (20-seat aircraft rather than the 50-seat aircraft in the ASW fleet) and alternative airport operators, carried out by Oriens Advisers Limited;
- (e) the decision was a key decision but had not appeared in the Forward Plan and had been dealt with under the procedure for urgent key decisions.

The attention of Cabinet Members was drawn to the separate confidential report referred to in minute 45 below.

Agreed that –

- (1) the Council accept the Notice of Non-Viability, dated 24 December 2010, that Plymouth City Airport Limited/Sutton Harbour Holdings Limited wish to close Plymouth City Airport for its principal use of providing public commercial air services;
- (2) the Council enter into discussions with Plymouth City Airport Limited/Sutton Harbour Holdings Limited with the aim of securing continued use of the airport for FOST and search and rescue on a temporary basis whilst future options are considered;
- (3) the area covered by the Derriford and Seaton Area Action Plan is amended so as to exclude Plymouth Airport, as identified in the report, and to incorporate this change in a revised Pre-Submission Draft of the Area Action Plan for further consultation;
- (4) until such time as the Core Strategy Review (Plymouth Plan) is submitted for public examination, officers are instructed to continue to apply the Council's current planning policies and guidance for Plymouth Airport, including:

- Adopted Core Strategy: Area Vision 9 (2) and Vision Diagram, Strategic Objective 14 (Delivering Sustainable Transport), Policy CS27 (Supporting Strategic Infrastructure Proposals) and Policy CS28 (Local Transport Considerations);
- Interim Planning Statement 16 (Plymouth Airport);

(5) officers are instructed to work with partners to develop the case for better and more regular rail connectivity and infrastructure provision; lobbying ministers on these matters and preparing the evidence base to inform the Department for Transport of the requirements to be included in the ITT for the new Great Western franchise.

#### 40. **ROYAL PARADE CROSSING REVIEW**

The Director for Development and Regeneration submitted a written report on a review of the Royal Parade pedestrian crossing with the police, following a recent court case into a fatal collision between a pedestrian and a heavy goods vehicle.

The outcome of the review, supported by the police, was that the crossing itself was working appropriately, but that a series of measures to improve the environment around the crossing, and increase its 'visibility' could be undertaken.

The total cost of the proposals was £0.089m and capital funding would need to be made available for this work to be completed in the current financial year.

Agreed that the following works are introduced in an incremental, phased manner, to enhance the setting and visibility of the crossing -

- (1) provide a surface contrast to funnel pedestrians to the area between the road studs demarking the crossing. This would be delivered by introducing a buff surface for the length of the zig zags either side of the crossing – highlighting the crossing;
- (2) changing the colour of the poles to aid identification and location for crossing;
- (3) change the tactile paving to burnt red;
- (4) introduce seating or planters on the pavement areas either side of Royal Parade to provide a visual pointer towards the crossing point;
- (5) review the light timings to seek a reduction in the call time and duration of the green man, to make the crossing more appealing to users;

- (6) discuss with the Department for Transport the provision of count down signs to make the crossing more appealing and better inform users.

(See also minute 35a)

41. **REVOCATION AND REPLACEMENT OF BYLAW TO PROVIDE POSSIBILITY OF ALLOWING CYCLING IN PARKS AND RECREATION GROUNDS WHERE STATED**

The Director for Development and Regeneration submitted a written report -

- (a) advising Cabinet Members that the recently adopted Third Local Transport Plan had a strong focus on enabling people to take up more physically active travel as part of a healthier lifestyle and opening up cycling routes through parks was also echoed by Plymouth's Green Infrastructure Delivery Plan;
- (b) on proposals to revoke two existing bylaws and replace them with versions which were consistent with respect to cycling through parks and recreation grounds. It was proposed that both bylaws were amended to open up the possibility of allowing cycling in certain parks whilst reducing or removing the need for excessive signage and to increase powers that are available to tackle inconsiderate cycling;
- (c) the proposal to revoke and replace the existing bylaws would not in itself affect the legality of cycling in the parks, but it would make it possible for the Council to permit cycling in certain parks if deemed appropriate after risk assessment and consultation with relevant Council departments, Ward Members and park user groups. In such locations, signs or notices would be installed or amended to indicate that cycling was permitted;
- (d) once approved by the City Council, a bylaw would be prepared, sealed and advertised. A copy of the bylaw would then be held on deposit at the Council offices for at least 28 days for members of the public to view and make any formal objections. Following the deposit period and the consideration of any objections, the bylaw would be submitted to the Secretary of State for Communities and Local Government for confirmation. The Secretary of State fixes the date on which the bylaw comes into effect.

Agreed that the City Council is Recommended to revoke and replace the bylaws which apply to the parks in Schedules 1 and 2 in Annex 1 to the written report, with an amended version whose wording opens up the possibility of permitting safe and considerate cycling where it is deemed appropriate following consultation with the relevant Council departments, Ward members and user groups.

The wording for both bylaws will be slightly amended to read as follows –

"Providing that the Council indicates that cycling is permitted where indicated in the park by means of a notice, surface markings, direction sign for cycles or "cycling permitted" sign, then this bylaw shall not be deemed to prohibit the riding of cycles in a manner which is judged not to endanger or cause a nuisance to other park users."

42. **EXEMPT BUSINESS**

Agreed that under Section 100(A)(4) of the Local Government Act, 1972, the press and public be excluded 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 I of Schedule 12A of the Act, as amended by the Freedom of Information Act 2000.

43. **FUTURE OF CIVIC CENTRE**

With reference to minute 36 above, the Directors for Corporate Support and Development and Regeneration submitted a written report on the future of the Civic Centre, including confidential background information.

44. **MOUNT EDGCUMBE PROPERTY OPTIONS**

The Director for Community Services submitted a written report on Mount Edgcombe property options, as recommended by the Mount Edgcombe Joint Committee of 22 July 2011 (minute 14 refers). The recommendations also required the approval of Cornwall Council.

Agreed that –

- (1) approval is given to the release of Picklecombe Cottage, subject to an acceptable price being received, this to be agreed by the joint chairs in consultation with the relevant Cabinet Members and the Directors of Finance of the constituent authorities;
- (2) the additional land leading to the waterfront, in front of the property, is included to maximise receipts;
- (3) any capital receipt from Picklecombe Cottage is ring-fenced for investment into the park, to generate further revenue savings; this being a special case and not to be seen as setting a precedent;
- (4) the capital is used to maximise the revenue savings and income generation opportunities in the park, the exact projects to be decided on the basis of individual business plans, and the overall business plan for the park;
- (5) the full business cases is brought to the joint committee and Cabinet for consideration as soon as possible to ensure the savings required in the 2011/12 financial year can be achieved.

45. **PLYMOUTH CITY AIRPORT**

With reference to minute 39 above, the Director for Development and Regeneration submitted a written report on Plymouth City Airport, including confidential background information.

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**CITY OF PLYMOUTH**

<b>Subject:</b>	Localities and Neighbourhood Working Review
<b>Committee:</b>	Cabinet
<b>Date:</b>	13 September 2011
<b>Cabinet Member:</b>	Councillor Jordan
<b>CMT Member:</b>	Director for Community Services
<b>Author:</b>	Nick McMahon, Localities Officer
<b>Contact:</b>	Tel: 01752 304335 e-mail:nick.mcmahon@plymouth.gov.uk
<b>Ref:</b>	NJM
<b>Key Decision:</b>	No
<b>Part:</b>	I

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**Executive Summary:**

The introduction of a Locality Working model was agreed by Council on 1<sup>st</sup> February 2010, and introduced in June 2010. The Council agreed to review Locality working, one year on from its introduction.

The Overview & Scrutiny Management Board set up a Task and Finish Group to carry out this review. The Group met in July 2011 and its findings are set out in a report. These findings were considered by the Management Board on 27 July 2011.

This report makes recommendations to Cabinet arising from the review.

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**Corporate Plan 2011 – 2014:**

Locality working helps to meet City and Council priorities, in particular:  
*Raising Aspiration* – promoting Plymouth and encouraging people to aim higher and take pride;  
*Reducing inequalities* – taking targeted actions to reduce inequality gaps;  
*Value for Communities* – working together to maximise resources to benefit communities, achieving efficiency through transforming our service delivery and support arrangements, and our support to customers.  
 Performance on responding to issues raised at neighbourhood meetings is a level 2 performance indicator.

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

Recommendations in this report can be met from within existing budgets.

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**Other Implications: Community Safety, Health and Safety, Risk Management and Equality, Diversity and Community Cohesion**

An Equalities Impact Assessment for Locality working is being updated.

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**Recommendations & Reasons for recommended action:**

That recommendations 1, 3, 4, 5, 7, 8, 11, 12, 14 and 15 of the Overview & Scrutiny Management Board on Localities and Neighbourhood Working are agreed subject to the comments in section 3 of this report.

That recommendations 2, 6,9,10 and 13 of the Overview & Scrutiny Management Board on Localities and Neighbourhood Working, subject to the comments in section 3 of this report, are recommended to full council.

Reasons: the recommendations review the evidence available to the Management Board and are considered a sensible way forward.

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

Not to respond to the conclusions of the Overview & Scrutiny Management Board would ignore the evidence identified by the review, fail to learn from the process and be a missed opportunity to deliver improvements.

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**Background papers:**

Overview & Scrutiny Management Board Task and Finish Group Report, July 2011: 'Localities and Neighbourhood Working Review'

Report to Cabinet, 19 January 2010: 'Locality Working'

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**Sign off:**

Fin	CoS F SC1 112 002	Leg	TH0 021	HR		Corp Prop		IT		Strat Proc	
Originating SMT Member: Peter Aley, Assistant Director, Safer Communities											

## Localities and Neighbourhood Working Review

Report by Director for Community Services to Cabinet, 13 September 2011

### **1.0 Introduction**

- 1.1 The introduction of a Locality Working model was agreed by Council on 1<sup>st</sup> February 2010, and introduced in June 2010. The Council agreed to review Locality working, one year on from its introduction.
- 1.2 The Overview & Scrutiny Management Board set up a Task and Finish Group to carry out this review. The Director of Community Services provided an overview report with information to assist the Group. The Group met in July 2011 and its findings are set out in a report. These findings were considered by the Overview & Scrutiny Management Board on 27 July 2011.
- 1.3 The purpose of this report is to make recommendations to Cabinet arising from the review.

### **2.0 Findings**

- 2.1 The review by the Overview & Scrutiny Management Board concluded that:
  - The Council and its partners' vision for the city is best served by a development of the Localities and Neighbourhood Working arrangements currently in place, but focussing on Neighbourhood working.
  - Locality Teams should be discontinued, and the role of supporting Neighbourhood Liaison Officers (NLOs) and ward councillors be replaced by a Council Senior Management Team (SMT) member, one for each Ward.
  - Best practice protocols are needed to share experience of successful Neighbourhood engagement, communication methods, meeting processes, and dealing with 'repeat' issues.
  - NLO roles should be reviewed to ensure the right staff are appointed to match the demands of the role, and we should also ensure that officers receive the necessary management and office support.
  - Health and community organisations should be better engaged in the process.
  - Neighbourhood boundaries should be realigned to fit within wards, and these new boundaries used for data and information collection and analysis purposes in future.
  - These revised arrangements should be shared with partners through Plymouth 2020.
  - The Constitution should be updated to reflect accountability arrangements.
  - A further review should be carried out in July 2012, to include cost information.

### 3.0 Response to Recommendations

- 3.1 The recommended responses to the Overview & Scrutiny Management Board's recommendations are outlined below.

**Task and Finish Group Recommendation (R)1** *Locality and Neighbourhood Working should be renamed Neighbourhood Working*

**Accept** (work undertaken by Strategic Housing in priority neighbourhoods to continue to be known as 'Neighbourhood Management').

**R2** *Locality Teams as set up as part of Locality and Neighbourhood Working arrangements in February 2010 should be discontinued. A member of the Council's Senior Management Team (SMT) should be nominated for each Ward within the city, with designated duties with respect to support for Ward Councillors and Neighbourhood Working. The Lead Ward Councillor decision should be rescinded*

**Accept**, subject to SMT Members' role being to support and guide NLOs and not overlap their role.

**R3** *Best practice protocols regarding neighbourhood meeting arrangements should be produced and shared amongst Neighbourhood Liaison Officers and newly designated SMT members with a view to promoting, implementing and monitoring consistent high quality arrangements*

**Accept**, and this to include flexibility over meetings to allow joint Neighbourhood meetings up to ward level (only) if agreed locally

**R4** *The role and identity of members should be included in publicity regarding neighbourhood meetings*

**Accept**

**R5** *Neighbourhood Liaison Officer (NLO) roles should be reviewed to ensure that skill sets of individuals match the demands of the job. Specific training needs analysis should be carried out to ensure training and development is available where needed. Line managers of NLOs should include the role within the NLO's personal objectives, and seek feedback from Members at appraisal. NLO's and their line managers should ensure that the role is integral to, rather than in addition to their work programme, and that adequate support is available to assist them in the role.*

**Accept**

**R6** *Revised arrangements should be commended to Plymouth 2020 partnership and, subject to agreement be publicised and briefed to relevant stakeholders from all agencies and to residents.*

**Accept**

*R7 Analysis of repeat issues in Neighbourhoods, and of complaints should be undertaken to ensure that the necessary learning is taking place. This practice should be included in best practice protocols for Neighbourhood Working*

**Accept**

*R8 A review is undertaken by the Customers and Communities Overview and Scrutiny Panel and a report submitted to the Overview and Scrutiny Management Board with respect to the role of community infrastructure and community anchor organisations in supporting Neighbourhood working*

**Accept**, and combine with R12

*R9 The Shadow Health and Wellbeing Board takes responsibility for ensuring that Neighbourhood level interaction takes place with key health agencies*

**Accept**, subject to Health and Wellbeing Board arrangements being confirmed.

*R10 Plans are put in place to adopt the proposed boundary changes set out in the overview report (see Appendix A and Figure I attached to this report).*

**Accept**

*R11 Neighbourhood Profiles are reviewed and updated in line with the findings and recommendations of this review*

**Accept**

*R12 A review is undertaken of communication methods around Neighbourhood working, with recommendations back to the Customers and Communities Overview and Scrutiny Panel*

**Accept**, and combine with R8

*R13 The Constitution be updated to reflect revised member and officer accountability arrangements for Neighbourhoods and Wards*

**Accept**

*R14 A review of these arrangements is carried out as a Task and Finish Group in July 2012.*

**Accept**, however it is suggested the review is held later to allow a full 12 months of implementation under the new arrangements.

*The Management Board also requested that in order to better inform the next review, the cost in officer time attributed to localities working between now and then should be recorded.*

**Accept**

**4.0 Conclusions**

- 4.1 The recommendations in this report provide a positive way forward for Neighbourhood Working in Plymouth, consistent with the Government's Localism agenda.
- 4.2 The review's findings endorse the principles of working at neighbourhood level both to engage communities and to encourage joint working between services and communities to tackle issues. As expected, with the benefit of experience, some changes to the current model are proposed. These include changes to some Neighbourhood boundaries to fit with Ward boundaries, discontinuation of Locality Teams, and a strengthened role for the Council's Senior Management Team. This together with further work on communications and the role of the community and voluntary sectors in the process, can enhance the evolution of Neighbourhood Working in Plymouth.

**Appendix A: Realigned Neighbourhood boundaries to fit within Wards and Lower Super Output Areas**

WARD	EXISTING NEIGHBOURHOODS	NEW OR AMENDED NEIGHBOURHOODS ( <b>IN BOLD</b> ), THOSE PRINCIPALLY UNCHANGED IN LIGHT PRINT
Budshead	Crownhill (*with Eggbuckland) Derriford (*with Moor View) Manadon (*with Eggbuckland) Whitleigh	<b>1. Derriford West &amp; Crownhill</b>  2. Whitleigh
Compton	Efford (*with Efford & Lipson) Hartley & Mannamead (*with Peverell) Higher Compton Mutley & Greenbank (*with Compton, Drake and Sutton & Mount Gould)	<b>1. Higher Compton &amp; Mannamead</b>  <b>2. Mutley</b>
Devonport	Devonport Keyham Morice Town Stoke (*with Stoke)	1. Devonport  2. Keyham  3. Morice Town
Drake	Mutley & Greenbank (*with Compton, Efford & Lipson and Sutton & Mount Gould)	<b>1. Greenbank and University</b>
Efford & Lipson	Efford (*with Compton) Lipson & Laira Mutley & Greenbank (*with Compton, Drake and Sutton & Mount Gould)	1. Efford  <b>2. Lipson &amp; Laira</b>
Eggbuckland	Crownhill (*with Budshead) Eggbuckland Manadon (*with Budshead)	1. Eggbuckland  <b>2. Manadon &amp; Widey</b>
Ham	Beacon Park & Pennycross (*with Peverell) Ham North Prospect Kings Tamerton & Weston Mill (*with St Budeaux)	<b>1. Ham and Pennycross</b>  <b>2. North Prospect and Weston Mill</b>
Honicknowle	Ernesettle Honicknowle	1. Ernesettle  2. Honicknowle
Moor View	Derriford (*with Budshead) Estover Glenholt Leigham & Mainstone	<b>1. Estover, Glenholt &amp; Derriford East</b>  2. Leigham & Mainstone
Peverell	Beacon Park & Pennycross (*with Ham) Hartley & Mannamead (*with Compton) Peverell	<b>1. Beacon Park</b>  <b>2. Peverell &amp; Hartley</b>

WARD	EXISTING NEIGHBOURHOODS	NEW OR AMENDED NEIGHBOURHOODS ( <b>IN BOLD</b> ), THOSE PRINCIPALLY UNCHANGED IN LIGHT PRINT
Plympton Chaddlewood	Chaddlewood (* with Plympton St Mary) Plympton St Maurice (* with Plympton Erle and Plympton St Mary) Yealmpstone (* with Plympton Erle)	<b>1. Chaddlewood</b>
Plympton Erle	Plympton St Maurice (* with Plympton Chaddlewood and Plympton St Mary) Yealmpstone (* with Plympton Chaddlewood)	<b>1. St Maurice and Yealmpstone</b>
Plympton St Mary	Colebrook & Newnham Chaddlewood (*with Plympton Chaddlewood) Plympton St Maurice (* with Plympton Chaddlewood and Plympton Erle) Woodford	<b>1. Colebrook, Newnham &amp; Ridgeway</b>  2. Woodford
Plymstock Dunstone	Elburton & Dunstone Goosewell Plymstock (*with Plymstock Radford)	<b>1. Elburton &amp; Dunstone</b>  2. Goosewell
Plymstock Radford	Plymstock (*with Plymstock Dunstone) Turnchapel, Hooe & Oreston	<b>1. Plymstock</b>  2. Turnchapel, Hooe & Oreston
Southway	Southway Tamerton Foliot Widewell	1. Southway  2. Tamerton Foliot  3. Widewell
St Budeaux	Barne Barton King's Tamerton & Weston Mill (*with Ham) St Budeaux	1. Barne Barton  <b>2. St Budeaux &amp; King's Tamerton</b>
St Peter & The Waterfront	City Centre Stonehouse	1. City Centre  2. Stonehouse
Stoke	Ford Stoke (*with Devonport)	1. Ford  2. Stoke
Sutton & Mount Gould	East End Mount Gould Mutley & Greenbank (*with Compton, Drake and Efford & Lipson)	1. Mount Gould  2. East End

\* Neighbourhoods currently covered by more than one ward





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**Overview and Scrutiny  
Management Board**

**Task and Finish Group  
Localities and Neighbourhood  
Working**

**July 2011**



**Localities and Neighbourhood Working Review  
July 2011**

**Plymouth City Council**

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## I. Foreword

- I.1 Every Council faces challenges in finding ways to enable residents to influence and challenge the way that all services are delivered, and to enable Councillors to make the most of their role in understanding and championing the issues that matter most to their communities. Plymouth is no exception. Despite the progress that we have made over the years and the clear commitment of both political parties to getting it right, our citizens are telling us that there is still more to do.
- I.2 Back in 2009, the Overview and Scrutiny Management Board took part in a significant review of what we then called Locality Working. It is worth restating what our original objectives were, as they remain as important now as they were then. They were to:
- Enable residents to influence and challenge service delivery
  - Make services provided by different agencies and Council departments more 'joined up'
  - Improve Councillor involvement
  - Reduce inequalities between communities
  - Focus money and staff more effectively
  - Improve the sharing and use of information
  - Monitor service provision more effectively
  - Meet agreed local and national targets
- I.3 As a result of our recommendations, the Council decided to replace its eight Area Committees in February 2010, introducing new arrangements based on engagement with communities in 43 Neighbourhoods, with multi-agency teams operating in six Localities. At the time, we promised to review the new arrangements after a year to check whether our original objectives were being met.
- I.4 During the last year, the Council and its partners have renewed the city's vision, to be one of Europe's finest, most vibrant waterfront cities, where an outstanding quality of life is enjoyed by everyone. It has focused its over-riding priorities to four – promoting growth, raising aspiration, tackling inequality and providing value for communities. To deliver against these priorities it is now even more important that our objectives for neighbourhood working are fulfilled. In addition, following the change of government, the Localities Bill, which is likely to become law at the end of 2011, will give more power and influence to communities at neighbourhood level; we will therefore have to be sure that our neighbourhood arrangements are robust enough to deliver these new responsibilities when they are given to us.
- I.5 This report sets out our findings following the review, and makes recommendations that we hope will further improve the Council and its partners' approach to understanding and responding to the needs of our communities across the city.
- I.6 The findings and recommendations of this report represent the shared views of the Task and Finish group.

- I.7 I would like to extend my thanks to members of the Task and Finish group for their commitment in conducting this scrutiny review, and to the officers who supported us. I would also like to thank Pete Aley, the Council's Assistant Director for Safer Communities and Nick McMahon, our Localities Officer, for their continued commitment and support to us in this work.
- I.8 Finally, my thanks go to the witnesses who took time to attend and contribute to the review, representing the views of Council officers, Members, partner agencies and, most importantly, our communities.

## 2. Scrutiny Approach

2.1 Given the wide scope of this review, the Scrutiny Management Board decided in March 2011 that the membership of the Task and Finish Group should be drawn from its own members rather than that of an individual scrutiny panel. The Task and Finish Group comprised the following members:

Cllr David James (Chair)

Cllr Sue McDonald

Cllr David Stark

Cllr Jack Thompson

Cllr Nicky Wildy

2.2 The Project Initiation Document for the review specified evaluation criteria agreed by the Customers and Communities Overview and Scrutiny Panel against which the original objectives set out in the Forward above could be considered, and set out suggested issues where recommendations could be made, all of which have been included in the recommendations contained within this report.

2.3 A full list of the written evidence considered by the Panel is appended to this report, and included:

- The original Localities Working scrutiny review report from November 2009
- A detailed report to the Task and Finish Group in the name of the Cllr Glen Jordan, Cabinet Member with responsibility for Localities. The report gave an overview of progress against original objectives, a summary of performance against the specified evaluation criteria, and the results of surveys into the views of Councillors and Staff.
- The report drew a number of conclusions for consideration by the Task and Finish Group, all of which have been addressed in the recommendations of this report.
- A number of other documents were available to the Task and Finish Group, and were used during the sessions to aid questioning of the witnesses and in debate. These included summaries of all neighbourhood meetings that had taken place, directories of locality and neighbourhood personnel, maps with existing and proposed boundaries and survey base data.

2.4 The Task and Finish Group met over two days, on 11 and 12 July 2011. During these sessions, 17 witnesses attended, from most stakeholder groups from the statutory and community sectors and members of the public, presenting their perspective on the impact of the revised locality arrangements, and responding to questions asked by Members.

2.5 Finally, the Task and Finish Group considered and debated the issues raised by the evidence submitted and the contributions of the witnesses. The findings and recommendations of this report represent the outcome of that debate.

### 3. Summary of findings

#### 3.1 Neighbourhood Working

- 3.1.1 There was a consensus among members of the Task and Finish Group that development of the arrangements that have been in place since 2010, with a focus on neighbourhood working, would better serve the Council and its partners' vision for the city than a return to previous, Area Committee arrangements.
- 3.1.2 Survey results submitted as evidence showed that an overwhelming majority of the public and of Council staff surveyed, and a significant majority of Councillors and Police staff were satisfied or very satisfied with neighbourhood meetings, albeit from a relatively small sample of opinion.
- 3.1.3 All witnesses suggested areas where work at neighbourhood level could be improved, and the outcome of these suggestions has informed the recommendations of this report. However no witnesses, even those who had major concerns about the way that their neighbourhood and locality arrangements were being delivered requested a return to Area Committee arrangements.

RI	Locality and Neighbourhood Working should be renamed Neighbourhood Working
----	--

#### 3.2 Locality Teams

- 3.2.1 Members felt that the role originally envisaged for 'virtual' multi-agency Locality teams in dealing with issues that could not be resolved at neighbourhood level could be achieved more effectively in different ways. Locality based arrangements for service delivery however, such as those for children and young people's services and health should continue to develop.
- 3.2.2 Evidence submitted suggested that there is a lack of clarity and transparency about the membership, accountability and activities of Locality Teams. Neighbourhood Liaison Officers described difficulties in communicating with them, and in getting issues resolved when they were raised. It also seemed clear that far fewer issues had been raised by neighbourhoods for resolution at Locality level than had been envisaged.



- 3.2.3 Locality Managers themselves did not feel that Locality Teams had made a significant contribution to identifying and resolving complex, multi-agency issues. Members heard that issues that had been dealt with through Locality Teams, such as the Public Place Order in Mutley and Greenbank, and promotion of the 'Peer Assist' stop smoking campaign in schools could probably have been implemented through other means. The benefits described of senior manager support for the delivery of solutions to problems raised at neighbourhood level, and the informal learning opportunities for managers could be delivered through the proposal to allocate an officer from the Council's senior management team to each Ward to support Councillors in their neighbourhoods.
- 3.2.4 The Task and Finish Group felt that it is important to differentiate, however between 'virtual' Locality Teams put in place as part of the Localities and Neighbourhood working arrangements, and the place-based multi-agency service delivery teams based on localities being implemented by Children and Young People's Services and health agencies, Adult Social Care and others, which are aiming to deliver more localised and better aligned services.

R2	Locality Teams as set up as part of Locality and Neighbourhood Working arrangements in February 2010 should be discontinued. A member of the Council's Senior Management Team (SMT) should be nominated for each Ward within the city, with designated duties with respect to support for Ward Councillors and Neighbourhood Working. The Lead Ward Councillor decision role should be rescinded
----	--

### 3.3 Neighbourhood Meetings

- 3.3.1 The Task and Finish group concluded that if the characteristics of the most successful neighbourhood meeting arrangements were replicated more consistently across the city, the neighbourhood working model could deliver better against the original objectives set.
- 3.3.2 A large number of examples of good practice were given by witnesses of effective ways of advertising, promoting and chairing neighbourhood meetings which maximised attendance and effectively identified local priorities, and promoted community confidence in statutory agencies' effectiveness in responding to them. Unfortunately, other examples were given of neighbourhood meetings where this was not the case. The Task and Finish Group felt that more should be done in promoting good practise, and ensuring that it was applied consistently across all neighbourhoods.

R3	Best practice protocols regarding neighbourhood meeting arrangements should be produced and shared amongst Neighbourhood Liaison Officers and newly designated SMT members with a view to promoting, implementing and monitoring consistent high quality arrangements
----	---

### 3.4 Support for Councillors

- 3.4.1 Members felt that greater recognition is needed of the pivotal role that Councillors play in supporting and championing the neighbourhood agenda. This should be reflected in the support arrangements available to them in undertaking their community advocate role in neighbourhoods.
- 3.4.2 The suggestion that members of the Council's senior management team should be formally allocated the responsibility for support of Councillors in each Ward in the city in their Neighbourhood work was supported. It was also suggested that Councillor should feature on publicity associated with Neighbourhood meetings.

R4	The role and identity of members should be included in publicity regarding neighbourhood meetings
----	---

### 3.5 Neighbourhood Liaison Officers

- 3.5.1 Members felt that significant attention needs to be given to ensuring that all Neighbourhood Liaison Officers are able to perform as well as the best do currently
- 3.5.2 The Task and Finish Group heard evidence of some extremely effective Neighbourhood Liaison Officers (NLO), who had supported Councillors, ensured meetings met with objectives and had played an active role in problem solving. There were, however, other examples given where this was not the case, and the resulting negative impact on the neighbourhood meeting was significant. Features of effective NLOs appeared to include the right professional background, access to appropriate support arrangements within their teams, and the appropriate priority being given to the role within their overall work responsibilities. Members did not feel that the 'voluntary' description given to the role does justice to its significant contribution to effective neighbourhood working.

R5	Neighbourhood Liaison Officer (NLO) roles should be reviewed to ensure that skill sets of individuals match the demands of the job. Specific training needs analysis should be carried out to ensure training and development is available where needed. Line managers of NLOs should include the role within the NLO's personal objectives, and seek feedback from Members at appraisal. NLOs and their line managers should ensure that the role is integral to, rather than in addition to their work programme, and that adequate support is available to assist them in the role.
----	--

### 3.6 Stakeholder understanding of Neighbourhood Working arrangements

- 3.6.1 Members observed that more work needs to be done to ensure that there is a broad understanding by all stakeholders of the structure, support and leadership arrangements for neighbourhood working.

- 3.6.2 It was notable that few of the witnesses, and not all of the members of the Task and Finish Group had a clear understanding of the structure, leadership and accountabilities within the Locality and Neighbourhood working arrangements. A clear need was identified to address this issue following the review.

R6	Revised arrangements should be commended to Plymouth 2020 partnership and, subject to agreement be publicised and briefed to relevant stakeholders from all agencies and to residents.
----	--

### 3.7 Police support for Neighbourhood Working

- 3.7.1 The continuing commitment of the Police to neighbourhood working was commended by members, but it was agreed that both the Council and Police have more to do in fully aligning the two agencies' approach to neighbourhood working.

- 3.7.2 The police received a high degree of positive feedback on their contribution to effective neighbourhood working, and Members felt that it was useful that Police principles for effective neighbourhood working were reiterated:

- Promoting community access to services
- Promoting community influence over services
- Supporting joint interventions
- Ensuring accountability

- 3.7.3 The issue of improving learning from repeat problems experienced in neighbourhoods was raised, as was the importance of joint working not just at neighbourhood meetings, but outside them.

- 3.7.4 During police evidence, an example was given of Neighbourhoods containing large institutions, such as Derriford Hospital, which were not represented at the meetings.

R7	Analysis of 'repeat issues' in Neighbourhoods, and of complaints should be undertaken to ensure that the necessary learning is taking place. This practice should be included in best practice protocols for Neighbourhood Working
----	--

### 3.8 Community and Voluntary Sector support for Neighbourhood Working

- 3.8.1 The community and voluntary sector was recognised as having a major role to play in supporting neighbourhood working, but Members felt there is more to do in clarifying how 'community anchor' organisations work alongside elected Members in supporting neighbourhood working

- 3.8.2 There was some evidence submitted that the sharing of issues, priorities and intelligence between community organisations and neighbourhood staff could be improved.

R8	A review is undertaken by the Customers and Communities Overview and Scrutiny Panel and a report submitted to the Overview and Scrutiny Management Board with respect to the role of community infrastructure and community anchor organisations in supporting neighbourhood working
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### 3.9 Health agencies and Neighbourhood Working

- 3.9.1 Members recognised that, with major legislative changes affecting health agencies, further work is needed to identify how health agencies, including providers, commissioners and public health professionals operate at neighbourhood level
- 3.9.2 As Health legislation is implemented, the links between new and existing health agencies and neighbourhoods need to be identified and included in engagement structures where appropriate.

R9	The Shadow Health and Wellbeing Board takes responsibility for ensuring that neighbourhood level interaction takes place with key health agencies
----	---

### 3.10 Proposed Neighbourhood boundary Changes

- 3.10.1 The Task and Finish Group heard that concerns had been raised that Locality and Neighbourhood boundaries are not co-terminous with Ward boundaries, making Councillor involvement difficult. Some minor anomalies had been addressed to better fit in with Ward boundaries, but a broader proposal was set out in the Overview Report, reducing the number of Neighbourhoods from 43 to 39. The proposed arrangements would make all neighbourhoods co-terminous with Wards. Members were told that informal discussions suggested that such changes would be supported by Ward Councillors and the Police, Health agencies and data analysts have indicated that they are willing to work with or adjust to these boundaries.
- 3.10.2 It is acknowledged that there is a resource implication in updating profiles to reflect revised boundaries.

R10	Plans are put in place to adopt the proposed boundary changes set out in the overview report.
-----	---

### 3.11 Neighbourhood Profiles

- 3.11.1 Members felt that neighbourhood profiles have proved beneficial in providing relevant data to inform priority setting and decision making, but need to be kept up to date, and to include qualitative information about people's views as well as quantitative data about performance and conditions. They should also be adjusted to reflect proposed boundary changes, and the format should be consistent.

R11	Neighbourhood Profiles are reviewed, updated and made consistent in line with the findings and recommendations of this review
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### 3.12 Communication Methods

- 3.12.1 A review of methods of communicating with the public about meetings, and of seeking and responding to the views of people who don't normally attend meetings is needed.
- 3.12.2 Several examples of good practise were given during evidence, but a lack of consistency in good practise was evidence. Several witnesses also raised the potential of use of electronic social media to communicate more widely.

R12	A review is undertaken of communication methods around neighbourhood working, with recommendations back to the Customers and Communities Overview and Scrutiny Panel
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### 3.13 Constitutional Arrangements

- 3.13.1 The Council's constitution should reflect the formal role of neighbourhood working in our democratic arrangements
- 3.13.2 Given the importance of neighbourhoods in demonstrating the Council's accountability to neighbourhoods, the member and officer accountability arrangements should be formalised in the Constitution.

R13	The Constitution be updated to reflect revised member and officer accountability arrangements for Neighbourhoods and Wards
-----	--

### 3.14 Review

- 3.14.1 The revised arrangements that we have proposed should be the subject of continuing review.
- 3.14.2 Given the proposed revisions in approach, and the fact that new localism legislation is likely to be law within the next year, another formal review should take place in July 2012.

R14	A review of these arrangements is carried out as a Task and Finish Group in July 2012
R15	The cost of localities working, including officer time, be recorded.

## 4. Recommendations

- R1** Locality and Neighbourhood Working should be renamed Neighbourhood Working
- R2** Locality Teams as set up as part of Locality and Neighbourhood Working arrangements in February 2010 should be discontinued. A member of the Council's Senior Management Team (SMT) should be nominated for each Ward within the city, with designated duties with respect to support for Ward Councillors and Neighbourhood Working. The Lead Ward Councillor decision should be rescinded
- R3** Best practice protocols regarding neighbourhood meeting arrangements should be produced and shared amongst Neighbourhood Liaison Officers and newly designated SMT members with a view to promoting, implementing and monitoring consistent high quality arrangements
- R4** The role and identity of members should be included in publicity regarding neighbourhood meetings
- R5** Neighbourhood Liaison Officer (NLO) roles should be reviewed to ensure that skill sets of individuals match the demands of the job. Specific training needs analysis should be carried out to ensure training and development is available where needed. Line managers of NLOs should include the role within the NLO's personal objectives, and seek feedback from Members at appraisal. NLO's and their line managers should ensure that the role is integral to, rather than in addition to their work programme, and that adequate support is available to assist them in the role.
- R6** Revised arrangements should be commended to Plymouth 2020 partnership and, subject to agreement be publicised and briefed to relevant stakeholders from all agencies and to residents.
- R7** Analysis of repeat issues in Neighbourhoods, and of complaints should be undertaken to ensure that the necessary learning is taking place. This practice should be included in best practice protocols for Neighbourhood Working
- R8** A review is undertaken by the Customers and Communities Overview and Scrutiny Panel and a report submitted to the Overview and Scrutiny Management Board with respect to the role of community infrastructure and community anchor organisations in supporting neighbourhood working
- R9** The Shadow Health and Wellbeing Board takes responsibility for ensuring that neighbourhood level interaction takes place with key health agencies
- R10** Plans are put in place to adopt the proposed boundary changes set out in the overview report.
- R11** Neighbourhood Profiles are reviewed and updated in line with the findings and recommendations of this review
- R12** A review is undertaken of communication methods around neighbourhood working, with recommendations back to the Customers and Communities Overview and Scrutiny Panel
- R13** The Constitution be updated to reflect revised member and officer accountability arrangements for Neighbourhoods and Wards
- R14** A review of these arrangements is carried out as a Task and Finish Group in July 2012
- R15** The cost of localities working, including officer time, be recorded.

**AI Schedule of Witnesses****Localities and Neighbourhood Working****Task and Finish Group – Witness Schedule****11 and 12 July 2011****Monday 11 July 2011**

<b><u>Time</u></b>	<b><u>Witness</u></b>
2.30 pm	Cllr Jordan, Cabinet Member
2.50 pm	Mark Rich, Neighbourhood Liaison Officer (Mutley/Greenbank)
3.10 pm	Jo Atkey, Neighbourhood Liaison Officer (Southway)
3.40 pm	Ruth Walls, Third Sector Consortium
4.00 pm	Dave Brown, Devonport Neighbourhood Board Chair
4.20 pm	Nigel Pluckrose, NHS Plymouth

**Tuesday 12 July 2011**

<b><u>Time</u></b>	<b><u>Witness</u></b>
9.30 am	Gill Peel, Neighbourhood Liaison Officer (Morice Town)
9.50 am	John Emery, Plymstock Resident
10.10 am	Phil Mitchell, Locality Manager (North West)
10.30 am	Pat Patel, Tamarview Community Centre
1.30 pm	Chief Superintendent Andy Bickley
1.50 pm	PCSO Sarah Wilkins (Derriford Neighbourhood Team)

<b><u>Time</u></b>	<b><u>Witness</u></b>
2.10 pm	JP Sanders, Locality Manager (South East)
2.30 pm	Russ Moody, Stop Smoking Service Manager, and Dan Preece, Public Protection
3.15 pm	Claire Oatway, Children's Services / Local Strategic Partnership and Maggie Carter, Children's Services
3.40 pm	Peter Flukes, Wolseley Trust
4.00 pm	Sarah Hopkins, Neighbourhood Liaison Officer (Ford), and Paul Squire, Ford Resident



## **A2 Background Papers and Written evidence**

Project Initiation Document

2009 Locality Working Task & Finish Report

Localities and Neighbourhood Working Overview Report

List of Witnesses

Morice Town Newsletter

Morice Town Progress Report - 20.06.2011

Witness Submission - Debbie Burton

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**CITY OF PLYMOUTH**

<b>Subject:</b>	Unaccompanied Asylum seeking children and young people in Care
<b>Committee:</b>	Cabinet
<b>Date:</b>	13 September 2011
<b>Cabinet Member:</b>	Councillor Sam Leaves
<b>CMT Member:</b>	Director of Services for Children and Young People
<b>Author:</b>	Richard Porter Service Manager, 16+ Service
<b>Contact:</b>	Tel: 01752 308886 E mail: richard.porter@plymouth.gov.uk
<b>Ref:</b>	
<b>Key Decision:</b>	No
<b>Part:</b>	1

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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 unaccompanied asylum seeking young people in care during February 2011.

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

1. A protocol must be established for facilitating the participation of groups of young people and adults in member-led meetings to aid communication, e.g. more use should be made of the corporate parenting leaflet
2. PCC should more widely disseminate the existing policy and procedure to all sections of the children's workforce and store these documents in a way that facilitates ready access
3. A review is conducted of the range of services for unaccompanied asylum seeking children, including services provided by Youth Services, those funded by the Social Inclusion Unit and any services provided by partners.
4. The Director of Children's Services should establish closer working arrangements between children's social care and other elements of the children's workforce that work with unaccompanied asylum seeking children to meet the needs of unaccompanied asylum seeking children
5. The Director of Children's Services should improve training and understanding of unaccompanied asylum seeking children and asylum seekers and refugees issues for staff working with these groups

6. The Director of Children's Services should clarify and make explicit professional boundaries between individual workers and unaccompanied asylum seeking children. This should be monitored through supervision
7. A report should be prepared on how professionals across the Children & Young People's Trust work together to support the health and wellbeing of unaccompanied asylum seeking children, including where there are concerns.
8. The Corporate Parenting Group should regularly monitor outcomes for unaccompanied asylum seeking children.

It is recommended that the report's recommendations are accepted.

An Action plan has been developed in order to take forward these recommendations (Appendix B)

Recommendation 2: That the action plan be endorsed

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### **Corporate Plan 2011-2014**

Unaccompanied asylum seeking young people in care have issues that cut across a number of Council and Plymouth2020 partnership priorities, especially 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 this group of young people.

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

Services should be reviewed to ensure cost effectiveness and where appropriate universal services such as health and youth provision should be encouraged to do more to support this vulnerable group.

Current budget plans do not include additional monies for expansion of Unaccompanied Asylum Seeking Children services and it is expected that the improvements recommended are achieved within existing resources.

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. Community Safety, Health and Safety, Risk Management and Equality, Diversity and Community Cohesion**

Unaccompanied Asylum Seeking Children have often entered the UK from countries actively involved in conflict and have fled violence or oppression. They have left their family and community networks and may have travelled for several months before arriving and making an application seeking asylum in the UK.

The policy in the United Kingdom is to provide discretionary leave to remain for this group of children and young people and local authorities are required to care for them under the Children Act 1989.

The basis of work with this group of children and young people is that for the majority to return to their home country at 18, or as soon after that as is deemed safe for them to return and that only a few will be granted permanent leave to remain in the United Kingdom.

The recommendations included here will ensure that Plymouth’s children’s workforce provide support for this group of children and young people whilst they living in the UK and that services are provided to help them to develop and grow.

**Recommendations & Reasons for recommended action:**

Recommendation 1: That the report’s recommendations are accepted.

Recommendation 2: That the action plan (Appendix b) is implemented and that the Corporate Parenting group receive regular reports on this area of work

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

The recommendations could be rejected, but the area of Unaccompanied Asylum Seeking Children 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:**

**Sign off:**

Fin	SRA /ChS 034 9/2. 9.11	Leg	1274 5/PF.	HR		Corp Prop		IT		Strat Proc	
Originating SMT Member Mairead MacNeil											

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**UNACCOMPANIED ASYLUM SEEKING YOUNG PEOPLE  
IN CARE**

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.

The need to undertake this task and finish group arose from a Corporate Parenting Group meeting where the topic of unaccompanied asylum seeking young people was discussed. It was highlighted by the group that processes may not be in place to meet the needs of unaccompanied asylum seeking young people in care. The Children and Young People's Overview and Scrutiny Panel convened a task and finish group in February to hear evidence from officers and this report summarises the findings of that review and makes recommendations for improvements.

The panel would like to thank the officers for their contributions in the preparation for the session and in their cooperation in evidence gathering.

## **2. Scrutiny Approach**

The Overview and Scrutiny Management Board approved in principle, on 24 November 2010, the establishment of a Task and Finish group to review Unaccompanied Asylum Seeking Young People in Care with membership to be drawn from the Children and Young People Overview and Scrutiny Panel and Corporate Parenting Group.

### Task and Finish Objectives

The group was asked to review –

- access to education.
- accommodation.
- the process of age assessments.

### Membership

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

- Councillor Wildy (Chair)
- Councillor Mrs Stephens (Vice Chair)
- Councillor Mrs Bowyer (Chair of Corporate Parenting Group)
- Councillor Mrs Nicholson
- Councillor Tuohy

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
- Amelia Boulter, Democratic Support Officer

## Methodology

The Task and Finish Group convened once to consider evidence and hear from witnesses -

- 3 February 2010

Members of the Task and Finish Group aimed to:

- Review access to education for unaccompanied asylum seeking young people in care.
- Review the accommodation for unaccompanied asylum seeking young people in care.
- Review the process of age assessments undertaken for unaccompanied asylum seeking young people in care.

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

## Background information

The Task and Finish Group heard representations from –

- Sally Crawford, Senior Youth Support Worker
- Mary Brimson, Head of Service Children and Young People in Care
- Mairead MacNeil, Assistant Director Children's Social Care

The following officers were also in attendance:

- Richard Porter, 16+ Service Manager, Children's Social Care
- Margaret Johns, Team Leader – Frederick Street Youth Centre
- Zoe Masters, Education Consultant (Children in Care)

Background material provided to the group included:

- Social Care Institute of Excellence – Good practice in social care for refugees and asylum seekers
- NSPCC's Response to Planning Better Outcomes and Support for Unaccompanied asylum seeking children
- Policy on Unaccompanied asylum seeking children
- Unaccompanied asylum seeking children Multi Agency Procedure

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

- An adult group had in fact presented to the Corporate Parenting Group; members were not aware of this and acted on feedback that was not necessarily representative of the views of unaccompanied asylum seeking children;
- The multi-agency policy and procedures had been developed to assess and support unaccompanied asylum seeking children. There were concerns that some staff groups were not fully aware of the procedures;
- Services provided to unaccompanied asylum seeking children and ASR through Frederick Street youth centre were not connected to other citywide services;

- The procedure sets out that age assessments are generally completed within 10 days and perceived delays are more likely to happen at appeal stage. Appeals can be delayed due to a young person's own circumstances and availability of supporting evidence;
- There is a strong policy and procedure in place to ensure that where unaccompanied asylum seeking children are children in care they are supported in terms of education and accommodation. Unaccompanied asylum seeking children have a range of complex needs and will have a number of professionals supporting them at any one time. The panel were concerned that professionals outside Children's Social Care did not have a full understanding of the services offered to young people and how to handle concerns about a young person's wellbeing.

#### 4. Evidence heard

##### Background

As stated at the outset of the document, this Task and Finish group was convened following a Corporate Parenting Group meeting held in October 2010. At that meeting, members were concerned to hear about an apparent lack of coherence in how unaccompanied asylum seeking children were treated.

During the task and finish review it emerged that the group presenting the views of unaccompanied asylum seeking children at the Corporate Parenting Group were in fact adults and only two had been children in care. Other professionals and councillors present at the meeting did not know that the group was an older age group and throughout the meeting thought they were directly hearing the views of unaccompanied asylum seeking children. They were included because in the community they morally support children and young people. One of the adults who'd spoken at the meeting was about to be deported, and it was felt that people were speaking on behalf of colleagues and friends. Unfortunately, the group was not introduced as an older age group, and in addition were vulnerable because of low morale due to the imminent deportation of a close friend.

Mary Brimson was asked whether she knew the group were not young people in care at the time of the Corporate Parenting Group and she stated that she had assumed the group was and was not aware that the group were adults until after the meeting. Mairead MacNeil had no knowledge that the group were adults at the time of the meeting.

This combination of factors challenges the accuracy and representativeness of the concerns raised at the Corporate Parenting meeting.

##### **Recommendation**

**A protocol must be established for facilitating the participation of groups of young people and adults in member-led meetings to aid communication, eg more use should be made of the corporate parenting leaflet**

Unaccompanied asylum seeking children Policy and Procedure and workforce development

The unaccompanied asylum seeking children policy and supporting procedure were launched in December 2009. This multi-agency policy considers the health, education and accommodation needs of unaccompanied asylum seeking children and reflects national best practice. The policy was signed off by Mairead MacNeil, the Assistant Director for Children's Social Care and is available for access by children's social workers. However, in evidence it is not clear that all members of the children's workforce have access to the policy or know its content.

The unaccompanied asylum seeking children policy and procedure are stored on the system and are accessible to anyone with access. It was not clear how the policy and procedure had been launched but the panel heard that there would probably have been awareness raising at point of sign off. It was assumed that staff who are actively involved with families affected should know about the policy and procedure. When explored whether particular professional groups knew about the service senior managers were surprised that the Youth Service wouldn't know.

**Recommendation:**

**PCC should more widely disseminate the existing policy and procedure to all sections of the children's workforce and store these documents in a way that facilitates ready access**

General support for unaccompanied asylum seeking children

The panel asked officers about the support that was currently provided to unaccompanied asylum seeking children and the training provided to workers to support these young people.

- Sally Crawford described the support provided to a range of young people and young adults from the Frederick Street youth centre.
- Although she didn't originally have particular knowledge and experience of working with asylum seeker and refugee group she did have extensive experience of working with young people and applied these principles.
- Sally raised concern about a perceived mixed experience for young people seeking asylum where the outcome of the age assessment means that some individuals receive excellent service and other young adults don't.
- Sally reported that some young people she comes into contact with have been very well looked after. However she highlighted that the deportation process can cause distress to individuals affected and to their peer group. The scope of this task and finish group was limited however to the assessment and support provided to unaccompanied children who are eligible to receive support as a child in care.
- Sally reported that she was working closely with two young people who had strong concerns about the level of support they were receiving

- Mary Brimson reported that young people who are unaccompanied asylum seeking children are supported by a nominated social worker who will check that the young person's needs are being met and who has a statutory duty to regularly visit the child. The social worker is expected to build a relationship with that young person.
- Mary reported that unaccompanied asylum seeking children often have complex needs and will require a range of services to meet those needs. It is expected that all professionals that are working with a named young person, including foster carers, should work as a team and should provide feedback when there are concerns about a child's wellbeing.
- Mary also reported that unaccompanied asylum seeking children have access to advocates via an independent advocacy service to ensure that concerns can be raised via an independent channel if needed.
- When asked specifically about the two young people's concerns Mary knew the case history and stated that there were additional factors that had not been presented to the panel

### **Recommendation**

**A review is conducted of the range of services for unaccompanied asylum seeking children, including services provided by Youth Services, those funded by the Social Inclusion Unit and any services provided by partners.**

**The Director of Children's Services should establish closer working arrangements between children's social care and other elements of the children's workforce that work with unaccompanied asylum seeking children to meet the needs of unaccompanied asylum seeking children**

**The Director of Children's Services should improve training and understanding of unaccompanied asylum seeking children and Asylum Seekers and Refugees issues for staff working with these groups**

**The Director of Children's Services should clarify and make explicit professional boundaries between individual workers and unaccompanied asylum seeking children. This should be monitored through supervision**

**A report should be prepared on how professionals across the Children's Trust work together to support the health and wellbeing of unaccompanied asylum seeking children, including where there are concerns.**

### Age Assessments

The panel asked officers about the process of age assessments and perceptions of the length of time it takes to conduct an age assessment.

- Sally Crawford reported that an age assessment can take up to two years to complete.

- Mary Brimson and Mairead MacNeil reported that age assessments are conducted by the UK Border Agency. That assessment determines whether the individual is relocated as a young person or as an adult. As a young person, the individual is entitled to support as a child in care. Sometimes at this point an individual may decide to appeal against the decision and will inform Children's Social Care.
- Mary described how, where an appeal is made, an age assessment will be completed within 10 days. The process follows the Merton Age Assessment process and national best practice.
- Mairead and Mary stated that sometimes an individual's age can be difficult to determine where records are absent. Documentation is received from the Border Agency and workers will take into account a range of evidence to test whether the information presented is credible, for example emotional development, physical appearance, credible story and valid documentation.
- Mary asserted that sometimes a young person's mental health may be a reason to slow down the process, for example the individual can feel so traumatised by their past experience that the age assessment has to be temporarily suspended.
- Both Mary and Mairead acknowledged that this is a subjective and robust assessment

#### Access to education

The panel were interested in the approach taken to supporting the educational needs of unaccompanied asylum seeking children.

- Mary stated that unaccompanied asylum seeking children are classed as children in care and as such have access to a specialist team who will liaise with children, social workers and schools to ensure that education support is appropriate for the needs of the young person. In addition, they will have access to the virtual school Headteacher.

#### **Recommendation**

**The panel were satisfied that the policy and procedure in this area was being applied.**

**The Corporate Parenting Group should regularly monitor outcomes for unaccompanied asylum seeking children.**

#### Access to accommodation

The panel asked officers to describe how the accommodation needs of young people were met

- In the Corporate Parenting Group meeting, there were suggestions that unaccompanied asylum seeking children were not consistently offered suitable accommodation and were regularly placed in bed and breakfast accommodation for long periods of time.

- Mairead MacNeil described that unaccompanied asylum seeking children are often in their mid to late teens when they come into contact with children's social care. Occasionally they may stay in a bed and breakfast for a couple of days while an assessment is completed.
- Mairead stated that once the young person or adult's status is agreed the nominated social worker will design the best package of care and this will happen very quickly. Younger age groups will be automatically housed with foster carers as opposed to independent living but the package of care will be carefully designed around the young person's needs.

### **Recommendation**

**The panel were satisfied that the policy and procedure in this area was being applied.**

**The Corporate Parenting Group should regularly monitor outcomes for unaccompanied asylum seeking children.**

## **5. Conclusion**

Overall, the panel were satisfied that the policy and procedures to support unaccompanied asylum seeking children were in place and were being applied. The process for age assessment, specifically in response to appeals, follows national best practice.

The Corporate Parenting Group has the responsibility to monitor outcomes for all children in care. This group should assume responsibility for the ongoing monitoring and review of work in this area.

## **6. Recommendations**

A protocol must be established for facilitating the participation of groups of young people and adults in member-led meetings to aid communication, eg more use should be made of the corporate parenting leaflet

PCC should more widely disseminate the existing policy and procedure to all sections of the children's workforce and store these documents in a way that facilitates ready access

A review is conducted of the range of services for unaccompanied asylum seeking children, including services provided by Youth Services, those funded by the Social Inclusion Unit and any services provided by partners.

The Director of Children's Services should establish closer working arrangements between children's social care and other elements of the children's workforce that work with unaccompanied asylum seeking children to meet the needs of unaccompanied asylum seeking children

The Director of Children's Services should improve training and understanding of unaccompanied asylum seeking children and asylum seekers and refugees issues for staff working with these groups

The Director of Children's Services should clarify and make explicit professional boundaries between individual workers and unaccompanied asylum seeking children. This should be monitored through supervision

A report should be prepared on how professionals across the Children & Young People's Trust work together to support the health and wellbeing of unaccompanied asylum seeking children, including where there are concerns.

The Corporate Parenting Group should regularly monitor outcomes for unaccompanied asylum seeking children.





### Request for Scrutiny Work Programme Item

<b>1</b>	<b>Title of Work Programme Item</b>	Unaccompanied Asylum Seeking Young People in Care
<b>2</b>	<b>Responsible Director (s)</b>	Bronwen Lacey, Director of Services for Children and Young People
<b>3</b>	<b>Responsible Officer Tel No.</b>	Mary Brimson, Head of Service Children and Young People in Care
<b>4</b>	<b>Relevant Cabinet Member(s)</b>	Councillor Mrs Watkins, Cabinet Member for Children and Young People
<b>5</b>	<b>Objectives</b>	<ul style="list-style-type: none"> <li>• Review access to education for unaccompanied asylum seeking young people in care.</li> <li>• Review the accommodation for unaccompanied asylum seeking young people in care.</li> <li>• Review the process of age assessments undertaken for unaccompanied asylum seeking young people in care.</li> </ul>
<b>6</b>	<b>Who will benefit?</b>	Unaccompanied Asylum Seeking Young People in Care
<b>7</b>	<b>Criteria for Choosing Topics (see table)</b>	Safeguarding issue for looked after children as identified at the Corporate Parenting Group meeting of 20 October 2010.
<b>8</b>	<b>What will happen if we don't do this review?</b>	The needs of unaccompanied asylum seeking young people in care will not be addressed. Possibility of failing in statutory duty of care.
<b>9</b>	<b>What are we going to do?</b>	Task and finish group to take place over one day.
<b>10</b>	<b>How are we going to do it? (witnesses, site visits, background information etc.)</b>	Interviews with key witnesses and background research to include best practice from other authorities.

<b>11</b>	<b>What we won't do.</b>	The task and finish group will not look at immigration issues faced by the unaccompanied asylum seeking young people in care.
<b>12</b>	<b>Timetable &amp; Key Dates</b>	To be decided.
<b>13</b>	<b>Links to other projects or initiatives / plans</b>	N/A
<b>14</b>	<b>Relevant Overview and Scrutiny Panel / Membership if Task and Finish Group (to be decided by OSP before submission to OMB)</b>	Children and Young People Overview and Scrutiny Panel.
<b>15</b>	<b>Where will the report go? Who will make the final decision</b>	Overview and Scrutiny Management Board.
<b>16</b>	<b>Resources (staffing, research, experts, sites visits and so on)</b>	Staffing from the Democratic Support Officer, Lead Officer and Head of Service Children and Young People in Care. Policy officers for research.
<b>17</b>	<b>Is this part of a statutory responsibility on the panel?</b>	Yes
<b>19</b>	<b>Should any other panel be involved in this review? If so who and why?</b>	No
<b>20</b>	<b>Will the task and finish group benefit from co-opting any person(s) onto the panel.</b>	Some members of the Corporate Parenting Group will be invited to join the task and finish group.



**Reference No. 09/11/Pol/14**

**Plymouth Services for  
Children and Young People**

**Policy on Unaccompanied Asylum  
Seeking Children**

**Version No 1.0**

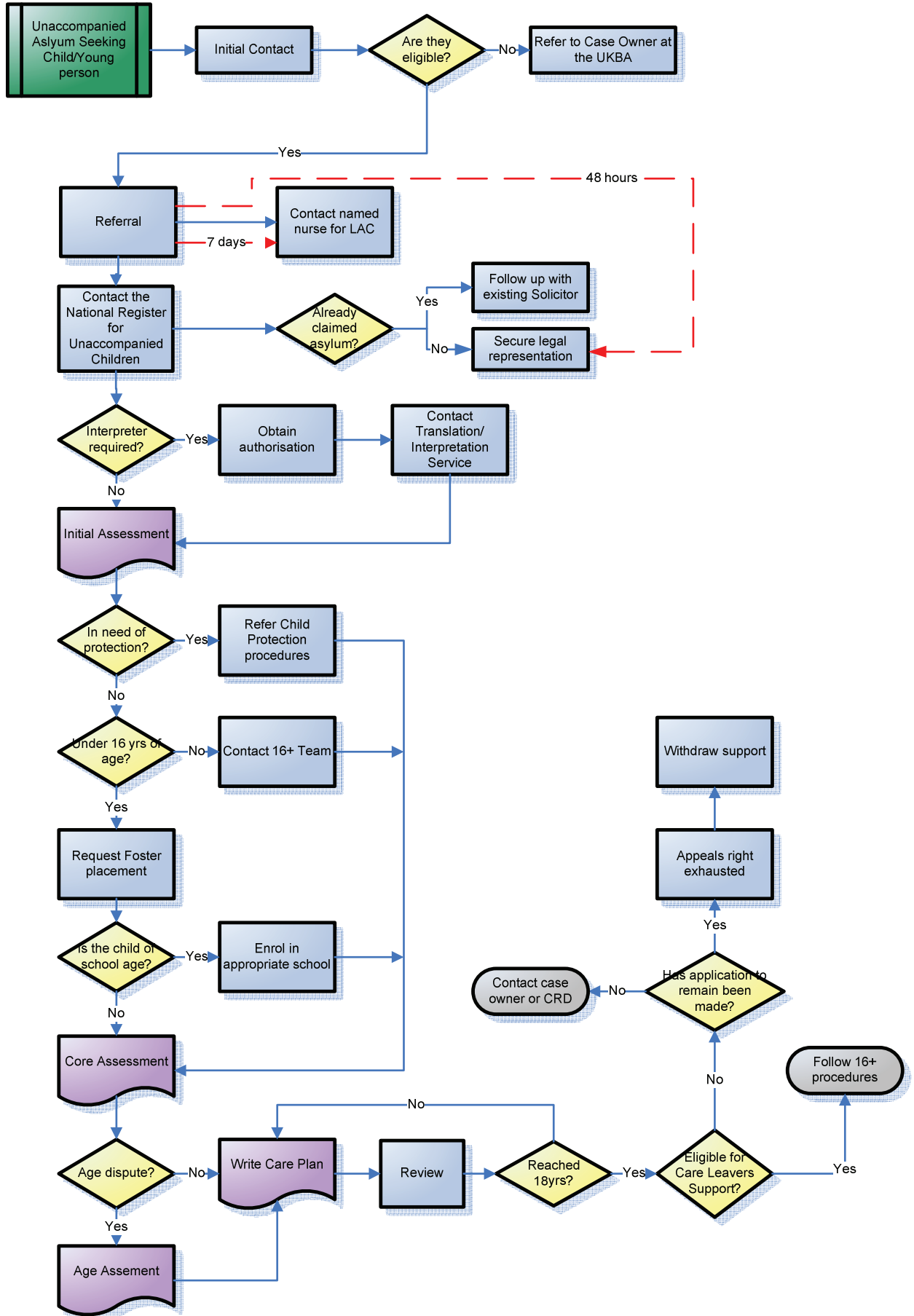
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Docs\  
Folder

<b>Social Care document type</b>	Policy
<b>Title</b>	<u>UASC</u>
<b>Document Purpose and Description</b>	<u>To provide policy information on the use of Specialist Assessments</u>
<b>Author(s)/Editor(s)</b>	<u>Candice Sainsbury – Policy and Planning Manager</u> <u>Elody Mene-Garue – Social Worker</u>
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<b>Version Number</b>	<b>Details</b> e.g. Updated or full review	<b>Date</b>	<b>Author of Change</b>	<b>Description of Changes and reason for change</b>



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## I. Background

- I.1 Unaccompanied or separated children arrive in the United Kingdom from a wide variety of countries of origin in Asia, Africa, the Soviet Union, and Europe. Statistics indicate that the majority arrive from countries experiencing armed conflict or serious repression from minority groups or political opponents.
- I.2 While in general unaccompanied or separated children have similar international protection needs to those of adults, in some countries there are additional factors that place children in far greater need of international protection than adults. Child specific persecution for example can include forced conscription as a child soldier, the fear of child trafficking and female circumcision<sup>1</sup>.
- I.3 Many of the challenges local authorities and others face in providing good quality care and services for this group are similar to those relating to other children. However unaccompanied asylum seeking children do have some different and particular needs. Most will enter the care system or seek children's services when they are, on average, considerably older than other children or young people. Additionally, they generally do not enter the care system for the same reasons as other children (abuse or neglect), and their need for care and support from local authorities generally arises from separation from their family. The temporary nature (for most) of their stay in the United Kingdom and the speed with which some of them need to be prepared for return to their countries of origin also causes some very challenging issues in planning for their care<sup>2</sup>. To make matters more complex, unaccompanied asylum seeking children themselves are a diverse group with very different experiences and levels of need.
- I.4 The government's decision to make Plymouth a dispersal area for asylum-seekers following the Immigration and Asylum Act 1999, has seen an increase in the presentation of unaccompanied asylum seeking children in the city in the past Seven years. Many will have arrived in this country unaccompanied and/or transferred by another local authority, or are simply found wandering the streets of Plymouth.
- I.5 To date, though a wide range of services are being provided to unaccompanied asylum seeking children, these services are not planned or provided within a comprehensive, multi agency approach. Despite the existence of a small core group of professionals committed to meeting the needs of unaccompanied asylum seeking children, a widespread lack of understanding about their needs has compounded this disjointed provision of services.
- I.6 Furthermore, the lack of clarification and strategic guidance of how the immigration status of unaccompanied asylum seeking children affects the statutory services that can be provided, especially in the post 16 year old range, has facilitated an environment in which service managers have been disempowered to provide the most appropriate support to meet the needs of this highly vulnerable group of young people.

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<sup>1</sup> Information taken from 'Seeking Asylum Alone', J Bhabha and N Finch, Nov 2006

<sup>2</sup> 'Planning Better Outcomes and Support for Unaccompanied Asylum Seeking Children', consultation paper Jan 2007, Home Office

## 2. Statutory and Policy Framework

### 2.1 Definition

The official definition<sup>3</sup> of an unaccompanied asylum-seeking child is:

- (i) An individual who is under 18 and applying for asylum in his/her own right; and is
- (ii) Separated from both parents and not being cared for by an adult who by law or custom has responsibility to do so.

### 2.2 Asylum Application

2.1.1 Under the Rules made under section 3(2) of the Immigration Act 1971, an asylum applicant is a person who makes a request to be recognised as a refugee under the 1951 United Nations Convention and Protocol relating to the status of refugees<sup>4</sup>, also known as the 'Geneva Convention', on the basis that it would be contrary to the United Kingdom's obligations under the Geneva Convention for him to be removed from or required to leave the United Kingdom.

2.1.2 Until an asylum application has been determined by the Secretary of State or the Secretary of State has issued a certificate under Part 2, 3, 4 or 5 of Schedule 3 to the Asylum and Immigration (Treatment of Claimants, etc.) Act 2004 no action will be taken to require the departure of the asylum applicant or his dependants from the United Kingdom<sup>5</sup>.

### 2.3 Children's Act 1989 and 2004

2.3.1 The principal piece of legislation underpinning the provision of statutory services for unaccompanied asylum seeking children is the Children Act 1989 and 2004. Dependent on the immigration status of a child seeking asylum, an unaccompanied child under the age of 18 yrs is eligible to access and receive services, in addition:

- All agencies working with children, young people and their families are to take all reasonable measures to ensure that the risks of harm to children's welfare are minimised, and
- Where there are concerns about children and young people's welfare, all agencies are to take all appropriate actions to address those concerns, working to agreed local policies and procedures in partnership with other agencies

2.3.2 Refugee and Asylum Seeking Children's Project Section 20 (1) of the Children Act 1989 imposes a clear and unequivocal duty on local authorities to: "Provide accommodation for any child in need within their area who appears to them to require accommodation as a result of:-

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<sup>3</sup> UK Border Agency

<sup>4</sup> Refugee defined as a person who owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group, or political opinion, is outside the country of his nationality, and is unable to or, owing to such fear, is unwilling to avail himself of the protection of that country.' United Nations High Commissioner for Refugees, 1951.

<sup>5</sup> Ref <http://www.ind.homeoffice.gov.uk/lawandpolicy/immigrationrules/part11>



- (a) *there being no person who has parental responsibility for him;*
- (b) *his being lost or having been abandoned; or*
- (c) *the person who has been caring for him being prevented (whether or not permanently, and for whatever reason) from providing him with suitable accommodation or care”.*

Some or all of these conditions will clearly be met in the case of a child who arrives in the United Kingdom alone, and is therefore normally the most appropriate section of the Children Act under which a local authority should provide support. That Section 20 is the most appropriate route for the support of unaccompanied asylum seeking children was made clear by guidance issued to local authorities in 2003 by the Department of Health.

2.3.3 Statutory provisions under which accommodation and support for unaccompanied asylum seeking children may be provided. Since the *Hillingdon* judgement it is established that section 17 of the Children Act should **not** routinely be used to meet the accommodation and support needs of unaccompanied asylum seeking children – in particular the 16+ age group. The legislation does however *allow* the use of section 17 to provide accommodation to children. Section 17 of the Children Act relates primarily to the provision of services for children in need and their families. *“The power to provide accommodation under section 17 will almost always concern children needing to be accommodated with their families”* (LAC (2003) 13)

2.3.3 Where appropriate, further support can be accessed under Section 23 and Section 24 of the Children Act 1989 (as amended by the Children (Leaving Care) Act 2000).

## 2.4 Local Governance

2.4.1 This policy has been steered by the establishment of the Plymouth Children and Young People’s Trust that brings together all services for children and young people in the Plymouth area. The development of the Trust is underpinned by the Children Act 2004 duty to cooperate, and to focus on improving outcomes for all children and young people. It also recognises that unaccompanied asylum seeking children, whether children in need or looked after children, matter every bit as much as other young people in the context of meeting each and all of the five outcomes of the Every Child Matters’ framework<sup>6</sup>.

2.4.2 This policy directly contributes to several key outcomes and commitments laid out in the Plymouth Asylum Seekers and Refugee Strategy<sup>7</sup>, in relation to providing a coordinated multi-agency response to the needs of asylum seekers and refugees. This strategy addresses a specific part of the equality objectives in the Corporate Plan 2009-2012 that aims to improve social inclusion and community cohesion.

## 3. Policy Goal

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<sup>6</sup> DfES 2004 - The five Every Child Matters outcomes are, Be healthy, Stay safe, Enjoy and achieve, Make a positive contribution and Achieve economic well-being.

<sup>7</sup> Plymouth Asylum Seekers and Refugee Strategy 2004

To promote the holistic well being and safeguarding of unaccompanied asylum seeking children and young people, living in Plymouth, and to contribute towards developing community cohesion through integration and a shared sense of belonging amongst people of different backgrounds (Ref: CIP 4 Aspirations).

#### **4. Policy Objectives**

- 4.1 To provide the strategic framework for individuals and specific services to work within in the development and delivery of a comprehensive, multi agency service pathway, which meets the needs of unaccompanied asylum seeking children, under the auspices of the Plymouth Children and Young People's Trust.
- 4.2 To promote the social inclusion of unaccompanied asylum seeking children.

#### **5. Programme Measures**

- 5.1 Co-ordinated development of multi-agency procedures that are grounded in good practice.
- 5.2 Consultation with unaccompanied asylum seeking children and other key stakeholders in the development, review and implementation of relevant policy and procedures.
- 5.3 Development of a multi-agency care pathway.
- 5.4 Identification and establishment of links with complementary services from within the voluntary and community sector, as well as other statutory agencies/departments such as the Border Agency, police, adult services, housing and the Department for Work and Pensions, amongst others.

#### **6. Implementation and Institutional Arrangements**

- 6.1 Unless specifically highlighted in the procedures document, this policy will be implemented through the established structures and working arrangements within the organisations within the Children and Young People's Trust.
- 6.2 Annual multi-sector review meeting for unaccompanied asylum seeking children

## UNACCOMPANIED ASYLUM SEEKING YOUNG PEOPLE IN CARE

### APPENDIX B

The action plan set out below has been developed to respond to the recommendations of the Children and Young People's Overview and Scrutiny Panel Task and Finish Group report.

	<b>Recommendation</b>	<b>Proposed Action</b>	<b>Lead Officer</b>	<b>Time Scale</b>	<b>Proposed Outcome</b>
<b>1</b>	A protocol must be established for facilitating the participation of groups of young people and adults in member-led meetings to aid communication, e.g. more use should be made of the corporate parenting leaflet	Recruitment of a participation worker in partnership with the Voluntary Sector (Routeways)  Role Profile Complete	Service Manager, 16+  Service	By 1 <sup>st</sup> September 2011	Appropriate engagement of Young People with Support
<b>2</b>	PCC should more widely disseminate the existing policy and procedure to all sections of the children's workforce and store these documents in a way that facilitates ready access	Re-launch policy and procedures through a service wide communication, bulletins on the Plymouth City Council Staff room web pages and Children's Trust Websites, containing Hyperlinks to current documentation Briefing to be prepared for use in employee inductions	Service Manager, 16+  Service	By 1 <sup>st</sup> August 2011	Staff across the children's workforce are familiar with the content of policies and procedures relating to Unaccompanied Asylum Seeking Children
<b>3</b>	A review is conducted of the range of services for Unaccompanied Asylum Seeking Children, including services provided by Youth Services, those funded by the Social Inclusion Unit and any services provided by partners	The requested review is completed	Commissioning Manager, Services for Children and Young People	By 1 <sup>st</sup> September 2011	A map of services will be available to staff working with this group of children and young people. Any gaps in service indentified, will be addressed through changes in service delivery or commissioning as required

<p><b>4</b></p>	<p>The Director of Children's Services should establish closer working arrangements between children's social care and other elements of the children's workforce that work with unaccompanied asylum seeking children to meet the needs of Unaccompanied Asylum Seeking Children</p>	<p>Extended Directorate Management Team to address any shortfalls in shared understanding</p>	<p>Service Manager, 16+ Service</p>	<p>By 31<sup>st</sup> September 2011</p>	<p>A shared understanding of the needs of this group of children and young people as well as an understanding of other agencies contribution to work with this group</p>
<p><b>5</b></p>	<p>The Director of Children's Services should improve training and understanding of Unaccompanied Asylum Seeking Children and asylum seekers and refugees issues for staff working with these groups</p>	<p>Extended Directorate Management Team will commission training to ensure that the Children's Workforce has a broad understanding of the needs of this group and other refugees</p>	<p>Service Manager for professional development, Children's Social Care</p>	<p>By October 2011 Then annually within the staff development and training programme</p>	<p>Staff working with these children and young people have a fuller understanding of the needs and issues that Unaccompanied Asylum Seeking Children may face in this country. Staff are able to assess the needs this group of children and young people and make appropriate plans to meet identified needs</p>
<p><b>6</b></p>	<p>The Director of Children's Services should clarify and make explicit professional boundaries between individual workers and Unaccompanied Asylum Seeking Children. This should be monitored through supervision</p>	<p>All Staff in Children's Services are to be reminded of their obligations, through briefings, inductions, and communications</p>	<p>Service Manager for professional development, Children's Social Care</p>	<p>Briefing note to be sent out via general communications by 1<sup>st</sup> September 2011 Ongoing in induction programme Ongoing in supervision sessions</p>	<p>Staff are reminded of their responsibilities. Supervision used to ensure staff are fulfilling these responsibilities</p>

<p><b>7</b></p>	<p>A report should be prepared on how professionals across the Children &amp; Young People's Trust work together to support the health and wellbeing of Unaccompanied Asylum Seeking Children, including where there are concerns.</p>	<p>Report prepared following the review of services that will identify any gaps in service development which can be de addressed through service development or commissioning</p>	<p>Commissioning Manager, Services for Children and Young People</p>	<p>By 1<sup>st</sup> September 2011 Reshaping completed by 31<sup>st</sup> December 2011 Re-commissioning would commence from 1<sup>st</sup> April 2012 if required</p>	<p>A framework for service developments and commissioning activity will be identified and acted upon</p>
<p><b>8</b></p>	<p>The Corporate Parenting Group should regularly monitor outcomes for Unaccompanied Asylum Seeking Children.</p>	<p>Officers to agree with the Corporate Parenting group on the areas to be reported upon and the reporting cycle, e.g. The numbers of Unaccompanied Asylum Seeking Children, The countries of origin, The suitability of accommodation, Access to education, Access to Health services</p>	<p>Head of Service, Children and Young People in Care</p>	<p>By 1<sup>st</sup> September 2011</p>	<p>Members are kept appraised of the numbers of young people and the issues facing them, thus being able to provide challenge and support to officers and other agencies with responsibilities towards this group</p>

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**PLYMOUTH CITY COUNCIL**

<b>Subject:</b>	Overview and Scrutiny Management Board Recommendations of 27 July 2011
<b>Committee:</b>	Cabinet
<b>Date:</b>	13 September 2011
<b>Cabinet Member:</b>	Councillors Bowyer, Jordan, Sam Leaves, Michael Leaves and Ricketts
<b>CMT Member:</b>	Directors for Corporate Support, Community Services and Services for Children and Young People, and Assistant Chief Executive
<b>Author:</b>	Nicola Kirby, Senior Democratic Support Officer (Cabinet)
<b>Contact:</b>	Tel: 01752 304867 E mail: <a href="mailto:nicola.kirby@plymouth.gov.uk">nicola.kirby@plymouth.gov.uk</a>
<b>Ref:</b>	
<b>Key Decision:</b>	No
<b>Part:</b>	I

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**Executive Summary:**

The Overview and Scrutiny Management Board at its meeting on 27 July 2011 made recommendations to Cabinet on -

- monthly budget updates;
- the localism agenda;
- school academy transfers;
- the Sex Establishment Licensing Policy; and
- Localities and Neighbourhood Working.

The recommendations and officers' comments on the proposals are set out in the report and in the case of Localities and Neighbourhood working, in a separate report.

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**Corporate Plan 2011 – 2014:**

Budget monitoring is fundamentally linked to delivering the priorities within Council's corporate plan. Allocating limited resources to key priorities will maximise the benefits to the residents of Plymouth.

The localism agenda, as proposed in the Localism Bill, includes provisions relating to community empowerment, planning and housing, and meets the priority to provide value for communities by increasing engagement with the community.

School academies are linked to the priority to provide value for communities and to become more efficient and join up with partners and local residents to deliver services in new and better ways.

The Sex Establishment Licensing Policy is linked to the priority to deliver growth.

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

Robust and accurate financial monitoring underpins the Council's Medium Term Financial Plan. The Council's Medium Term Financial Forecast is updated regularly based on on-going monitoring information.

Schools opting out of the Council's services due to transferring to Academy status will have an impact on our ability to provide cost-effective services to those schools remaining, with fewer schools to absorb our overhead costs.

The implications of the Sex Establishment Licensing Policy will be addressed by the officer's report on the policy document which will be considered by Cabinet on the 15 November 2011'

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**Other Implications: e.g. Community Safety, Health and Safety, Risk Management and Equality, Diversity and Community Cohesion:**

The reducing revenue and capital resources across the public sector has been identified as a key risk within our Strategic Risk register. Equality Impact Assessments have been undertaken on the delivery plans that underpin the 2011/12 budget.

The implications of the Sex Establishment Licensing Policy will be addressed by the officer's report on the policy document which will be considered by Cabinet on the 15 November 2011'

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**Recommendations & Reasons for recommended action:**

That -

- (1) the OSMB continue to receive the full quarterly Performance and Finance Monitoring Reports and extracts from the report will be submitted to City Council meetings;
- (2) Cabinet supports the need for Member briefings and seminars on new legislation and will instruct officers to take this work forward jointly between OSMB and relevant Portfolio Holders starting with a Member seminar of the Localism Bill.
- (3) the OSMB recommendation on school academy transfers is noted and that Cabinet requests a financial report, outlining the risks of schools not buying into council services, as part of the budget report.
- (4) the OSMB is advised that the officer report on the Sex Establishment Licensing Policy document, to be considered by Cabinet on 15 November 2011, will address the recommendations of the scrutiny panel.

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

In considering the budget variations for the year, Directors will identify any potential risks to delivering the current year budget plus future years. These will be monitored as part of the corporate reporting process.

Increasing cost base will be monitored and future provision of the services will have to be considered.

These will be addressed by the officer report on the Sex Establishment Licensing Policy document which will be considered by Cabinet on the 15 November 2011



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**Background papers:**

Minutes of the Overview and Scrutiny Management Board of 27 July 2011.

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**Sign off:**

Fin	DJN 111 2.01 0	Leg	1267 8/D VS.	HR		Corp Prop		IT		Strat Proc	
Originating SMT Member: Tim Howes											

## **1.0 Recommendations of the Overview and Scrutiny Management Board of 27 July 2011**

1.1 At the Overview and Scrutiny Management Board's (OSMB) meeting held on 27 July, 2011, a number of recommendations were approved for submission to Cabinet concerning –

- monthly budget updates;
- the localism agenda;
- school academy transfers;
- Sex Establishment Licensing Policy; and
- Localities and Neighbourhood Working.

## **2.0 Monthly Budget Updates**

2.1 Members of the Board referred to the delay in producing the Joint Finance and Performance and it was recommended that Cabinet arrange provision of monthly budget updates to the OSMB.

2.2 It is not possible to publish the full report to OSMB before it has been approved by Cabinet, and it has been noted that, with the timings of meetings, the Board are then reviewing out of date reports.

2.3 Quarterly monitoring through Cabinet and Scrutiny is still considered appropriate. Officers are considering carefully how the production of the quarterly report can be sped up, both from a performance information and budget monitoring perspective. Scrutiny has the opportunity to identify areas of concern from the quarterly report which can be reviewed more thoroughly via the scrutiny panels. An extract of each quarterly monitoring report will be provided to the next full council meeting for information and as a matter of course from now on.

## **3.0 Localism Agenda**

3.1 The Board agreed its work programme as submitted, subject to the Overview and Scrutiny Management Board taking the lead in driving localism agenda through the Council and inviting all Members to a Localism Bill Seminar.

3.2 Cabinet support and agree the need for a focus on the Localism Bill and other emerging legislation. Cabinet welcomes the commitment from OSMB to give this work a focus and time within their agendas working alongside Cabinet, Portfolio Holders and Officers. Cabinet specifically supports the need for Member briefings and seminars on new legislation and will instruct officers to take this work forward jointly between OSMB and relevant Portfolio Holders starting with a Member Seminar of the Localism Bill.

## **4.0 School Academy Transfers**

4.1 Following consideration by the Support Services Overview and Scrutiny Panel of staff and service provision following the transfer of local authority schools to academies, the Board recommended that Cabinet undertake urgent discussions with Cornwall Council, Devon County Council and Torbay Council to minimise the difficulties that the exodus of local authority maintained schools to become Academies is causing Plymouth and its neighbouring authorities.

4.2 The Council has set up a corporate impact group that considers the impact of school transferring from the maintained sector. This group is chaired by Colin Moore Assistant

Director for Lifelong Learning. The recommendation of the OSMB is noted and it is reported that discussions and dialogue between authorities is ongoing. Joint ventures offering services to schools between authorities are developing opportunities that are being considered. The market for Academies is clearly growing and it is important for the right services to be established that can compete in this market.

- 4.3 A financial report outlining the risks of schools not buying into council services will be compiled as part of the quarterly monitoring report to Cabinet.

## **5.0 Sex Establishment Licensing Policy**

- 5.1 In respect of the Customers and Communities Overview and Scrutiny Panel's consideration of the Sex Establishment Licensing Policy, the OSMB agreed –

- (1) the adoption of Schedule 3 of the Local Government (Miscellaneous Provisions) Act 1982:
- (2) the content of the draft Sex Establishment Licensing Policy with the inclusion of the following –
  - (hours of opening) to include 'Good Friday' on a similar basis to Sundays;
  - (notification) that residents, chairs of school governors, religious establishments within a specific distance from the proposed sex establishment, as well as the relevant Ward Councillors, are notified of any application by individual letters.

- 5.2 The recommendations from the overview and scrutiny panel on the 18 July 2011 will be addressed in the officer's report on the policy document, which will be considered by Cabinet on 15 November 2011.

## **6.0 Localities and Neighbourhood Working Review**

- 6.1 The recommendations of the OSMB, following the Task and Finish Group on Localities and Neighbourhood Working, are addressed in a separate report on this agenda.

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**PLYMOUTH CITY COUNCIL**

**Subject:** Waste and Recycling Improvements  
**Committee:** Cabinet  
**Date:** 13 September 2011  
**Cabinet Member:** Councillor Michael Leaves  
**CMT Member:** Assistant Chief Executive  
**Author:** Peter Honeywell Transformational Change Programme Manager  
**Contact:** Tel: 01752 305603  
e-mail: peter.honeywell@plymouth.gov.uk  
**Ref:** IG/JD Waste Paper  
**Key Decision:** Yes  
**Part:** I

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**Executive Summary:**

This paper makes a series of recommendations to improve the recycling and waste collection performance for the Council. The most significant change proposed is to collect glass within the existing green bins for all customers in the city. This change is estimated to add 4% to the recycling rate and is consistent with our obligations in securing the waste PFI and our contract with MVV. The paper also proposes the introduction of a pilot glass recycling scheme for one of the existing collections rounds (round 6) by September 2012, in order to allow the Council to learn how best to provide the service.

Additional changes are also proposed to the garden waste collection service. This scheme will be extended to include November 2011 as a trial to determine the tonnage of garden waste collected at this time of year. The scheme will also be expanded to cover the remaining properties in the city with gardens by April 2012. Hereafter all new properties with gardens in the city will also receive this service.

The paper also recommends some changes to the way vehicles supporting the service are paid for, so that the overall costs can be reduced and the service reliability can be maintained.

Additionally the paper recommends a review of the depots used by the Council across the city once the Energy from Waste planning decision is made. At this point it may be possible to re align resources providing services to the city and realise a capital receipt from any space freed up.

Finally the paper proposes the establishment of a programme to deliver these changes overseen by an Executive Group, including Member representation, with appropriate delegated authority.

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**Corporate Plan 2011-2014:**

The recommendations made in this report compliment existing initiatives such as Energy from Waste to provide comprehensive, innovative and efficient waste collection and disposal for the city. The ambition of these changes is consistent with the City and Council priority to raise aspiration and supports the priority to provide value for the communities.

The key performance metrics this work will support are the recycling rate, with an estimated increase overall of nearly 4.5%. In addition this work will maintain the currently high customer satisfaction levels (72% report being highly or fairly satisfied) with the waste collection service.

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

Subject to approval this paper commits resources to the delivery of a pilot for glass recycling and implementing the garden waste extension and expansion. A summary of the additional (not currently budgeted) costs associated with these changes is shown below (the cost of glass recycling is considered commercially sensitive and is therefore included under Part 2):

	FY 11/12		FY 12/13		FY 13/14	
	Rev	Capital	Rev	Capital	Rev	Capital
Garden Waste Expansion	£83,000		£84,000		£84,000	
<b>Totals</b>	<b>£83,000</b>		<b>£84,000</b>		<b>£84,000</b>	

Costs included under Part 2 is by virtue of Categories 3(a) and (d) of paragraph 10.4 of Part 5 of Plymouth City Council's Constitution.

The successful implementation of this scheme will add to the financial pressures the Council are facing, with an on-going budget pressure of £84k each year. This will have implications in terms of additional delivery plans which will need to be developed to off-set these extra costs in order to keep the Council's budget in balance. These additional plans will be considered at CMT and reported back in the next Joint Performance and Finance Report for quarter ending September 2011.

The expansion of the garden waste collection service will require an increase of approximately 1.25 of an FTE and result in an increase in payroll costs of around £37k in FY 11/12 and the extension of the season will add just less than 1.25 FTE which is worth £37k on payroll costs in FY 12/13. The glass pilot will not require any additional FTE.

Expenditure and other resource implications associated with the strategic MRF replacement project, vehicles, depots and toilets will all be requested to Cabinet in reports. These decisions are not being delegated to the programme boards until the financial implications are defined.

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**Other Implications: e.g. Community Safety, Health and Safety, Risk Management and Equality, Diversity and Community Cohesion:**

- Community Safety (due regard to preventing crime and disorder)

**Section 17 Crime & Disorder Act**

Any glass recycling option should be operationally designed and established to protect against the risk of being a contributory factor in local anti-social behaviour or any other form of crime and disorder. As part of the proposed option for glass being commingled with existing recycling arrangements this appears to represent a positive action under Section 17. Perhaps as an additional safety measure, consideration could be given to glass being wrapped in recyclable paper before being placed in the bin. However, any kerbside scheme involving the storage of glass in open boxes overnight ready for collection would appear to represent a significant and obvious crime and disorder risk.

There do not appear to be any negative impact under Section 17 re the proposed Garden Waste Expansion.

- Health and Safety

Noise issues for operatives and customers are not anticipated to be higher than the current recycling collection; however assessments should be completed as part of the pilot.

There are no indications that manual handling injuries will significantly increase as a result of the proposals in this paper. However, this will need to be confirmed through the monitoring of all reported accidents from the pilot.

- Risk Management

The proposals made in this paper mitigate risk 68 - “Failure to reach recycling targets and divert waste from landfill (Link to PFI initiative and LATS penalties)” - on the Corporate risk register. Whilst there will be project levels risks emerge through the delivery of the work proposed in this paper none of these risks are anticipated to be as substantial as risk 68.

- Equality, Diversion and Community Cohesion

These changes should not be used as a basis to reduce assisted bin collection for people with disabilities and older people, people with learning disabilities or other mental health issues.

Consideration will need to be given to the wide and varied communication methods to ensure that all members of the community are reached eg promotion in different languages, communication in large print, etc.

**Recommendations & Reasons for recommended action:**

1/. Endorse the plans to deliver a kerb side glass recycling service across the city by April 2014. This action is recommended to ensure PCC has a way of meeting it’s obligations to Defra for the PFI credits supporting the Energy from Waste plant and the detail of which is subject to soft market testing.

2/. Note that officers will conduct a soft market testing for the options around a replacement MRF.

3/. Approve the plans to deliver a pilot operation for kerb side glass collection by September 2012. This action is required in order to ensure the Council trials the service and uses the learning to fine tune the service delivery prior to a broader roll out across the city.

4/. Approve the plans to extend garden waste collection on a trial basis for November 2011 and extend the service coverage for the remaining 19,500 properties in the city by April 2012 that have gardens. These actions will help raise the recycling rate further and ensure consistent coverage of the service across the city.

5/. Approve the Programme Governance Terms of Reference (Appendix 3) and delegation of authority as set out at Appendix 3 paragraph 4.3 to the officer who is the Chair of the Executive Group to allow the programme to progress at the required pace in order to meet the timetable outlined in this paper. This action will establish a programme governance consistent with the Leisure Management Boards and Adult Social Care.

6/. Note that the Executive Group for the programme will commission and deliver a communication plan for customers and media to support the implementation of these changes.

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

Options appraisals included in appendix 1 and 2.

**Background papers:**

None

**Sign off:**

Fin	DJN 1112. 008	Leg	12747/ ALT	HR		Corp Prop	CT	IT		Strat Proc	JK/SP U/253/ 0811
Originating SMT Member : Jayne Donovan											

## 1.0 Background and Drivers

1.1 This paper addresses 5 drivers for change that are impacting on Environmental Services waste and recycling service. The drivers are:

- The cost of waste collection and levels of recycling performance<sup>1</sup> compared against other unitary authorities
- The absence of a strategic approach to vehicle replacement
- The requirement to deliver a plan for kerb side glass collection without introducing additional containers
- The ageing materials recycling facility (MRF) and the provision of a replacement
- The choice of depot and infrastructure location required to support the delivery of Environmental services

The recommendations made in the paper address each of these drivers whilst also fitting in with the Energy from Waste (EfW) plans and ensuring that any pilot phasing fits in with strategic decisions.

## 2.0 Introduction

2.1 Waste collection is one of the most visible and important services provided by the council as far as customers are concerned. Since the challenges over re zoning were overcome we have achieved 99.9% reliability of collection and have been rewarded in customer satisfaction surveys with 72% of customer reporting they were either very or fairly satisfied by the service in the 2009 interim place survey. This was the (equal) highest level of satisfaction of all the services provided by the Council, but compares less favourably to the full place survey in 2008 when the average for met/unitary authorities was 77%.

2.2 It is also a service that is subject to significant change and volatility driven by economics, penalty regimes, ongoing legislation changes and growing public awareness of waste issues. These factors have resulted in the service, like others across the Council, facing a mix of pressures:

- Increasing demand from more properties and increasing customer expectation for recycling
- Increasing costs for key supplies, such as fuel and vehicle maintenance
- Competitive pressures from the market for the more lucrative elements of the service
- Greater pressure on budgets following the public sector budget reductions

2.3 This paper is intended to provide recommendations to deal with a number of the challenges that have been faced in recent years by the service.

2.4 The dates presented in the following sections are based on the assumption that decisions are made in September to provide direction on each of the options and thereafter financial and other operational approvals are made on a timely basis.

## 3.0 Glass Recycling – Strategic Solution

3.1 As a city we have a stated intention within the PFI business case to introduce a kerb side collection for glass in order to improve our recycling. This business case was approved by Defra prior to them confirming their financial PFI credit support for the PFI Energy from Waste project which is conditioned such that any material changes from the business case must be reported and approved by Defra. Therefore unless alternative arrangements are submitted and subsequently approved by Defra, this commitment requires us to have a kerb side glass scheme in place by the time the EfW solution is operational. The PFI waste contract with MVV also assumes glass will be removed from Plymouth's residual waste stream and any changes to this contractual assumption would have to be negotiated. Looking at different practices in waste collection there are four fundamental options potentially available to any authority seeking to provide kerb side glass recycling for its customers. These are:

- Recycling sorted at a MRF and collected from a single container. The MRF could be a new glass capable facility built in the city or the recyclables could be transported, potentially some distance, to such a facility.
- A separate glass collection service i.e. glass collected in an additional separate container from the rest of the co mingled recyclables
- Customer sorting using separate containers for each different recyclable commodity i.e. glass in one, paper in another, plastics in another, cans in another etc.

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<sup>1</sup> Recycling includes: garden waste, existing green bin collection and the bring banks



- Operatives manually sorting from a single container at kerb side

3.2 A summary table of the options considered including the pros and cons of each is included as appendix 1 to this report. The recommendation to Cabinet is to build on the existing strategy of collecting recyclable materials in the single green bin already provided to customers. In order to proceed with this strategy officers will need to undertake a soft market testing exercise to discuss with potential providers what options exist for a MRF that Plymouth can use and capture sufficient information from this work to develop a business case to support the procurement required. The anticipated date by which this solution is likely to be operational is April 2014.

## **4.0 Glass Recycling – Pilot**

4.1 The move to a strategic glass recycling solution will require the Council to deliver and learn from a pilot before implementing the full scale solution. A pilot will allow us to test participation levels, the quantity and quality of glass recycled per household, effects on existing bottle banks and establish any operational issues (such as increased noise and health and safety) as well as costs. Piloting options in waste collection is necessary as it allows authorities to try a change on a small scale, learn from this and then build up the service to full scale.

4.2 The pilot for glass recycling will require the Council to transfer the recycled commodities (including glass) from the customer homes involved in the pilot to a MRF capable of sorting glass as well as the other commodities included in our green bins. Operationally this can only really be achieved through the pilot covering an existing round in the city. The round recommended for the pilot is round 6 as this round serves a population demographically similar to the population of Plymouth as a whole (allowing results to be meaningfully projected from the pilot to a city wide roll out). Appendix 2 provides additional detail on the properties covered by round 6. The round also features 6 bring banks for glass against which it will be possible to assess the impact of kerb side collection against the tonnage collected at these sites.

4.3 The plan to deliver the pilot will allow us to start learning about the service from September 2012. The pilot will run for a maximum of 12 months after which time it will be evaluated and potentially deployed to other rounds as part of the build up to full strategic operations.

## **5.0 Garden Waste Expansion**

5.1 The current fortnightly kerbside garden waste collection service is offered to approximately 86,300 properties in the city and runs from 1st April – 31st October (7 months). There are currently approximately 114,000 properties in Plymouth, leaving 27,700 properties not on the scheme. The majority of these properties have little or no gardens. However around 2,500 properties have gardens that would benefit from a garden waste service (Honicknowle, Ham, Egguckland and Compton). Another set of properties are predominantly in the south west of the city (Devonport, Stoke, Keyham, Stonehouse) and these have limited outside space. In total this would add another 19,500 properties to the service but there are pockets of houses within these areas with gardens. The balance of 8,200 properties are flats in high rise and other properties with no garden.

5.2 A summary table of the options considered including the pros and cons of each is included as appendix 2 to this report. The recommendations to Cabinet are: A) to trial the season extension for garden waste collection to include November this year. The results of the trial will be reviewed and any future decisions on garden waste seasonal extension will be taken on the basis of this data. B). to expand the provision of garden waste collection to the 19,500 remaining properties in Plymouth with any form of garden. This recommendation also confirms that future developments in Plymouth of homes with gardens will automatically qualify for the service.

5.3 The costs for this expansion, included in the Implications for the MTFP section of this report are greater in FY 12/13 than FY 13/14 due to the one off set up costs such as the purchase of additional bags for the garden waste, their delivery to customers and customer communications explaining the changes. These set up costs are estimated at £35k.

## **6.0 Communications and Awareness**

6.1 Managing communications with customers throughout these changes will be vital to their successful implementation and customer satisfaction through the period of change. A communication plan will be established by the project teams working to deliver the changes and overseen by the Communications Officer as part of their role on the Programme Board.

6.2 Raising customer awareness of recycling is also vital to deliver the targets set for the proposed projects. Environmental Services will be working with partner agencies in the city to source volunteers and champions to re-enforce awareness and support people through the changes in their behaviours that will deliver our targets.

## **7.0 Vehicle Replacement**

7.1 Since the waste fleet investment in 2007, when 29 new refuse collection vehicles (RCVs) were bought an ongoing capital programme has not been funded to maintain the fleet at the right age and condition to support the service. This has resulted in replacement vehicles being bought in on short term arrangements at so called "spot hire" rates. These rates are an uneconomic way to purchase vehicles required for long term use and some of the RCVs on spot hire have been contracted to us for 2 years.

7.2 The project to deliver these new vehicles will invest in the replacement of these vehicles either with purchased or a leasing arrangement, both of which will significantly reduce the life time ownership cost for these vehicles. This project will report status and take direction from the programme governance described in section 8. Note: this procurement is being linked in with the category management project so as to maximise the opportunity to deliver savings from it.

## **8.0 Depot Strategy**

8.1 Recharges for depot space at Prince Rock have been suggested as one of the possible causes of the service costs being higher than comparative authorities. In fact the recharges borne by Environmental Services account for 2.7% of the gross budget and therefore make very little difference to the overall service cost. Having said this an adjustment of £250k was made to the recharges levied on Environmental Services in FY 2010/11 which reduced this burden and will also be applied in future years.

8.2 The Prince Rock site is shared by Environmental Services and Plymouth Community Homes (PCH). PCH have a lease agreement with the Council for their use of the site which has a break clause they could exercise in November 2013 and the lease agreement expires in November 2014.

8.3 The reduction in recharges and the break clause on PCH's lease suggest that there is no urgency to making decisions over the depot location for the service. However, once the decision on the EfW plant is clear other sites in the city could become available and at that point analysis should be undertaken to determine where to locate the service depots (Prince Rock, Outland Road and Fort Austin) used by Council services across the city. Until the EfW decision is made the depots for each of the services currently used by the Council will remain where they are.

## **9.0 Governance**

9.1 The programme of work required in order to deliver the recommendations outlined above is significant and complex, involving a number of linked projects and some high impact improvements to services for customers. The links to other projects also extend to areas like the work on realising budget delivery plans for bowling greens, toilets and play spaces as well. It is proposed that an Executive Group is established to oversee all this work. The group will initially comprise the following members:

- Chair: Carole Burgoyne Director of Community Services
- Member: Cllr M. Leaves (Portfolio Holder for Community Services - Street Scene, Waste and Sustainability)
- Member: Cllr I. Bowyer (Portfolio Holder for Finance, Property and People).

The terms of reference for the programme are appended to this report as appendix 3.

9.2 The Chair of the Executive Group will require delegated authority from Cabinet and the relevant Cabinet Member Cllr M. Leaves (Portfolio Holder for Community Services) to make all necessary executive decisions to achieve the recommendations in this report with the exception of the following executive decisions (which will be retained by Cabinet or be decided in accordance with the Scheme of Delegation for Executive Functions in force from time to time):

- Approval of the report into strategic glass recycling following the soft market testing
- Award of contract for the strategic glass recycling solution
- Award of contract for any vehicles required to maintain service levels and reduce maintenance spend in waste collection
- Approval of the depot strategy
- Award of contract for toilet refurbishment and optionally maintenance

This delegated authority shall be exercised in accordance with Plymouth City Council's Constitution, Standing Orders and Financial Regulations.

## Appendix I – Strategic glass collection options

Option	Pros	Cons	Recommendation
Co-mingled recycling to be collected in a single container and sorted at a MRF	<p>No additional container to provide to customers</p> <p>Responsibility for sorting taken away from customers</p> <p>Cost efficient for collection service</p>	Timescale to deliver new MRF	This option avoids disruption to the customer and is completely aligned with the existing service delivery. This is the preferred option
Glass collected from kerb side in separate container	<p>Quicker to implement than building a MRF</p> <p>Prices for all commodities should be higher due to less contamination</p>	<p>Customers have to separate glass out and store it in an additional container</p> <p>Collection inefficiencies as this solution would mean that 4 vehicles would collect from most houses in the city</p> <p>Noise could be an issue for customers on early rounds</p>	Retain as an option to be considered against the results of the market testing on the preferred option
Customer sorts recycling into separate containers for each commodity	Prices for all commodities should be higher due to less contamination	<p>Expected to be very unpopular with customers</p> <p>Customers have to separate all recyclables and store them in separate containers</p> <p>Customers would have to find space for additional containers</p> <p>Collection inefficiencies as vehicles become full when any one of the commodity bays become full</p> <p>Noise could be an issue for customers on early rounds</p>	Discount as an option. No further action
Operatives sort recycling at kerb side from co-mingled container	Customers don't have to sort and store multiple containers	<p>Existing green wheelie bins would need replacing, (with multiple additional containers likely to be required to provide equivalent capacity)</p> <p>Noise could be an issue for customers on early rounds containers</p> <p>Collection inefficiency as operatives have to sort commodities at the kerb side</p> <p>Potential for major traffic disruption in narrow streets as vehicles wait on operatives</p>	Discount as an option. No further action
Do nothing	<p>No additional cost</p> <p>No changes for customers</p>	<p>Would require other plans to be developed to meet our recycling commitments to Defra and MVV</p> <p>Fails to address a priority for Plymouth residents</p>	Ruled out as an option as it fails to respond to important challenges

## Appendix 2 – Round 6 property breakdown

<b>Ward</b>	<b>Total collected</b>	<b>Number in Ward</b>	<b>%</b>
<b>Budshead</b>	4029	5666	<b>71.1%</b>
<b>Southway</b>	2847	5379	<b>52.9%</b>
<b>Honicknowle</b>	2524	6090	<b>41.4%</b>
<b>St Budeaux</b>	2089	5777	<b>36.2%</b>
<b>Ham</b>	1801	5858	<b>30.7%</b>
<b>Peverell</b>	694	5824	<b>11.9%</b>
<b>Eggbuckland</b>	609	5787	<b>10.5%</b>
<b>Devonport</b>	65	6938	<b>0.9%</b>
<b>TOTAL</b>	<b>14658</b>		

Appendix 3 – Garden waste expansion options

Option	Go Live	Pros	Cons	Costs	Recommendation
Expand garden waste from 86,600 to 19,500 additional homes	April 2012	Raises recycling rates by 0.17% Ensures consistency of provision to all but high rise and homes with no gardens Quick to implement	Additional improvements in recycling would also need to be made in order to improve Plymouth's comparative performance	Set up costs £35k Operating costs £84k pa	This option doesn't provide for seasonal expansion. Discount as an option
Extend garden waste to March and November	November 2011	Raises recycling rates by 0.28% Covers more of the growing season Quick to implement	Additional improvements in recycling would also need to be made in order to improve Plymouth's comparative performance	£96k per year	This option doesn't resolve the inequality in the current service provision. Discount as an option
Extend garden waste season and expand properties within the scheme	November 2011 and April 2012	Raises recycling rates by 0.45% Ensures consistency of provision to all but high rise and homes with no gardens Covers more of the growing season Quick to implement	Additional improvements in recycling would also need to be made in order to improve Plymouth's comparative performance	Set up costs £35k Operating costs £200kpa Breakdown: New homes = £84k Season = 96k Incremental cost of both = £20k	This option doesn't allow PCC to confirm the level of customer usage for the seasonal expansion. Discount as an option
Extend garden waste for a trial month and expand properties within the scheme	November 2011 and April 2012	Raises recycling rates by 0.45% (for 2012) Allows city to determine the benefits of extending the growing season to November without committing to the cost of providing this service ongoing Ensures consistency of provision to all but high rise and homes with no gardens Quick to implement	Additional improvements in recycling would also need to be made in order to improve Plymouth's comparative performance	Set up costs £35k Operating costs £48k (for 2011/12) + £84k (for 2012/13)	This option allows a trial for the season expansion to confirm customer need and addresses the inequality in the current service provision. This is the preferred option
Do nothing	n/a	No additional cost No changes for customers	Fails to address customer feedback on season extension Fails to address existing service inequality	£0	Ruled out as an option as it fails to respond to important challenges

# ENVIRONMENTAL SERVICES PROGRAMME

Programme Governance and Terms of Reference



## 1.0 Introduction

1.1 Governance arrangements for the Environmental Services Programme are as follows:

### 1.2 Environmental Services Programme Board

1.2.1 The purpose of the Environmental Services Programme Board is to deliver the programme of projects in the Environmental Services portfolio. The projects currently in that portfolio comprise

- ... Strategic MRF Replacement
- ... Glass recycling pilot
- ... Garden waste
- ... Composting and wood chipping
- ... Vehicle replacement
- ... Long term service delivery
- ... Depot strategy
- ... Trade waste
- ... Toilets
- ... Bowling greens
- ... Play spaces

and will include future projects included in the Programme by decision of the Leader, Cabinet or a Cabinet Member in accordance with the Council's Scheme of Delegation for Executive Functions from time to time.

1.2.2 Decisions required on each project will be referred up to the Environmental Services Programme Board by Project Teams/officers where a recommendation will be developed and subsequently discussed at the Environmental Services Executive Board. In accordance with the Council's Scheme of Delegation for Executive Functions, Cabinet has delegated the necessary authority (with the exception of:

- ... Approval of the report into strategic glass recycling following the soft market testing
- ... Award of contract for the strategic glass recycling solution

- ... Allocation of capital within the Capital Programme
- ... Award of contract for any vehicles required to maintain service levels and reduce maintenance spend in waste collection
- ... Approval of the depot strategy
- ... Award of contract for toilet refurbishment and optionally maintenance)

which facilitate the delivery of the projects in the Programme to the Chair of the Environmental Services Executive Board. Such decisions shall be taken in strict compliance with the Constitution of Plymouth City Council. Contract award decisions will be reserved to be made in accordance with the Council's Scheme of Delegation for Executive Functions from time to time.

### **1.3 Environmental Services Executive Board**

- 1.3.1 The Environmental Services Executive Board shall be accountable to the City Council to oversee and direct the programme of works in the Environmental Services portfolio
- 1.3.2 The Executive Board shall be chaired by Carole Burgoyne, Director of Community Services
- 1.3.3 The Chair of the Executive Board shall have the authority to delegate day-to-day responsibility for managing the projects to officers who are member(s) of the Programme Board. This authority shall be exercised in accordance with Plymouth City Council's Constitution.
- 1.3.4 The Chair of the Environmental Services Executive Board shall act as the final arbiter for issues referred to it by the Project Managers/Leads through the Programme Director.
- 1.3.5 Membership of the Environmental Services Executive Board shall be drawn from Plymouth City Council and other major stakeholders and may include others at the discretion of the Chair of the Executive Board, as long as the total membership is kept to a workable level with the appropriate level of responsibility.
- 1.3.6 The Chair of the Environmental Services Executive Board has the authority to further delegate decision making authority to the officer who is the Chair of the Environmental Services Programme Board and through to the Project Managers/Leads as they see fit.

## **2. Responsibilities**

- 2.1 The responsibilities of the Boards throughout the Programme include:
  - 2.1.1 Ensuring that sufficient human, physical and financial resources to deliver the work streams are allocated to the projects throughout their development and procurement to allow the work stream teams to function effectively;
  - 2.1.2 Ensuring a robust quality management process is in place for the work streams contained in the Programme;
  - 2.1.3 Ensuring the following factors are identified, monitored and managed:
    - ... affordability;
    - ... value for money;
    - ... risks: to the project, the funding bodies and the City Council as a result of participating in the project;
  - 2.1.4 Reporting to Cabinet on progress, referring appropriate issues to the Cabinet for approval/validation as required;
  - 2.1.5 Owning the risk-register and considering the management of risk at appropriate stages;



- 2.1.6 Owning lessons learnt register and providing feedback to other projects across the Authority.
- 2.1.7 Facilitating and managing all political issues and associated communications.
- 2.18 Facilitate and manage all customer issues and associated communications.

### **3. Process**

3.1 Each project in the Programme must have a brief produced and approved by Cabinet. The brief will clearly set out the basis of the project including, as a minimum, the following information:

- ... Overview
- ... Benefits Realisation
- ... Procurement Route
- ... Programme
- ... Team Budget
- ... Reporting arrangements
- ... Major Decisions
- ... Team – Roles & Responsibilities
- ... Document Control & Storage
- ... Confidentiality
- ... Risks
- ... Issues
- ... Lessons Learned
- ... Glossary

3.2 The Programme and budgetary parameters of each project are to be clearly defined and these are to be set by the Leader, Cabinet or a Cabinet Member in accordance with the Council's Constitution and Scheme of Delegation for Executive Functions from time to time.

3.3 Items added to the Risk Register, Issues Log and Lessons Learned Log are to be reported to the Boards.

3.4 Each project will have a project team identified with a Project Manager/Lead responsible for reporting to the Programme Director and producing reports for the Environmental Services Programme Board.

3.5 The Environmental Services Programme Board and the Environmental Services Executive Board will meet on a monthly basis. Project team meetings should be more frequent as dictated by the needs of the project.

### **4. Decision-making**

4.1 The Boards shall operate strictly in accordance with the requirements of Plymouth City Council's Constitution

4.2 The Boards shall make all reasonable endeavours to comply, insofar as it is reasonably practicable to do so, with the relevant financial requirements of third party funding organisations wherein specific requirements apply to the expenditure of grants, etc.

4.3 The Chair of the Environmental Services Executive Board shall have delegated authority to exercise the executive functions and powers of the authority delegated in the Council's Scheme of Delegation for Executive Functions as may be necessary, calculated to facilitate, incidental or

conducive to the discharge of the objective as set out in the respective Project Brief with the exception of decisions noted in 1.2.2 which shall be reserved to be made in accordance with the Council's Scheme of Delegation for Executive Functions from time to time.

- 4.4 All decisions will be made in consultation with the Board's membership.
- 4.5 Substitution of members at Board meetings shall not be accepted and apologies shall be submitted in advance of meetings.
- 4.6 Where a member fails to attend three consecutive meetings, the Board shall consider replacing that member.
- 4.7 The attendee list will be reviewed by the Chair at various stages throughout the project to ensure that appropriate participation from relevant stakeholders.

### **5. Meeting Management**

- 5.1 The Boards will meet monthly. Extraordinary meetings shall be arranged by agreement when more immediate decisions are required, such as at key stages of the procurement process.
- 5.2 Where appropriate, decisions can be made by the Chair of the Environmental Services Executive Board outside of the formal Board forum through consultation with all relevant parties. Such decisions will be reported to the subsequent round of Board meetings.
- 5.3 Except in cases of extreme urgency, meetings shall be arranged with at least three working days' notice.
- 5.4 An agenda shall be produced and issued to all members at least three working days before the meeting.
- 5.5 Minutes of each meeting, indicating action points and their owners, shall be circulated to all members no later than three days after each meeting.
- 5.6 The Programme Manager will prepare and present a report to Cabinet on at least a quarterly basis that sets out the progress of the Programme.
- 5.7 Except for unusual circumstances meeting dates shall be agreed for a period of six months in advance.
- 5.8 The City Council shall provide sufficient secretarial support to organise and minute Board meetings through the project.

# MODEL PROJECT BRIEF TEMPLATE

<<insert programme title>> Programme

<<insert project title>> Project

## Project Brief

Version: Model Briefing Paper\_V.1.02

### 1. Overview

1.1 Lorem ipsum dolor sit amet, consectetur adipisicing elit, sed do eiusmod tempor incididunt ut labore et dolore magna aliqua. Ut enim ad minim veniam, quis nostrud exercitation ullamco laboris nisi ut aliquip ex ea commodo consequat. Duis aute irure dolor in reprehenderit in voluptate velit esse cillum dolore eu fugiat nulla pariatur. Excepteur sint occaecat cupidatat non proident, sunt in culpa qui officia deserunt mollit anim id est laborum.

### 2. Benefits Realisation

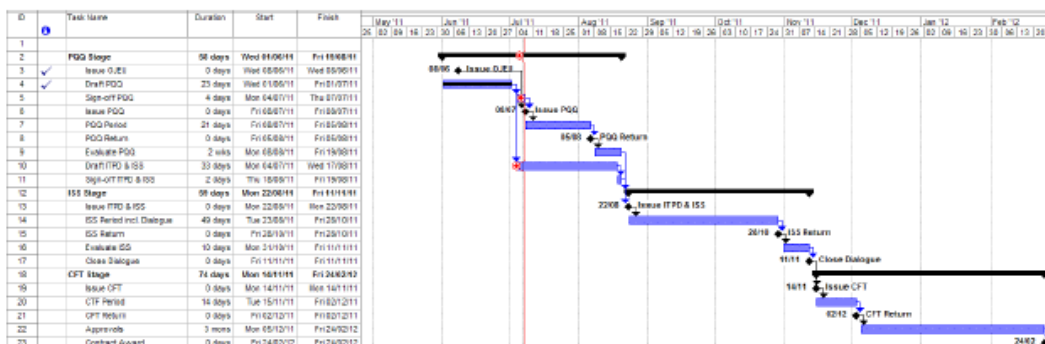
2.1. Benefits to be delivered through the project are to be Specific, Measurable, Achievable, Realistic and Time-bound (SMART).

2.2. Lorem ipsum dolor sit amet, consectetur adipisicing elit, sed do eiusmod tempor incididunt ut labore et dolore magna aliqua. Ut enim ad minim veniam, quis nostrud exercitation ullamco laboris nisi ut aliquip ex ea commodo consequat. Duis aute irure dolor in reprehenderit in voluptate velit esse cillum dolore eu fugiat nulla pariatur. Excepteur sint occaecat cupidatat non proident, sunt in culpa qui officia deserunt mollit anim id est laborum.

### 3. Procurement Route

3.1 Lorem ipsum dolor sit amet, consectetur adipisicing elit, sed do eiusmod tempor incididunt ut labore et dolore magna aliqua. Ut enim ad minim veniam, quis nostrud exercitation ullamco laboris nisi ut aliquip ex ea commodo consequat. Duis aute irure dolor in reprehenderit in voluptate velit esse cillum dolore eu fugiat nulla pariatur. Excepteur sint occaecat cupidatat non proident, sunt in culpa qui officia deserunt mollit anim id est laborum.

### 4. Programme



#### **4.1. Tolerances**

- 4.1.1 Any material divergence from the programme is to be reported to the <<insert programme title>> Programme Board with justification and impact assessment.

#### **5. Project Budget**

- 5.1. Lorem ipsum dolor sit amet, consectetur adipiscing elit, sed do eiusmod tempor incididunt ut labore et dolore magna aliqua. Ut enim ad minim veniam, quis nostrud exercitation ullamco laboris nisi ut aliquip ex ea commodo consequat. Duis aute irure dolor in reprehenderit in voluptate velit esse cillum dolore eu fugiat nulla pariatur. Excepteur sint occaecat cupidatat non proident, sunt in culpa qui officia deserunt mollit anim id est laborum.

#### **5.2. Tolerances**

- 5.2.1. Any material divergence from the programme is to be reported to the <<insert programme title>> Programme Board with justification and impact assessment.

#### **6. Reporting arrangements**

- 6.1. The project will report to the <<insert programme title>> Programme Board and executive Board.
- 6.2. A report is to be produced by the Programme Director, on a monthly basis, with input from relevant team members from time to time.

#### **6.3. Major Decisions**

- 6.3.1. Agreement of Evaluation and Award Criteria – The Chair of the Executive Board
- 6.3.2. Agreement of shortlist for Tender - The Chair of the Executive Board
- 6.3.3. Agreement of shortlist for CFT - The Chair of the Executive Board
- 6.3.4. Appointment of Preferred Bidder - The Chair of the Executive Board
- 6.3.5. Contract Award – Cabinet

## 7. Team – Roles & Responsibilities

Role	Post	Grade	Annual Cost	% of FTE	FY11/12 # months	FY12/13 # months	Charged to project
CLIENT	DIRECTOR	xx	E000000	10%	10	6	E000000
SENIOR USER	ASSISTANT DIRECTOR	xx	E000000	10%	E000000	E000000	E000000
PROJECT DIRECTOR	PROJECT DIRECTOR	xx	E000000	25%	E000000	E000000	E000000
PROJECT MANAGER	PROJECT MANAGER	xx	E000000		E000000	E000000	E000000
ASSISTANT PROJECT MANAGER	ASSISTANT PROJECT MANAGER	xx	E000000	40%	E000000	E000000	E000000
BUSINESS CHANGE MANAGER	BUSINESS CHANGE MANAGER	xx	E000000		E000000	E000000	E000000
PROJECT CO-ORDINATOR	PROJECT CO-ORDINATOR	xx	E000000		E000000	E000000	E000000
ADMIN. SUPPORT	ADMIN. SUPPORT	xx	E000000	25%	E000000	E000000	E000000
	SNR. COMMERCIAL LAWYER	xx	E000000	60%	E000000	E000000	E000000
LEGAL ADVISOR	LAWYER	xx	E000000		E000000	E000000	E000000
	PROPERTY LAWYER	xx	E000000		E000000	E000000	E000000
	EXTERNAL/SPECIALIST LEGAL ADVICE	xx	E000000		E000000	E000000	E000000
	HEAD OF FINANCE	xx	E000000		E000000	E000000	E000000
FINANCE ADVISOR	GROUP ACCOUNTANT	xx	E000000		E000000	E000000	E000000
	ACCOUNTANT	xx	E000000		E000000	E000000	E000000
	HEAD OF HR	xx	E000000	25%	E000000	E000000	E000000
HR ADVISOR	SENIOR HR ADVISOR	xx	E000000		E000000	E000000	E000000
	EXTERNAL/SPECIALIST HR	xx	E000000		E000000	E000000	E000000
	SENIOR PROCUREMENT MANAGER	xx	E000000	20%	E000000	E000000	E000000
PROCUREMENT ADVISOR	PROJECT SUPPORT MANAGER	xx	E000000		E000000	E000000	E000000
	PROCUREMENT ASSISTANT	xx	E000000		E000000	E000000	E000000
	ICT STRATEGIC FRAMEWORK MANAGER	xx	E000000		E000000	E000000	E000000
ICT ADVISOR	MANAGER	xx	E000000		E000000	E000000	E000000
	PLANNING OFFICER	xx	E000000	5%	E000000	E000000	E000000
PLANNING ADVISOR	EXTERNAL/SPECIALIST PLANNING ADVICE	xx	E000000		E000000	E000000	E000000
	LEGAL SURVEYOR	xx	E000000	15%	E000000	E000000	E000000
CORPORATE PROPERTY	CORPORATE PROPERTY MANAGER	xx	E000000		E000000	E000000	E000000
HEALTH & SAFETY ADVISOR	HEALTH, SAFETY & WELLBEING ADVISOR	xx	E000000		E000000	E000000	E000000
	HEALTH, SAFETY & WELLBEING TECHNICIAN	xx	E000000		E000000	E000000	E000000
COMMUNICATIONS ADVISOR	CORPORATE COMMUNICATIONS OFFICER	xx	E000000	5%	E000000	E000000	E000000
	EXTERNAL/SPECIALIST COMMUNICATIONS SUPPORT	xx			E	E	E
	Sub-total					E	E
	CONTINGENCY - Ext. Legal, Suneys, etc.					E000000	E000000
	Total					E000000	E000000

## 8. Risks

8.1. See attached risk register

## 9. Issues

9.1. Lorem ipsum dolor sit amet, consectetur adipiscing elit, sed do eiusmod tempor incididunt ut labore et dolore magna aliqua. Ut enim ad minim veniam, quis nostrud exercitation ullamco laboris nisi ut aliquip ex ea commodo consequat. Duis aute irure dolor in reprehenderit in voluptate velit esse cillum dolore eu fugiat nulla pariatur. Excepteur sint occaecat cupidatat non proident, sunt in culpa qui officia deserunt mollit anim id est laborum.

## 10. Lessons Learned

10.1. Lorem ipsum dolor sit amet, consectetur adipiscing elit, sed do eiusmod tempor incididunt ut labore et dolore magna aliqua. Ut enim ad minim veniam, quis nostrud exercitation ullamco laboris nisi ut aliquip ex ea commodo consequat. Duis aute irure dolor in reprehenderit in voluptate velit esse cillum dolore eu fugiat nulla pariatur. Excepteur sint occaecat cupidatat non proident, sunt in culpa qui officia deserunt mollit anim id est laborum. Lessons Learned

## 11. Document Control & Storage

11.1. t.b.c.

## **12. Confidentiality**

- 12.1. The usual confidentiality arrangements are to be put in place to ensure the protection of the Authority, project team members and Participants. A Certificate of non-disclosure is to be completed by all team members and an electronic copy held in the project filing system.

## **13. Glossary**

“Authority” – Plymouth City Council  
“Participants” -  
“ITPD” – Invitation to Participate in Dialogue  
“ISS” – Invitation to Submit Solutions  
etc.

**CITY OF PLYMOUTH**

**Subject:** Safeguarding Children Corporate Policy  
**Committee:** Cabinet  
**Date:** 13 September 2011  
**Cabinet Member:** Councillor Sam Leaves  
**CMT Member:** Director of Services for Children and Young People  
**Author:** Hannah Haines (Policy and Business Planning Officer) and  
Maureen Grimley (Safeguarding Manager)  
**Contact:** Tel: 01752 307335 or 01752 306754  
e-mail: Hannah.haines@plymouth.gov.uk or  
Maureen.grimley@plymouth.gov.uk  
**Ref:** Safeguarding Children Corporate Policy  
**Key Decision:** No  
**Part:** 1

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**Executive Summary:**

The aim of this corporate policy is that all relevant Plymouth City Council employees are able to recognise any child where there is a safeguarding concern and respond appropriately and that all elected members and employees<sup>1</sup> of the Council understand their responsibility where a safeguarding concern has been identified. They will be able to access and follow the agreed safeguarding procedures in order to protect that child and to fully comply with all aspects of their responsibility. A child is defined as anyone who has not yet reached their 18<sup>th</sup> birthday and includes unborn children.

Adherence to this policy will contribute to providing every child and young person in Plymouth with a safe environment to live, grow, achieve and exceed in their hopes for the future, through:

- the promotion of effective and efficient Safeguarding Services within all directorates of the Council, and
- promoting effective single agency and multi agency safeguarding.

This policy, combined with the associated procedures, provides guidance to all elected members and employees who may come across safeguarding concerns within the context of their work for the Council. The expectation of Plymouth City Council is that all elected members will participate in the appropriate training that is offered in relation to the safeguarding children as part of their responsibilities as corporate parents.

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**Corporate Plan 2011-2014:**

This policy directly contributes to reducing inequalities by helping children to have the best start to life. Keeping children safe is at the heart of everything we do.

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<sup>1</sup> The term employee does not refer to the paid status of the person concerned but rather actions taken by them on behalf of Plymouth City Council, therefore unpaid workers, volunteers and agents may be included within this context.  
Updated September 2011

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

None that are bit already included in the Council's budget and plans

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**Other Implications: e.g. Community Safety, Health and Safety, Risk Management and Equality, Diversity and Community Cohesion:**

- Community Safety - preventing abuse and neglect
- Health and Safety - Promoting safeguarding and wellbeing
- Risk Management - enable employees to identify risk of abuse or neglect.
- Equalities Impact Assessment has been undertaken with no required actions.

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**Recommendations & Reasons for recommended action:**

Cabinet are requested to approve this corporate policy.

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

N/A

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**Background papers:**

Safeguarding Children Corporate Policy

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**Sign off:**

Fin	5.7.11 SA	Leg	1.7.11 LT	HR	16.6.11 JM	Corp Prop	N/A	IT	N/A	Strat Proc	N/A
Originating SMT Member: Mairead MacNeil											



# SAFEGUARDING CHILDREN CORPORATE POLICY



## 1. Aim of this Policy

- 1.1 The aim of this corporate policy is that all Plymouth City Council employees are able to recognise any child where there is a safeguarding concern and respond appropriately and that all elected members and employees<sup>1</sup> of the council understand their responsibility where a safeguarding concern has been identified. They will be able to access and follow the agreed safeguarding procedures in order to protect that child and to fully comply with all aspects of their responsibility. A child is defined as anyone who has not yet reached their 18<sup>th</sup> birthday and includes unborn children.
- 1.2 Adherence to this Policy will contribute to providing every child and young person in Plymouth with a safe environment to live, grow, achieve and exceed in their hopes for the future, through the promotion of effective and efficient safeguarding services within all directorates of the council, and through promoting effective single agency and multi agency safeguarding.
- 1.3 This policy, combined with the associated procedures, provides guidance to all elected members and employees who may come across safeguarding concerns within the context of their work for the council. Plymouth City Council expects all elected members to participate in the appropriate training offered in relation to safeguarding children as part of their responsibilities as corporate parents.

## 2. Safeguarding Children

- 2.1 Plymouth City Council has a broad remit and a wide range of over 300 distinct services to our residents and the public. In this activity, as well as responding to immediate concerns, we will ensure that appropriate measures and practice to safeguard and promote the welfare of children are in place and bring matters requiring attention to the relevant directorate, organisations and authorities.
- 2.2 The council believes that it is always unacceptable for a child or young person to experience harm of any kind and recognises its responsibility to safeguard and promote the welfare of all children and young people by a commitment to practices which protect them.
- 2.3 Legislation places an obligation on all Local Authorities to safeguard and promote the welfare of all children and young people under the age of 18 irrespective of age, ability, faith, religion, belief, gender, gender reassignment, race or sexual orientation. To meet this obligation Plymouth City Council must ensure adequate policies and procedures are in place to guide elected members and employees.
- 2.4 This policy outlines the council's expectations on each of its directorates to work together and in partnership with other organisations and agencies in order to fulfill their duties to

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<sup>1</sup> The term employee does not refer to the paid status of the person concerned but rather actions taken by them on behalf of Plymouth City Council, therefore unpaid workers, volunteers and agents may be included within this context.

safeguard and promote the welfare of children and young people<sup>2</sup>, and provided that this is consistent with the child's safety and welfare, to promote their upbringing by their families by providing services appropriate to the child's needs. It is important that all council employees understand fully their responsibilities and duties as set out in primary legislation and associated regulations and guidance.

- 2.5 **What is abuse and neglect?** Abuse and neglect are forms of maltreatment of a child. Somebody may abuse or neglect a child by inflicting harm, or by failing to act to prevent harm. Children may be abused in a family; in their home by others caring for them; in an institutional or community setting; by those known to them or, more rarely, by a stranger; for example via the internet. They may be abused by an adult or adults or another child or children. Forms of abuse are<sup>3</sup>:
- **Physical Abuse:** may involve hitting, throwing, poisoning, burning or scalding, drowning, suffocating or otherwise causing physical harm to a child;
  - **Sexual Abuse:** involves forcing or enticing a child or young person to take part in sexual activities including prostitution whether or not the child is aware of what is happening. This includes exploitation and the grooming of a child in preparation for abuse (including via the internet);
  - **Neglect:** Persistent failure to meet the child's basic physical and/or psychological needs, likely to result in the serious impairment of the child's health or development; and
  - **Emotional Abuse:** persistent emotional maltreatment of a child such as to cause severe and persistent adverse effect on the child's emotional development. This includes a child who witnesses domestic violence, overhears domestic violence or an episode of adult abuse or is bullied (including cyber bullying). Also includes not giving the child an opportunity to express their views, overprotection and limitation of exploration and learning, or preventing the child's participation in normal social activity.
- 2.6 Any person appointed to a post that requires a Criminal Record Bureau (CRB) check will receive safeguarding training as part of their induction training and their continuous professional development. Employees are therefore expected to have a good understanding of safeguarding concerns, including potential abuse and neglect of children and young people, which may come to light. At whatever level employees identify risks they must highlight them and seek to ensure that appropriate steps are taken to safeguard the children concerned.
- 2.7 For those appointed to posts not requiring a CRB check the **South West Child Protection Procedures** provide the necessary information for dealing with a concern and in particular how to make a referral because it is important that every employee knows how to seek advice and report any concerns about a child.
- 2.8 The council will ensure that all elected members and employees and those who undertake work on our behalf maintain a proper focus on safeguarding children and young people and that this is reflected both in sound individual practice and our internal policies and guidance. All employees must:

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<sup>2</sup> Section 11 of the Children Act 2004, and Section 157 or 175 of the Education Act 2002.

<sup>3</sup> Section 1.32 of Working Together to Safeguard Children 2010

- Give highest priority to children's welfare;
- Recognise, identify and respond to signs of abuse, neglect and other safeguarding concerns relating to children and young people;
- Respond appropriately to disclosure by a child, or young person, of abuse;
- Respond appropriately to allegations against staff, other adults, and against themselves;
- Act appropriately during the work place and understand safe practice in carrying out duties in relation to their employment;
- Be alert to the risks which abusers, or potential abusers, may pose;
- Be aware of the importance of the role of the council in promoting the welfare of children; and
- Contribute as necessary to all stages of Children's Social Care safeguarding and protection processes.

### 3. Statutory and Policy Framework

The key legislation, policy and guidance for the council to adhere to in relation to discharging its safeguarding children responsibilities is contained within:

[Children Act 1989](#) and [Children Act 2004](#)

[United Nations Convention on the Rights of the Child](#) (ratified in UK in 1991)

[The Protection of Children Act 1999](#)

[Care Standards Act 2000](#)

[What to do if you're worried a child is being abused 2006](#)

[Safeguarding Vulnerable Groups Act 2006](#)

[Working Together to Safeguard Children 2010](#)

[Roles and Responsibilities of the Lead member for Children's Services and the Director for Children's Services \(DCSF\) 2009](#)

[South West Child Protection Procedures](#)

[Plymouth Children and Young People's Plan 2011 – 2014](#)

[Plymouth Safeguarding Children Board Annual Business Plan](#)

[Common Assessment Framework](#)

### 4. Local Arrangements

- 4.1 The council is a member of the Plymouth Safeguarding Children Board and the Children and Young People's Trust. These partnerships are designed to make sure that agencies work together to ensure the safety and welfare of all children and young people in the city.
- 4.2 **[Plymouth Safeguarding Children Board](#)** (PSCB) The Children Act 2004 required each Local Authority to establish a Local Safeguarding Children Board by 1 April 2006. Its functions are set out in primary legislation and regulations<sup>4</sup>. Its core objectives are to:

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<sup>4</sup> Sections 14 and 14A of the Children Act 2004, and Local Safeguarding Children Regulations 2006, SI 2006/90.

- Co-ordinate what is done by each person or body represented on the Board for purposes of safeguarding and promoting the welfare of children in the area of the authority; and
- Ensure the effectiveness of what is done by each person or body for that purpose, through monitoring and evaluation.

4.3 [The Children and Young People's Trust](#) (Trust) is a partnership arrangement with responsibilities to improve outcomes for children and young people. Local agencies in Plymouth have a duty to co-operate in these arrangements. These arrangements have been a success and a local decision for agencies and organisations to continue to cooperate in this way has been made by Plymouth 2020 Partnership. Membership of the Trust includes all statutory, community and voluntary organisations and together a [Children and Young People's Plan](#) for 2011 – 2014 has been produced.

4.4 In consultation with the Plymouth Safeguarding Children's Board, the council through the Trust agree:

- Governance arrangements and systems to support commissioning of specialist services between relevant partners;
- A strategic approach to understanding needs, including sophisticated analysis of data and effective engagement with children, young people and families;
- A strategic approach to understanding the effectiveness of current services and identifying priorities for change, including where services need to be improved, reshaped or developed;
- Integrated and effective arrangements for ensuring that priorities for change are delivered through a Children and Young People's Plan;
- Integrated and effective approaches to understanding the impact of specialist services on outcomes for children, young people and families, and using this understanding to constructively challenge progress and drive further improvement.

4.5 In addition the council and its partners form one of 12 Local Authority areas who adhere to the same Child Protection Procedures. These can be found on the [South West Child Protection Procedures](#) Website.

## 5. Policy Statements

In order to meet its safeguarding children obligations under the Children Act 2004 the council will:

- Ensure lines of **accountability** are clear;
- Adhere to **safer recruitment** and employment procedures and ensure all employees have appropriate and relevant training in relation to safeguarding children and are supported to keep up to date with changes in legislation and statutory requirements;

- Ensure there is **effective multi-agency working** to safeguard and promote the welfare of children and young people;
- Ensure that the **sharing of information** is efficient and effective as the law prescribes in respect of issues that may affect the safety and welfare of children; and
- Appoint a Local Authority Designated Officer (LADO) to **manage allegations** made against adults who work with children in the City of Plymouth.
- Strive to ensure that all **children in need** of additional support receive the support they require in a timely manner.

## 5.1 Accountability

- 5.1.1 The council recognises that under the Children Act 2004 it has a statutory responsibility for making arrangements to ensure all its functions are discharged having regard to the need to safeguard and promote the welfare of children in Plymouth. This includes all services directly provided and commissioned by the council.
- 5.1.2 Where relevant all services, policies and procedures within the council are to take account of the need to safeguard and promote the welfare of children, this includes ensuring that services are provided safely and effectively, and are accessible.
- 5.1.3 Within the council there are clear lines of accountability for work in relation to safeguarding children and young people and delegated decision-making. The Director of Services for Children and Young People has the statutory duty and accountability to ensure satisfactory arrangements are in place to safeguard and promote the welfare of children and young people in Plymouth. The Lead Member for Children's Services (LM) is a local Councillor with delegated responsibility from the council, through the Leader, for local children, young people and families. Lead Members are politically accountable for ensuring that the local authority fulfils its legal responsibilities for safeguarding and promoting the welfare of children and young people, such as ensuring that the local authority fulfils its responsibilities to the children for which it is the corporate parent and as such Plymouth City Council expects all elected members to undertake corporate parent training. The Director for Services for Children and Young People and the Lead Member are to work together as a team, exchanging information and views and being open to challenge, so that they can fulfill their responsibilities effectively<sup>5</sup>.
- 5.1.4 All employees who are employed by, or act on behalf of the council, and who have contact with children and/or families, are expected to have a clear understanding of the responsibilities for safeguarding children. This will ensure that issues about non-compliance with safeguarding procedures and policies can be raised by children, staff and other relevant people. If the issues are not dealt with effectively, a formal complaint can be made through the council's [Complaint Procedure](#).
- 5.1.5 The council will ensure that there is appropriate support for its employees by providing regular supervision and professional development.

## 5.2 Safer Recruitment, Employment and Training

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<sup>5</sup> Roles and Responsibilities of the Lead member for Children's Services and the Director for Children's Services (DCSF) 2009

- 5.2.1 It is essential that the council make sure that the people who enter the recruitment process or who are employed and who come into contact with children, are safe to do so. The council strives to ensure that that our practices and standards are consistent across all services in recruitment and selection.
- 5.2.2 The council has a [Recruitment and Selection Policy](#) in place to help prevent unsuitable people working with children. Safer Recruitment means:
- Individual responsibilities for safeguarding and promoting the welfare of children will be encompassed within relevant job descriptions and procedures;
  - Scrutinising information provided by applicants and referees;
  - Taking up and satisfactorily resolving any discrepancies or anomalies identified in the application process;
  - Verifying identity and any academic or vocational qualifications;
  - Obtaining independent professional and character references;
  - Checking previous employment history and experience;
  - Checking that the applicant has the health and physical capacity for the job;
  - Carrying out a face to face interview that explores the candidate's suitability to work with children as well as their suitability for the post; and
  - Checking the Independent Safeguarding Authority (ISA) scheme. This scheme makes requirements for people who want to work with children to be registered, providing confirmation that there is no known reason as to why the applicant should not work with children.
- 5.2.3 All applicants who are offered employment with the council where the post holder will be working with or have contact with children will be subject to an Enhanced Criminal Record Bureau (CRB) disclosure, which are to be reviewed and updated as necessary. Until these checks have been completed satisfactorily, the applicant may either:
- Not take up the post; or
  - Must not work alone with children but may work under the direct supervision of an existing employee who has undergone these checks.
- 5.2.4 All UK nationals who apply for a general taxi licence are required to complete a Standard CRB disclosure in order to be considered by the licensing Committee for their licence. Those who also go on to apply for a School Contract Driver Badge are required to complete an Enhanced CRB disclosure as part of the vetting process. Foreign Nationals are, in addition to the above, required to obtain a 'Certificate of Good Conduct' from their home embassy. This is a criminal records check from their country of origin. They must provide a certificate with an official embassy stamp and also an English translation certified in the same way.

5.2.5 Managers who recruit employees who have contact with children will receive Safer Recruitment training.

5.2.6 Employees who work or have contact with children, young people and their families will have undertaken:

- The council's Induction and Children's Workforce Induction training.
- Appropriate safeguarding and safe practice training consistent with their role and function;
- Training that is approved by the Plymouth Local Safeguarding Children Board;

### **5.3 Effective Multi Agency working**

#### Strategically

5.3.1 The responsibilities of the PSCB are complementary to those of the Trust – to promote co-operation to improve the wellbeing of children in Plymouth.

5.3.2 The PSCB and the Trust have a protocol in place to ensure that the PSCB is able to challenge and scrutinise effectively the work of the Trust.

#### Operationally

5.3.3 All employees will be expected to carry out the functions of their role in accordance with Working Together to Safeguard Children 2010.

### **5.4 Information Sharing**

5.4.1 The council in collaboration with its partners, through the PSCB, will ensure information is shared efficiently and effectively as the law prescribes in respect of issues that may affect the safety and welfare of children. This includes:

- Ensuring that concerns are shared early in order to prevent serious problems from developing, and that clear protocols are in place and understood by employees;
- Promoting the welfare of children and young people to contribute towards achieving positive outcomes;
- Promoting excellent interagency and multi-disciplinary working.

5.4.2 In particular, the council will ensure that all employees know what to do and how best to share information in order to ensure a child and their family receives necessary services, especially when they are concerned that a child may be suffering, or at risk of suffering, harm.

5.4.3 The council will also ensure that employees have access to support and appropriate expert advice.

### **5.5 Managing Allegations**

- 5.5.1 The council has appointed a Local Authority Designated Officer (LADO) to manage allegations made against adults who work with children in the City of Plymouth.
- 5.5.2 Allegations or concerns about staff are to be handled effectively and in accordance with agreed guidance, including that provided by Plymouth Local Safeguarding Children Board. This includes that effective procedures are in place for sharing concerns about colleagues and other members of staff, and that there is a culture throughout the council which enables safeguarding issues to be addressed effectively.

## **5.6 Children in Need**

- 5.6.1 The Common Assessment Framework (CAF) is a core element of the Every Child Matters Agenda. In Plymouth we are striving to ensure that all children in need of additional support receive the support they require in a timely manner. To facilitate this, the Children and Young People's Trust have agreed that all partners, including the council, should use the CAF as the primary method of assessing needs and identifying when a multi-agency response is required. The CAF process enables practitioners from all agencies and the voluntary sector to work together to assess and meet the needs of children, young people and their families who require targeted, multi-agency support.

To support practitioners the Trust offers a comprehensive programme of training. The training is aimed at anyone working with children, young people and their families, who may be involved in carrying out CAF assessments and fulfilling the role of Lead Professional (Key Worker), their managers and those agencies which are likely to receive CAF assessments as part of their referral process.

- 5.6.2 Under section 17 of the Children's Act 1989 children in need are those whose vulnerability is such that they are unlikely to reach or maintain a satisfactory level of health or development, or their health and development will be significantly impaired without the provision of services.
- 5.6.3 The Plymouth Local Authority Children's Social Care Service is the statutory service which can receive referrals from anyone who has an immediate concern about a child's safety and welfare.

## **6. Implementation, Monitoring and Review Arrangements**

- 6.1 The Safeguarding Manager will be responsible for the implementation and monitoring of this policy.
- 6.2 The Safeguarding Policy will be reviewed bi-annually by the Safeguarding Manager, unless there are significant changes to the national legislative or statutory framework or local context, which would require an earlier review.



## **Appendix I – Useful Contacts**

### **Local Authority Designated Officer (LADO)**

Location: Windsor House

Contact: 01752 307144

### **Plymouth Safeguarding Children Board (PSCB)**

Location: Windsor House

Contact: 01752 307535

[pscb@plymouth.gov.uk](mailto:pscb@plymouth.gov.uk)

### **Common Assessment Framework (CAF co-ordinator)**

Location: Windsor

Contact: 01752 307160

[caf@plymouth.gov.uk](mailto:caf@plymouth.gov.uk)

### **Local Authority Advice and Assessment Service**

Location: Ballard House

Contact: 01752 308600

[Adviceandassessment@plymouth.gov.uk](mailto:Adviceandassessment@plymouth.gov.uk)

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**PLYMOUTH CITY COUNCIL**

<b>Subject:</b>	Child Poverty Action Plan
<b>Committee:</b>	Cabinet
<b>Date:</b>	13 September 2011
<b>Cabinet Member:</b>	Councillor Sam Leaves
<b>CMT Member:</b>	Director of Services for Children and Young People
<b>Author:</b>	Claire Oatway, Policy, Performance and Partnerships Manager
<b>Contact:</b>	Tel: 01752 307345
<b>Ref:</b>	CPAPII-14
<b>Key Decision:</b>	No
<b>Part:</b>	I

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**Executive Summary:**

At the 25 July 2011 Full Council meeting, the following motion on notice was submitted and accepted:

1. The relevant portfolio holder prepares a report for consideration at the September Cabinet meeting identifying what actions are already being taken to address issues of child poverty within the city and what additional work needs to be undertaken to address issues of inequality in child poverty levels between wards.
2. The Cabinet prepare an action plan to address these additional needs and either adopts it or (if required) brings it back to the October council meeting for adoption.'

Cabinet approved high level actions and aims as part of the Children and Young People's Plan 2011-14 in March 2011. However, in recognition that tackling child poverty goes beyond the Children's Services department, a multi-agency task group was set up to prepare a more comprehensive action plan that covers activity across the whole Plymouth 2020 partnership. This is attached for approval by Cabinet.

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**Corporate Plan 2011 – 2014:**

Tackling child poverty has been identified as a level 1 performance indicator for Plymouth 2020 Partnership and supports the delivery of one of the city and Council's four priorities – reducing inequalities. It is also a priority in the Children & Young People's Plan 2011-14.

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

Delivery of the action plan will be embedded within the following strategies:

- Children and Young People's Plan 2011-14 (ENDORSED April 2011)
- Financial Inclusion strategy 2012-15 (Due October 2011)
- Worklessness Strategy
- Local Economic Strategy (Review of action plan ongoing)
- Housing (Due October 2011)

- Sustainable Communities strategy
- Health and Wellbeing strategy

The Child Poverty Action Plan will be delivered from existing budgets and resources as an integrated part of delivering the above plans / strategies. Any gaps identified through broader consultation will be addressed jointly by the Plymouth 2020 Executive Group and the relevant Partnership Board(s).

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**Other Implications: e.g. Community Safety, Health and Safety, Risk Management and Equality, Diversity and Community Cohesion:**

An Equality Impact Assessment has been completed for the Plymouth Children and Young People’s Plan 2011-14.

The Council and its partners have a responsibility under the Child Poverty Act 2010 to reduce child poverty.

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**Recommendations & Reasons for recommended action:**

1. Cabinet to reaffirm its approval to tackling child poverty as outlined within the Children and Young People’s Plan 2011-14.
2. Cabinet approves the attached multi agency delivery plan to cover the whole 2020 partnership.
3. Cabinet to receive an annual report to monitor progress on tackling child poverty, including the findings from an annual self-assessment engaging all partners across the city.

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

A ‘do nothing’ option is not viable given the city and Council’s priority to reduce inequalities and that tackling child poverty has been named as one of the accompanying long term measures of inequalities for the city. If the target is met this will fundamentally transform the city and make a major contribution towards delivering the city's vision. The 2020 Partnership as a whole will need to work together to deliver this target.

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**Background papers:**

Plymouth Children and Young People’s Plan 2011-14  
 Equality Impact Assessment for Children and Young People’s Plan 2011-14

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**Sign off:**

Fin	ChS03 48- SRA- 1.9.11	Leg	LT 12725	HR		Corp Prop		IT		Strat Proc	
Originating SMT Member Mairead MacNeil											

## **Tackling Child Poverty – Making it everyone’s business**

- 1.0 Tackling child poverty has been accepted as a key priority for Plymouth. As a Level One indicator it is championed by the Children and Young People’s Trust but also relies heavily on the actions of other strategic groups and organisations across the City. Tackling child poverty is everybody’s business and this is essential if we are to effectively tackle the causes and impact of child poverty.
- 1.1 Cabinet has already approved the higher level aims and actions described in the Children and Young People’s Plan 2011-14 to tackle child poverty, and with its 2020 partners, asked a multi agency group to develop a wider plan to engage all aspects of work and agencies.
- 1.2 At the 25 July 2011 Full Council meeting, the following motion on notice was submitted and accepted:
- (1) The relevant portfolio holder prepares a report for consideration at the September Cabinet meeting identifying what actions are already being taken to address issues of child poverty within the city and what additional work needs to be undertaken to address issues of inequality in child poverty levels between wards.
  - (2) The Cabinet prepare an action plan to address these additional needs and either adopts it or (if required) brings it back to the October council meeting for adoption.’

### **2.0 Understanding child poverty**

- 2.1 The causes and consequences of child poverty, both temporary and persistent, are multiple and complex. Child poverty is not caused simply due to a lack of money in the family - it is the outcome of economic, environmental and social factors and inequalities that can damage a child’s development and limit and prevent children and young people from having many of the experiences and opportunities that others take for granted.
- 2.2 This understanding of child poverty is reflected in the government’s first national child poverty strategy. This new approach considers children’s longer term development through home life, family, education and health. Building on national consultation and independent reviews by Frank Fields MP and Graham Allen MP, it also recommends a suite of additional measures that reflect family resources, family circumstances and children’s life chances.

### **3.0 Our achievements so far**

- 3.1 Excellent work is already being undertaken across the city, and is having a positive impact on addressing child poverty. Some examples include:
- Schools have significantly narrowed the gap between students who gain 5 or more A\*-C GCSEs (including English and Maths) in the most deprived and most affluent neighbourhoods. The percentage of children attaining a good level of development in the Early Years Foundation Stage has also improved from 51% in 2009 to 56% in 2010.
  - Services delivered under the Financial Inclusion Strategy have increased benefit take up for families across the city. £2 million (22%) of the £9.1 million benefit take up in 2009/10 was in child benefit and tax credits specifically for parents, meaning they are on average £44.22 a week better off. In addition 1,130 local people received outreach support for money and benefits advice, with weekend and evening sessions for local

parents-to-be and parents to ensure they are financially and socially prepared for parenthood and managing their money.

- Approximately 12% of Children's Centre resources are dedicated to activities addressing child poverty, with spend higher in more deprived areas. A Jobcentre Plus linked adviser provides support for parents encountering barriers to work, such as literacy & numeracy deficits, and undertakes individual specific 'back to work calculations' to ensure parents are not worse off going back to work.
- A total of £44million worth of debt was dealt with by services delivered under the Financial Inclusion Strategy; this contributed to a citywide total of more than £100million of debt resolved.
- The Parents Apart project supports parents during their separation or with related issues to improve outcomes for their children. Since March 2010 the interventions have impacted on 362 children.
- An 'Opt Out' scheme has been successfully introduced to help expectant mothers and fathers to stop smoking before the birth of their child. As a result, referrals of pregnant smokers have gone from less than 25% to over 90%, leading to twice as many mothers quitting before the birth of their baby.
- The 'Safe at Home' project has been delivered to 657 families in the more deprived areas of the City through Children's Centres in partnership with health, police and the fire service. A further 2000 families have also received additional education around safety in the home.
- Partners across the City have enabled access to educational opportunities outside of school. The Allsortz package of services enables disadvantaged young people to access activities they would not otherwise be able to afford. Parents tell us about increased confidence and self-esteem, better communication and raised aspirations of those who took part. The Children's University provides 7-14yr olds with a range of exciting and innovative learning activities and experiences. A recent evaluation shows that being in the Children's University significantly improves school attendance, with achievement significantly better at Key Stages 1 to 3 for children who attended compared to those who did not.
- Progress continues to be made to reduce teenage conceptions, including 'clinic in a box' and a dedicated young person's sexual health clinic. The latest official data shows that Plymouth's rate is now 44.3/ 1000 females aged 15-17. This reflects a 19% change in the baseline rate from 1998 - higher than both England and the South West.
- The 'Streetwise' project identifies young people causing concern within the community and to offer diversion activities such as football and break-dancing. Anecdotal results for some young people reached by the project show they have less contact with police, and are more likely to stay in school.

3.2 The Children and Young People's Plan 2011-14, endorsed by Cabinet in March 2011, outlines the work of Services for Children and Young People and the Children and Young People's Trust to address child poverty. Its approach embraces the four basic building blocks for tackling child poverty and reflects the new approach outlined in the government's child poverty strategy, with particular emphasis on cross cutting themes and improving children's life chances.

- 3.3 The Children and Young People's Plan 2011-14 provided a solid base from which to develop this whole city, multi- agency/departmental delivery plan, to be endorsed by Cabinet. This plan has been developed by key stakeholders including statutory agencies and the voluntary and community sector, and in line with a whole city approach, will be delivered in conjunction with other key strategic plans such as housing, financial inclusion and worklessness.
- 3.4 A review, undertaken by the Local Government Group (May 2011), outlined the key characteristics of local authority areas where child poverty is considered to be a high priority. These include a high level of strategic commitment and understanding, a view of child poverty as a cross cutting theme across the LA area, as well as strong elected member support. Plymouth already demonstrates such features. The championing and strong direction provided by the Portfolio holder for Children and Young People on behalf of the Local Authority and Plymouth 2020 has proved essential in driving forward the message that we all have a role to play to tackle child poverty.
- 3.5 A self-assessment event will take place in October 2011 to enable the city to assess its current approach to reducing child poverty and to identify and challenge the barriers preventing progress. This will provide an excellent opportunity for elected members to engage with key partners and stakeholders in determining their roles for tackling child poverty. The outcomes of this assessment will contribute to the continuous development of the city's child poverty strategy.

#### **4.0 Recommendations**

- (1) Cabinet to reaffirm its approval to tackling child poverty as outlined within the Children and Young People's Plan 2011-14.
- (2) Cabinet approves the attached multi agency delivery plan to cover the whole 2020 partnership.
- (3) Cabinet to receive an annual report to monitor progress on tackling child poverty, including the findings from an annual self-assessment engaging all partners across the city.

CYPP 2011 - 14 Delivery Plan

Priority 3		Tackle Child Poverty		William Woyka
Objective	Lead	Action	Link	Key Milestones
3.1 Make child poverty everybody's business;	Children's Trust	3.1.1 Raise the profile of child poverty across Plymouth 2020 and all theme groups, with a specific focus on the Growth Board and Health and Wellbeing Board;	Candice Sainsbury, PPP	Recognition of child poverty within relevant strategies and theme groups plans. Child poverty strategy developed. Child poverty is acknowledged within delivery plans for worklessness, housing, economic development and financial inclusion. Gaps and challenges are identified.
		3.1.2 Develop a citywide Child Poverty strategy that is underpinned by key delivery plans such as worklessness, economic development, children and young people's plan, housing and financial inclusion;	Candice Sainsbury, PPP	
		3.1.3 Generate high level local engagement with the South West regional child poverty network, taking full advantage of collaborative links and opportunities both regionally and nationally.	William Woyka, Routeways	
		3.1.4 Undertaken a city wide self assessment on child poverty and identify key gaps and barriers to be addressed within the child poverty strategy	Candice Sainsbury, PPP	
		3.1.5 Capture and share local successes and lessons learned based from the incorporation of child poverty indicators within commissioning processes across the City	Jo Hall, Early Years & Fiona Fleming, Children's Commissioning	
3.2 Reduce the number of children living in workless households;	Plymouth 2020 Executive Group	3.2.1 Promote the targeting of 18-24yr olds and parents as priority groups within the draft Worklessness strategy;	Mark Looker, Economic Development	TBC
		3.2.2 In collaboration with the Worklessness and Financial Inclusion groups, identify and tackle the key barriers to lone parents' ability to access high quality employment, and develop recommendations to address this.	Lucy Stapleton, Job Centre Plus	



<p>3.3 Reduce housing related child poverty;</p>	<p>Housing Strategic Group</p>	<p>3.2.3 In collaboration with the Worklessness and Financial Inclusion groups, establish a task and finish group to fully understand and tackle the impact of welfare changes on both in-work and workless families, and provide recommendations to ensure parents are fully able to engage in economic life.</p> <p>3.2.4 Engage with the Worklessness group to promote self employment as a route out of unemployment for families with children;</p> <p>3.2.5 Through commissioning and procurement processes champion the development and maintenance of a local workforce</p>	<p>Jo Hamby, Social Inclusion</p> <p>Mark Looker, Economic Development</p> <p>Fiona Fleming, Children's Commissioning</p>	<p>Smooth Migration to 2014 Universal credit when introduced</p> <p>Further explore imaginative ways of meeting the housing need of vulnerable groups with developers, registered so</p>
<p>3.4 Reduce the inequalities that have the most negative impact on children's life chances;</p>	<p>Early Years Strategic Partnership</p>	<p>Increase the number of children who achieve a good level of development and school readiness by:</p> <p>3.4.1 Providing effective support for parents to develop good parenting skills.</p> <p>3.4.2 Increased access to universal high quality early years education, with additional focus on disadvantaged 2 year olds.</p>	<p>Alison Mackenzie, Public Health &amp; Jo Hall, Early Years</p> <p>Matt Garrett, Housing</p>	<p>Early Years Foundation Stage Profile data: August 2011 and 2011 ( new assessment will be statutory after this )</p> <p>Increase in uptake of evidence based parenting programmes</p> <p>Increase % settings deemed good/better by Ofsted</p>

<p>3.5 Improve young people's capability to manage finances sensibly</p>	<p>Children's Trust</p>	<p>3.4.3 Ensuring all children have good communication and language skills and social and emotional development, with effective early intervention to improve outcomes.</p> <p>3.4.4 Targeting interventions to the most vulnerable families and sustaining contact.</p> <p>3.4.5 Addressing health inequalities that will impact on child's later intellectual development: i. maternal mental and physical health, ii. parental mental health, iii. low birth weight, iv. breastfeeding</p>	<p>Increase number of free nursery places</p>
<p>3.5.1 Identify and address the gap in support services for children and young people, which are able to deliver financial capability support in schools and other settings.</p> <p>3.5.2 Provide opportunities for young people to learn how to manage their finances through access to Credit Union Banks within schools.</p> <p>3.5.3 Engage with private sector partners to develop imaginative ways to deliver financial capability sessions in schools.</p>	<p>Karl Sweeney, Lifelong Learning</p> <p>Jo Hambly, Social Inclusion</p> <p>Karl Sweeney, Lifelong Learning</p>	<p>TBC</p>	<p>TBC</p>

**PLYMOUTH CITY COUNCIL**

**Subject:** Local Sustainable Transport Fund Bid – Smart Ticketing  
**Committee:** Cabinet  
**Date:** 13 September 2011  
**Cabinet Member:** Councillor Wiggins  
**CMT Member:** Director for Development and Regeneration  
**Author:** Andy Sharp, Public Transport Controller  
**Contact:** Tel: 01752 304354  
e-mail: Andy.Sharp@plymouth.gov.uk  
**Ref:**  
**Key Decision:** No  
**Part:** I

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**Executive Summary:**

Following a successful bid through the Department for Transport's (DfT) Local Sustainable Transport Fund (LSTF) Plymouth City Council (PCC) has been awarded £2.98 million to aid the transition to smart bus ticketing throughout the South West. PCC hosted the bid on behalf of 15 Local Authorities in the South West region. The bid was submitted under a Delegated Decision on 15 April 2011 and the DfT announced on 5 July 2011 that PCC was successful. The £2.98 million is a mix of revenue and capital funding and will be delivered between 2011/12 and 2012/13.

The bid enables a further phase to an existing project in the South West, which PCC are already working on to equip buses with smart ticketing equipment and the necessary back office systems. The existing project is a capital project within the Transport block. This award is a 3<sup>rd</sup> party funding arrangement and no further PCC funds are required to deliver the LSTF part of the overall project.

The delivery body for this bid will be South West Smart Applications Ltd (SWSAL). SWSAL are a public private, not-for-profit company, limited by guarantee, established to deliver the DfT vision for Smart and Integrated Ticketing throughout the South West. The company was launched in October 2010 by the Rt Hon Norman Baker MP, Parliamentary Under Secretary of State for Transport, the company is hosted by the University of Plymouth.

The owners of SWSAL are the 15 SW Unitary and County Highway Authorities in the South West, and the 15 major bus operators in the region. The Company has four Local Authority and four Bus Operator Directors and an independent Chairman. Andy Sharp, an employee of Plymouth City Council is currently named as a deputy director.

Approval is now sought from PCC's Cabinet to accept the bid and proceed with this phase of the smart ticketing project.

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**Corporate Plan 2011-2014:**

The overall smart ticketing project, of which this LSTF bid will contribute to, directly supports all four corporate priorities both locally within Plymouth and across the region: Delivering Growth, Reducing Inequalities, Raise Aspirations and Providing Value for Communities. In addition to these priorities is the central role this bid award places Plymouth regionally, which

is an excellent way of building upon the Heart of the South West Local Enterprise Partnership.

## **Deliver Growth**

### ■ Connectivity

- The smart ticketing standard, ITSO, is an international specification which is an essential requirement in the future to allow interoperable travel between different modes and across transport provided by different companies. This is the standard which all 3000 buses in the region will be brought up to, even before major urban centres such as London and Manchester. It is a requirement of all new rail franchises.
- Smart ticketing will significantly improve bus boarding times and significantly reduce the demand for cash fares which naturally take longer to process.

### ■ Economic growth

- Commercial bus operators face difficult times ahead with reductions in concessionary travel reimbursement, increased fuel costs and a reduction in their fuel duty rebate from the DfT. This project will assist with funding to all bus companies in the region and in doing so will release not only an expected uplift in passenger numbers bringing greater revenue, reduced fuel costs through faster journey times but also a specific enhancement in the fuel duty rebate for running an ITSO ticketing scheme.

### ■ Improved road journey times

- Speeding up bus boarding times will reduce any adverse affects of delays on the entire road network.

### ■ A sustainable environment

- Significant emission savings are detailed in Annex A of the submitted bid which is attached as appendix A of this document. A highlight regionally is a total of nearly 13,000 tonnes of carbon saved over the next four years.
- The simplicity of the new form of ticketing and the benefits of speeding up journey times are predicted to have a 2% uplift in bus patronage; reducing private car journeys.

## **Reduce Inequalities**

### ■ Movement across the City

- The project will set the foundations in place for future interoperable tickets enabling easier travel across all areas of the City but specifically in this context between socially deprived areas of the City and those offering employment, leisure and health facilities. The scheme will assist with removing barriers to transport associated with the complexity of existing ticketing.

## **Raise Aspirations**

### ■ Increase number of people visiting the City

- The project will enable easier travel both within the City and across the region. The ITSO ticketing standard as detailed below will eventually be available on trains which will provide unprecedented connectivity between transport modes. This improvement in using public transport will make Plymouth far easier to visit.

## **Provide Value for Communities**

- Reducing emissions
  - Smart ticketing will help to 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 public transport travel will help to reduce congestion and the associated lost hours to businesses and services, thereby improving the local economy. Significant emission savings are detailed in Annex A of the submitted bid which is attached as appendix A of this document.
  
- Value for money
  - This regional award of £2.98 million comes without any additional commitment for expenditure from PCC than is already committed and underway. The benefits to the economy, environment and opportunities for the people of the City are significant. By working as a region it has been possible to achieve benefits of scale without, without which would make the project unviable for at least the foreseeable future in Plymouth alone.

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

The project value of £2.98 million is made up of £2.225 million revenue and £0.755 million capital. The project will be delivered over 2011/12 and 2012/13 fully financed from grant funding.

Whilst SWSAL will be the delivery body for the LSTF bid PCC will remain the accountable body for the grant. PCC will ensure that liabilities under the grant conditions are appropriately shared by way of a legal agreement with the partner Local Authorities which form South West Smart Applications Limited.

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## **Other Implications: e.g. Community Safety, Health and Safety, Risk Management and Equality, Diversity and Community Cohesion:**

As accountable body, PCC assumes the risks of grant clawback or ineligibility of spend. In order to mitigate these risks, appropriate legal agreements will be put in place in line with the terms and conditions of the grant with the partner Local Authorities which form SWSAL.

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## **Recommendations & Reasons for recommended action:**

The cabinet are asked to approve acceptance of the grant and proceed with this phase of the smart ticketing project in Plymouth and the region.

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

Cabinet could not approve the bid award from the DfT.

- The £2.98 million would be lost to the region and recouped by the DfT's LSTF fund and awarded to other Local Authorities.
  - The Smart Ticketing project would be partially delivered in the region meaning only partial benefits detailed against the Corporate Plan would be achieved.
  - Risk to reputational damage for PCC from the regional Local Authorities, Bus Operators, the University of Plymouth, the DfT and other stakeholders.
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**Background papers:**

Submitted LSTF Bid: Smart ticketing throughout all South West England, [www.plymouth.gov.uk/lstf](http://www.plymouth.gov.uk/lstf)

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**Sign off:**

Fin	KFD evF1 112 002 8 18/0 8/11	Leg	MS/I 2620	HR		Corp Prop		IT		Strat Proc	
Originating SMT Member Clive Perkin											

## **1. Introduction**

1.1 Plymouth City Council was asked by SWSAL in March 2011 to be the host Local Authority for the regional submission of a bid through the Local Sustainable Transport Fund which will help enable smart ticketing on all bus services. The bid for £2.98 million was successful with notification from the Department for Transport (DfT) in July 2011. Although SWSAL will deliver the outputs of the bid the DfT has specified that the grant must be paid to and administered by Plymouth City Council. The grant enables a further phase to the existing project in the South West, as part of which PCC are working to equip buses with smart ticketing equipment as part of the existing £80k capital project within the Transport block. This existing project and associated spend has been used as matched funding to assist with securing the LSTF bid. However, no further PCC funds are required to deliver the LSTF part of the overall project.

## **2. Background**

2.1 South West Smart Applications Ltd (SWSAL) is a public private, not-for-profit company, limited by guarantee, established to deliver the DfT vision for Smart and Integrated Ticketing throughout the South West. Launched in October 2010 by the Rt Hon Norman Baker MP, Parliamentary Under Secretary of State for Transport, the company is hosted by the University of Plymouth.

2.2 The owners of SWSAL are the 15 SW Unitary and County Highway Authorities in the South West, and the 15 major bus operators in the region. SWSAL's other key stakeholders include Passenger Focus, Forum for the Future, Department for Transport Ticketing Division and the Confederation of Passenger Transport. The Company has four Local Authority and four Bus Operator Directors and an independent Chairman. An employee of Plymouth City Council is currently named as a deputy director.

2.3 SWSAL has been highly successful in supporting its Local Authority and Bus Operator members through being awarded over £2m in grant funding from the South West Council. This previous award has been utilised by PCC to deliver the existing £80k capital project detailed above. More details about SWSAL can be found at [www.SWSAL.co.uk](http://www.SWSAL.co.uk).

2.4 Match funding from existing committed regional funds, was used to support this bid to the LSTF on behalf of all South West Local Authorities. Therefore there is no additional spend required by Plymouth City Council.

## **3. What the bid will deliver**

3.1 The bid supported the LSTF 'essential criteria' in supporting the local economy, reducing congestion, improving reliability, as well as reducing carbon emissions. It also satisfied the 'desirable criteria' by improvements to air-quality, accessibility, and wider environmental benefits. In summary, the bid will deliver:

- The ITSO interoperable technical ticketing specification for smartcard ticketing on all registered local bus services in SW England;
- Europe's 1<sup>st</sup> regional open access pay-per-use ITSO Head Office Processing System (HOPS) and Card Management System, this the technical back office system required to process smart card data;
- England's 1<sup>st</sup> regional E-money transport ticketing platform. Electronic money is basically stored money on a smartcard which is deducted for basic purchases such as bus travel, news papers etc;
- ITSO migration support for Community Transport and Community Rail Partnerships, which will facilitate improved integration with other transport forms in the future.

#### 4. Hosting the LSTF Bid

4.1 Plymouth City Council are pleased to have been invited by SWSAL to host the £2.98m LSTF submission, which follows in the tradition of previous partnership working by PCC with both the University, and the Regions Highway Authorities, such as the 1999 successful bid by PCC for funding Traveline in the SW.

#### 4.2 Role of SWSAL:

- Prepare the bid application for PCC & obtain all letters of support before submission;
- Manage all aspects of project delivery and delivery finance, overseen by the SWSAL Board;

#### 4.3 Role of Plymouth City Council:

- Receive awarded funds from the DfT and transfer to the University for delivery;
- Submit the claim forms and progress reports to DfT as required by the LSTF process (completed for PCC by SWSAL).
- Appropriate indemnity and audit arrangements to be in place.

#### 5. Spend profile

£K	2011/12	2012/13	Total
Revenue	830	1395	2225
Capital	305	450	755
<b>Total</b>	1135	1845	2980

#### 6. Risk

6.1 As Accountable Body, PCC assumes the risks of grant clawback or ineligibility of spend. In order to mitigate these risks, appropriate legal agreements will be put in place in line with the terms and conditions of the grant with the partner Local Authorities which form SWSAL.



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