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Date: 19 March 2012

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

Date: Tuesday 27 March 2012

Time: 2pm

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 - 6)

To sign and confirm as a correct record the minutes of the meeting held on 6 March 2012.

4. QUESTIONS FROM THE PUBLIC

To receive questions from the public in accordance with the Constitution.

Questions, of no longer than 50 words, can be submitted to the Democratic Support Unit, Corporate Support Department, Plymouth City Council, Civic Centre, Plymouth, PL1 2AA, or email to democraticsupport@plymouth.gov.uk. Any questions must be received at least 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. IMPACT OF THE RESTRUCTURE IN REVENUES AND BENEFITS, CUSTOMER SERVICES, CASHIERS, INCOME AND CREDITORS **(Pages 7 - 46)**

The report of the Support Services Overview and Scrutiny Panel Task and Finish Group will be submitted.

Councillor James (Chair of the Task and Finish Group and Chair of the Support Services Overview and Scrutiny Panel) has been invited to attend Cabinet to present the report.

(Please see also agenda item 8 below).

7. CHILDREN'S EMOTIONAL WELLBEING AND MENTAL HEALTH (Pages 47 - 62)

The report of the Children and Young People Overview and Scrutiny Panel Task and Finish Group will be submitted.

In the absence of Councillor Wildy (Chair), Councillor Stark (Vice Chair of the Task and Finish Group and Vice Chair of the Children and Young People Overview and Scrutiny Panel) has been invited to attend Cabinet to present the report.

(Please see also agenda item 9 below).

CABINET MEMBERS: COUNCILLORS BOWYER AND BALL

8. RESPONSE TO SUPPORT SERVICES OVERVIEW AND SCRUTINY PANEL TASK AND FINISH GROUP RECOMMENDATIONS (Pages 63 - 68)

Further to agenda item 6 above, the Director for Corporate Services will submit a written report on the draft responses to the recommendations of the Support Services Overview and Scrutiny Panel Task and Finish Group on the impact of the restructure into revenues and benefits, customer services, cashiers, income and creditors.

CABINET MEMBER: COUNCILLOR SAM LEAVES

9. CHILDREN AND YOUNG PEOPLE'S OVERVIEW AND SCRUTINY PANEL'S EMOTIONAL WELLBEING AND MENTAL HEALTH TASK AND FINISH REPORT (Pages 69 - 78)

Further to agenda item 7 above, the Director for People will submit a written report on the recommendations of the Children and Young People's Overview and Scrutiny Panel Task and Finish Group on children's emotional wellbeing and mental health.

CABINET MEMBER: THE DEPUTY LEADER

10. HOUSING PLAN 2012-17 (Pages 79 - 112)

The Director for Place and the Director for People will submit a written report on the outcome of consultation on the draft Housing Plan 2012-17 and asking Cabinet to recommend the draft plan to the City Council for adoption.

CABINET MEMBER: COUNCILLOR BALL

11. IMPROVING CUSTOMERS EXPERIENCE OF INTERACTING WITH THE COUNCIL (Pages 113 - 120)

The Director for Corporate Services will submit a report on proposals to improve outcomes for customers and to ask Cabinet to make a recommendation to the City Council to amend the capital programme.

CABINET MEMBER: COUNCILLOR BOWYER

**12. TREASURY MANAGEMENT STRATEGY STATEMENT (Pages 121 - 134)
AND ANNUAL INVESTMENT STRATEGY 2012/13
UPDATE**

The Director for Corporate Services will submit a written report on proposed amendments to the Treasury Management Strategy Statement and Annual Investment Strategy 2012/13 (approved by the City Council on 27 February 2012) and will ask Cabinet to recommend the amendments to the City Council for approval.

The recommendations of the Audit Committee (of 16 March 2012) on the proposal will also be reported.

CABINET MEMBER: COUNCILLOR MICHAEL LEAVES

13. APPROVE THE STRATEGIC DIRECTION OF A REPLACEMENT MATERIALS RECYCLING FACILITY SERVICE OR FACILITY (Pages 135 - 140)

The Director for Place will submit a written report summarising the appraisal work undertaken for the replacement of a Materials Recycling Facility (MRF) service or facility and seeking approval of the strategic direction and procurement parameters to secure a replacement MRF solution capable of recycling glass.

See also agenda item 20 below.

CABINET MEMBER: COUNCILLOR SAM LEAVES

**14. SERVICES FOR CHILDREN AND YOUNG PEOPLE (Pages 141 - 160)
BASIC NEED PROGRAMME**

The Director for People will submit a written report on proposals to vary the Services for Children and Young People Basic Need Programme to delay the expansion of Holy Cross Catholic Primary School and to add capacity at Montpelier Primary School, St Mary's CE Infant School and Victoria Road Primary School. Approval will also be sought to commence consultation on the in-year expansion of Pilgrim Primary and Lipson Vale Primary Schools, for reception age pupils.

Cabinet will also be asked to recommend to the City Council amendments to the capital programme.

**15. CAPITAL INVESTMENT DELIVERY FOR ALL SAINTS (Pages 161 - 168)
ACADEMY PLYMOUTH**

The Director for Place will submit a written report on the appointment of the selected panel member (preferred bidder) to deliver capital improvements to All Saints Academy Plymouth.

CABINET MEMBER: COUNCILLOR MONAHAN

16. ESTABLISHMENT OF SHADOW HEALTH AND WELLBEING BOARD (Pages 169 - 174)

The Director for People will submit a report asking Cabinet to make a recommendation to the City Council on a proposal to establish a Shadow Health and Wellbeing Board from May 2012 and to agree the membership of the Board as outlined in the draft terms of reference.

17. PERSONAL BUDGET POLICY (Pages 175 - 190)

The Director for People will submit a report on a proposal to adopt the Personal Budget Policy following scrutiny by the Health and Adult Social Care Overview and Scrutiny Panel.

18. NHS MONEY FOR SOCIAL CARE (Pages 191 - 196)

The Director for People will submit a written report on funding available in accordance with the annual Operating Framework for the NHS and through Primary Care Trust allocations, to be spent on social care services to benefit health and social care in 2011/12 and 2012/13.

19. 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, members are 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

20. APPROVE THE STRATEGIC DIRECTION OF A REPLACEMENT MATERIALS RECYCLING FACILITY SERVICE OR FACILITY (E3) (Pages 197 - 216)

Further to agenda item 13 above, the Director for Place will submit a written report on the confidential soft market testing findings and option analysis work undertaken for the replacement of a Materials Recycling Facility (MRF) service or facility.

CABINET MEMBER: COUNCILLOR SAM LEAVES

**21. PFI CONTRACT VARIATION FOR RIVERSIDE
COMMUNITY PRIMARY SCHOOL TO ACHIEVE
PRIMARY BASIC NEED (E3)**

(Pages 217 - 220)

The Director for Place will submit a written report on a proposal to vary the existing PFI contract at Riverside Community Primary School to design, build and operate additional classrooms.

Cabinet

Tuesday 6 March 2012

PRESENT:

Councillor Mrs Pengelly, in the Chair.

Councillor Fry, Vice Chair.

Councillors Ball, Bowyer, Jordan, Michael Leaves, Sam Leaves, Monahan, Ricketts and Wigans.

Also in attendance: Adam Broome (Director for Corporate Services), Anthony Payne (Director for Place), Clive Perkin (Assistant Director for Transport and Infrastructure) and Nicola Kirby (Senior Democratic Support Officer (Cabinet)).

Apologies for absence: Barry Keel (Chief Executive) and Carole Burgoyne (Director for People).

The meeting started at 2 pm and finished at 2.20 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.

128. **DECLARATIONS OF INTEREST**

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

129. **MINUTES**

Agreed that the minutes of the meeting held on 21 February 2012 are confirmed as a correct record.

130. **QUESTIONS FROM THE PUBLIC**

There were no questions from the public for this meeting.

CHAIR'S URGENT BUSINESS

131. **Lord Mayoralty Function**

The Chair referred to a recent press article on the meeting of the Overview and Scrutiny Management Board's task and finish group relating to the Lord Mayoralty function. She had not been invited to attend the meeting and made a statement to Cabinet as she had not had a right of reply.

The statement referred to –

- the Lord Mayor and the role of the Lord Mayor being critical to the City and its future;

- the budget of £225,000 for 2012/13 which was in line with other Cities with similar populations and status;
- the budget reductions for the Lord Mayoralty for this financial year which had been agreed by the Cabinet of which the current Lord Mayor was part;
- the role which needed to remain relevant, dignified and up to date but at the same time reflect its historical importance to the City and region;
- the Lord Mayoralty which could not be divorced from the real financial pressures faced by the Council and families across the city when the Council was having to cut funds for services, lose staff and completely change the way it worked and delivered services;
- the damage to the Council with the nature of the current debate.

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

132. **NORTH PROSPECT LIBRARY - PROPOSED RELOCATION TO COMMUNITY HUB, NORTH PROSPECT ROAD - ACQUISITION OF LEASE**

The Director for Corporate Services and the Director for People submitted a written report on a proposal to relocate North Prospect Library from its current freehold premises at Greatlands Place, to larger leasehold premises at the planned community hub complex to be constructed at North Prospect Road.

Councillor Jordan (Cabinet Member for Community Services (Safer and Stronger Communities and Leisure, Culture and Sport)) presented the report which indicated that -

- (a) in addition to operating costs of the library premises, the Council would be liable for a service charge contribution towards the costs of maintaining and operating the community hub complex, including communal areas;
- (b) revenue costs would be met from the library service revenue budget;
- (c) the proposed relocation would enable the library service to provide an improved service from better quality, more accessible accommodation in a customer friendly location;
- (d) the new premises would need to be fitted out for use as a public library, with the capital cost being met from within the Community Services capital programme.

The Chair drew Cabinet Members' attention to the separate confidential written report referred to in minute 136 below.

Agreed that approval is given to –

- (1) the acquisition of a lease, for a term of ninety-nine years, of premises to be constructed within the proposed community hub complex on North Prospect Road for the relocation of the North Prospect Library from the current premises at Greatlands Place. Agreement of detailed terms to be delegated to the Director for Corporate Services;
- (2) the addition of the proposed fit out of the new library facility to the Community Services capital programme.

133. **SETTING THE SCHOOLS' REVENUE BUDGET 2012/13**

The Director for People submitted a written report on the proposed initial determination of the schools' budget for 2012/13 so that notice could be given to the governing bodies of the schools that it maintains before 31 March 2012.

Councillor Sam Leaves (Cabinet Member for Children and Young People) presented the report which -

- (a) outlined the main areas for consideration as follows -
 - the schools' funding settlement;
 - Phase II of the Special Educational Needs funding review;
 - the operation of the pupil premium;
 - the policy for expanding schools;
 - the overall affordability of the schools' budget;
- (b) indicated that the schools' budget included the individual schools' budget which was determined by the local schools funding formula and all other expenditure incurred in connection with the authority's functions in relation to the provision of primary, secondary and special education and all relevant early years provision;
- (c) advised that the local authority determined the local schools' funding formula to ensure the equitable distribution across all schools, in consultation with the Schools' Forum;
- (d) stated that the schools' budget was funded from the ringfenced Dedicated Schools Grant (DSG) and post 16 funding from the Young People's Learning Agency;

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

Councillor Sam Leaves thanked the Schools' Forum for their hard work and Cabinet Members, in particular, welcomed the pupil premium which recognised the difficulties faced by service families.

Agreed that -

- (1) the recommendations of the Schools' Forum are accepted as follows –
 - (a) to discontinue assessment nursery provision from July 2012;
 - (b) to change the special school banding system from April 2012;
 - (c) to update the proxy indicators used in the Category A formula to reflect the proposed split set out in paragraph 4.24 of the written report;
 - (d) to transfer savings on Category B arising from pupils transitioning from primary to secondary in September 2012 and year 11, 12 and 13 pupils leaving the school system of £0.630m to the Category A budget;
 - (e) to continue to fund primary schools in-year for the additional pupils as a result of the local authority increasing the school Planned Admission Number;
- (2) the risk to the central Dedicated Schools Grant budget as schools transfer to academy status, is noted;
- (3) the proposed Dedicated Schools Grant budget should be set with a predicted surplus of £0.313m to be carried forward to the 2013/14 financial year. The predicted surplus will be updated to reflect the January 2012 pupil numbers and the final individual schools' budget calculation.

134. **CONSULTATION RESPONSE TO GREATER WESTERN FRANCHISE REPLACEMENT**

The Director for Place submitted a written report appending the over-arching statement setting out the core objectives required in the new franchise for the Greater Western route. This would be submitted as a joint consultation response by Local Enterprise Partnerships, local authorities and local MPs together with individual detailed consultation responses, letters of support from stakeholders in the business community and supporting evidence.

Councillor Wigen (Cabinet Member for Transport) presented the report which indicated that -

- (a) the Department for Transport (DfT) had issued notice to commence the process to award a new franchise for the Greater Western route starting in April 2013 for 15 years. A period of public consultation would be undertaken and views were sought from stakeholders on the specification that would be provided to short listed bidders;
- (b) in September 2011, Plymouth City Council in partnership with Plymouth Chamber of Commerce, had jointly commissioned a study on rail connectivity to bring together data and information from a range of sources. The study demonstrated, through inclusion of wider economic benefits, the importance of good rail connectivity to business activity and supporting inward investment;
- (c) the franchise replacement process presented an opportunity to put forward a robust case for improvement to increase the number of faster trains between London and Exeter (two hours) Plymouth (three hours) and Penzance (five hours);
- (d) to achieve the implementation of these proposals would require effective channels of communication between South West local authorities, both Local Enterprise Partnerships (LEP) in the far South West, the Department for Transport and the bidders once the shortlist was announced in May. It was crucial for these key stakeholders to be fully aligned behind the objectives of faster journey times which would allow a stronger case to be made to the DfT during the franchise consultation phase;
- (e) to add weight to the response, Cabinet sign off was sought to the core objectives of the new franchise specification, with the Council's counterparts in Devon, Cornwall, Somerset and Torbay also signing up to the same set of core objectives.

Councillor Wigen also reported that the precise wording of the consultation response was still under discussion and that the City Council would also be submitting its own detailed response.

Agreed that –

- (1) the report is noted;
- (2) approval is given to the over-arching response from the South West Local Authorities, Local Enterprise Partnerships to the Department for Transport's consultation on the Greater Western Franchise Replacement;

- (3) authority is delegated to the Cabinet Member for Transport, in consultation with the Director for Place, to give final approval to the wording of the final consultation response.

135. **EXEMPT BUSINESS**

Agreed that under Section 100(A)(4) of the Local Government Act, 1972, the press and public are excluded from the meeting for the following item of business on the grounds that it involves the likely disclosure of exempt information as defined in paragraph 3 of Part 1 of Schedule 12A of the Act, as amended by the Freedom of Information Act 2000.

136. **NORTH PROSPECT LIBRARY PROPOSED RELOCATION TO COMMUNITY HUB, NORTH PROSPECT ROAD - ACQUISITION OF LEASE (E3)**

The written report of the Director for Corporate Services and the Director for People was submitted providing confidential details relating to the proposal to relocate North Prospect Library at Greatlands Place, to larger leasehold premises at the planned community hub complex to be constructed at North Prospect Road.

(See also minute 132 above).

OVERVIEW AND SCRUTINY MANAGEMENT BOARD MINUTE 97



29 February 2012

97. TASK AND FINISH GROUP REPORT - IMPACT OF THE RESTRUCTURE IN REVENUES AND BENEFITS, CUSTOMER SERVICES, CASHIERS AND INCOMES AND CREDITORS

Councillor James introduced the task and finish Group report on the 'Impact of the restructure in Revenues and Benefits, Customer Services, Cashiers and Incomes and Creditors' and offered a vote of thanks to all those who had been involved. Members were advised that –

- (a) the small task and finish group had worked well together over the course of the two days and focused the review primarily on –
 - the impact of the restructure on service performance and staff morale;
 - the impact of the restructure on the experience of customers and processing times of Revenue and Benefit cases;
- (b) the task and finish group were warmly welcomed by managers during the site visits of the areas under review;
- (c) the review identified a number of areas of concern and these were included in the findings of the report and addressed by the proposed recommendations, however, more work was required to ensure that relevant training functions were established and maintained and staff morale continued to improve.

Members of the Board raised a number of significant concerns with regard to the findings in the report and highlighted that –

- (d) the number of abandoned calls and potential call waiting times in Adult Social Care was unacceptable;
- (e) the lack of a training function within the service was fundamentally wrong;
- (f) staff grading issues demonstrated a flaw within the Human Resources department as role profiles and job responsibilities should have been agreed prior to the restructure;
- (g) the upcoming welfare reforms would add significant pressures to an already pressured department that relied on overtime and agency staff to complete its existing workload.

In order to respond to the concerns raised Malcolm Coe, Assistant Director for Finance, Assets and Efficiencies, was invited to update the Board. Members were advised that –

- (h) the aim of the restructure was to realise savings of £1m and improve the service structure. Staff and unions were fully consulted on the aims and the process of the

restructure;

- (i) there had been a large backlog of 2600 cases in the benefits service in November which had now been cleared to 800;
- (j) the issues regarding staff training, time to process claims and abandoned calls were amongst many issues that were targeted in the service Action Plan.

Members commented that they were reassured to hear that the service had an Action Plan but that this should have been scrutinised by the task and finish group.

Members of the board agreed –

- (1) to amend recommendation R11 contained within the report so that it contains a footnote linking the recommendation to the recent Health and Adult Social Care Task and Finish Group on Safeguarding Vulnerable Adults;
- (2) that in light of (1) above and the number of abandoned calls, an additional recommendation is included in the Health and Adult Social Care Task and Finish Group report on Safeguarding Vulnerable Adults proposing installation of a dedicated phone line to enable customers to ring directly through to the Adult Social Care department;
- (3) to recommend to Cabinet all of the recommendations contained within the report, subject to the amendment in (1) above, and the introduction of a hierarchy within the recommendations to reflect the most important being listed first;
- (4) with regard to (3) above, organisation of the hierarchy of the recommendations is delegated to Pete Aley, Lead Officer in consultation with Councillor James, Chair, Councillor Stark, Vice-Chair and Councillor Aspinall;
- (5) the report is amended so that minute 4.3 Site Visit Observations (1e) reads 'the service had a high number of abandoned calls, in total 80 on the day of the site visit with a maximum call waiting time of 21 minutes, in the Adult Social Care / Proof of Concept Teams';
- (6) to include an additional recommendation to Cabinet, that the circulation and implementation of the Action Plan be implemented with immediate effect;
- (7) the Action Plan is submitted to the next meeting of the Overview and Scrutiny Management Board on 28 March 2012 for further scrutiny;
- (8) that relevant Cabinet Members and Officers are invited to attend meetings of the Overview and Scrutiny Management Board when task and finish group reports are being discussed;
- (9) to thank all the councillors and officers involved in the task and finish group.

(In response to Councillor James presenting the task and finish group report it was agreed that Councillor Stark would step into the Chair for this item.)

**IMPACT OF THE RESTRUCTURE IN
REVENUES AND BENEFITS, CUSTOMER
SERVICES, CASHIERS AND INCOMES AND
CREDITORS**

Support Services Overview and Scrutiny Panel Task and Finish Group



CONTENTS

1. Introduction
2. Executive Summary
3. Scrutiny Approach
4. Key Issues Arising from the Evidence
5. Findings
6. Recommendations

I. INTRODUCTION

The Support Services Overview and Scrutiny Panel scrutinises matters relating to the Chief Executive's and Corporate Services Directorates and monitors performance against relevant city and council priorities.

The policy and business areas that relate to the above directorates which are of particular concern to the Support Services Overview and Scrutiny Panel include:

- Business Transformation
- Customer Services
- Finance, Assets and Efficiencies
- ICT
- Human Resources and Organisational Development
- Democracy and Governance
- Policy, Performance and Partnerships
- Communications

One of the issues considered by the panel is the restructure in Revenues and Benefits, Customer Services, Cashiers and Incomes and Creditors. This issue was prioritised by the panel following approval of the restructure as part of the net revenue budget requirement of £208.237m for 2011/12 and five year Capital Programme (2010/11 – 2014/15) of £192.635m as recommended to Full Council on 28 February 2011 by Cabinet on 14 December 2010.

The Support Services Overview and Scrutiny Panel received an update on Revenues and Benefits at its meeting on 10 March 2011 and following approval from the Overview and Scrutiny Management Board a task and finish group was convened in February 2012.

This report summarises the findings of the task and finish group review and makes recommendations for improvements to key services.

2. EXECUTIVE SUMMARY

The scope of this review encompassed the considerable range of services offered by Plymouth City Council in the Revenues and Benefits, Customer Services, Cashiers and Incomes and Creditors departments. In undertaking the review it was paramount to the group to ensure that staff and customers had not been negatively impacted on following the recent restructure into the aforementioned departments.

The restructure had revised the departments so that services were delivered from three departments rather than the four previously in place. From 1 November 2011 the departments in the new structure were Revenues and Benefits, Customer Service and the Transaction Centre, previously Cashiers and Incomes and Creditors.

The panel were informed about service changes and the restructure process through comprehensive documentation, witness statements from Union representatives, Human Resource representatives, Service managers and Cabinet Members and site visits to the newly functioning services.

The panel were pleased with the majority of its findings and were of the opinion that in general staff morale had dipped evidently as a result of a very difficult restructure process. Following a thorough review and analysis of all the evidence provided, the panel identified a number of

recommendations which were deemed to offer suggested improvements that would further benefit the service, improve staff morale and increase customer satisfaction.

3. SCRUTINY APPROACH

The Overview and Scrutiny Management Board approved in principle on 23 March 2011, the establishment of a Task and Finish Group to review the impact of the restructure in Revenues and Benefits, Customer Services, Cashiers and Incomes and Creditors with membership drawn from the Support Services Overview and Scrutiny Panel.

3.1 Task and Finish Group Objectives

The group was asked to:

Review the impact of the restructure in the four service areas in relation to:

- The duty of care to staff
- The impacts of an increased workload
- The experience of customers and stakeholders
- The backlog of cases
- The processing times of cases

With the overall aim to make recommendations to the Overview and Scrutiny Management Board about how the service could negate the impact on the above concerns.

The Project Initiation Document (PID) is attached as Appendix I.

3.2 Task and Finish Group Membership

The Task and Finish Group had cross party membership comprising the following Councillors –

- Councillor James (Chair)
- Councillor Casey
- Councillor Murphy
- Councillor Stark

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

- Darren Stoneman, Project and Business Coordinator
- Ross Johnston, Democratic Support Officer

3.3 Task and Finish Group Methodology

The Task and Finish Group convened over two days on 2 and 3 February 2012 to consider evidence and hear from witnesses, review background information and undertake observations by way of site visits.

Witnesses invited:

- Di Saunders-Brewer, Senior Human Resources Advisor
- Diana Beal, Union Representative (UNITE)

- Stuart Fegan, Union Representative (GMB)
- Darren Turner, Union Representative (UNISON)
- Councillor Richard Ball, Cabinet Member for Customer Services
- Councillor Ian Bowyer, Cabinet Member for People, Property and Finance
- Malcolm Coe, Assistant Director for Finance, Assets and Efficiencies
- Martine Collins, Revenues and Benefits Service Manager
- John-Paul Sanders, Assistant Director for Customer Services (Apologies)
- Dave Saunders, Head of Customer Services
- Tracey Tremlett, Transactional Centre Strategic Manager

Background material and documentation:

- Project Initiation Document
- Equality Impact Assessment
- Consultation Documents
- Structure Charts
- Staff Survey Analysis Reports
- Service Performance Reports
- CIPFA Reports

Site visits conducted:

- Customer Services, Ballard House
- Customer Services, First Stop, Civic Centre
- Revenues and Benefits, Civic Centre
- Transaction Centre, Civic Centre

3.4 Contextual Overview

In order to aid members of the task and finish group Malcolm Coe, Assistant Director for Finance, Assets and Efficiencies gave a presentation which is attached as Appendix 2.

The presentation summarised the restructure process and explained the requirement for the restructure, the approach and process used to deliver the restructure, the effects of the restructure, changes implemented across the departments, future service delivery challenges and a future commitment to review the new structure.

4. KEY ISSUES ARISING FROM THE EVIDENCE

The task and finish group was presented with various forms of evidence and the key issues outlined are presented as follows:

4.1 Trade Union Representative Evidence

In attendance at the task and finish group to provide trade union evidence were Diana Beal, representing Unite, Stuart Fegan, representing GMB and Darren Turner, representing Unison. The Trade Unions were very supportive of the process and the requirement to undertake the restructure. Key issues that were raised included –

- (a) unions were involved throughout the process, however, it was considered that union involvement at an earlier stage would have assisted staff in dealing with the difficult restructure process;
- (b) there was a lack of a clear plan on future service delivery throughout the restructure, which had caused staff to feel anxious about the process and insecure about how their role would fit into the new structure;
- (c) staff did not receive enough support throughout the process, particularly given the risk to a reduction in salaries;
- (d) Understand that large numbers of staff had received feedback, however there were unsuccessful applicants had yet to receive interview feedback;
- (e) staff who had been demoted following the restructure were now having to work increased hours to cope with the reduction in salary. This had had a negative impact on work life balance which had also been adversely effected by the reduction in flexible working patterns i.e. limiting teams of ten to just one term time worker;
- (f) role profiles and grading of jobs had been inconsistent particularly with the positions graded at a D and an E. It was considered by many that staff appointed to a grade E were less experienced than staff appointed to a grade D and this had caused friction and conflict between colleagues;
- (g) the restructure had decommissioned the training team, which had led to increased inconsistencies in service delivery and increased friction between staff as knowledge and advice had regularly been sought from staff appointed to lower grades;
- (h) staff engagement workshops had ceased and the work carried out in the initial workshops had not been completed;
- (i) the restructure was still in its early stages and in order to have a full picture of staff morale and service delivery a further review should be conducted later in the year;
- (j) there was currently too much overtime being offered to staff.

4.2 Human Resources Representative Evidence

In attendance at the task and finish group to provide human resources evidence was Di Saunders-Brewer, Senior Human Resources Advisor. The key issues that were raised included –

- (a) the recruitment in the restructure had focussed on management and leadership qualities in an attempt to achieve better management;
- (b) the service area had high levels of sickness and this was being tackled through a corporate drive to improve staff sickness;
- (c) There was a disproportionate level of part time and Term time workers across the departments which hindered effective service delivery;

- (d) unions had been comprehensively involved in the restructure and it was believed that good working relationships had been fostered between the three unions and Plymouth City Council throughout the process;
- (e) interview feedback had yet to be provided to eight unsuccessful applicants and this had been delayed due to changes in the service that required immediate action. This was disappointing and feedback would be provided in the next couple of weeks.

4.3 Site Visit Observations

The task and finish group were invited to conduct observations by form of site visits to the all of the service areas in question. The key issues observed during these site visits included –

- (1) Customer Services - Ballard House
 - (a) customer services was delivered from two different sites, Ballard House and the Civic Centre, which caused significant staffing and management difficulties;
 - (b) there were currently no grade A posts in the structure, although it was hoped that three apprentices on a grade A would be appointed within the next four weeks;
 - (c) at present all 19 grade B posts were occupied by agency staff, although 50 per cent would be advertised and appointed to in the near future;
 - (d) a new improved IT system, Microsoft Dynamics, would be installed on 1 April 2012 and this would improve service delivery as current IT systems were believed to be inadequate;
 - (e) the service had a high number of abandoned calls, in total 80 on the day of the site visit with a maximum call waiting time of 21 minutes, in the Adult Social Care / Proof of Concept Teams.
- (2) Customer Services - First Stop, Civic Centre
 - (a) an open plan office would improve service delivery and this would hopefully be addressed as part of the Accommodation Strategy;
 - (b) staff uniforms had been ordered;
 - (c) the restructure had relocated a number of previous customer services staff into the Revenues and Benefits Service ensuring that the current customer service team, across both locations, had relative inexperience.
- (3) Revenues and Benefits – Civic Centre
 - (a) legislative changes such as the implementation of the Welfare Reform Bill would impact the service severely and potentially increase the pressure on staff due to an increase in demand for services;
 - (b) other additional pressures that the service needed to cope with included the promotion of a Council Tax benefit take up campaign, changes to the administration of the Department for Work and Pensions (DWP) and increases in service

demands following changes to the Tax Credit system with the introduction of Phase two of the Automated Transfers to Local Authority Systems (ATLAS);

- (c) the service had a large backlog of claims which was being cleared by a group of purposely employed agency staff, the backlog had been reduced from 2600 to 1300 claims and it was hoped that the backlog would be completely cleared by the end of March 2012;
- (d) the service was operating a very long processing time for benefits claims, although there was a clear direction on how the service aspired to reduce processing times and improve its performance;
- (e) collection of Council Tax and National Non-Domestic Rates was in a strong position and staff who were experienced in this service were being trained to assist in processing benefit claims;
- (f) at present the service did not have the capacity to undertake reviews or interventions of benefit claims, however, it was hoped that risk based verification of claims would begin in the near future and this was hoped to enable staff to manage caseloads more effectively;
- (g) the service had no grade A posts or apprentices in its current structure;
- (h) the new structure had created jobs graded at both grade D and grade E, however, the job roles were not clearly defined and this had been a major cause of friction between staff and a large factor in the reason for low staff morale. In an attempt to clarify the job roles and increase staff morale the service had worked with the DWP to establish the level of responsibility and accountability for each post;
- (i) the removal of training provisions in the service had further increased the pressures and feelings of friction on experienced staff who were often asked to advise and train staff who were inexperienced and appointed at a higher grade;
- (j) the service employed one subsidy officer who had the responsibility of reviewing legislative changes that would affect the service, provide training resources and undertake quality assurance. This was considered to be too big a role for one individual and resources had been found, by removing three grade B posts, to create two new quality assurance officer posts for a temporary period;
- (k) staff training had been identified in the service recovery plan, which would cross train staff on other services in order to build experience;
- (l) IT systems were currently inadequate for service demands, although this would be improved on 1 April 2012 by the implementation of Microsoft Dynamics software;
- (m) sickness in the service was a major issue and investigations had been commissioned on six staff who had regularly been off sick;
- (n) the restructure had been a protracted experience for many staff and this as well as the use of the Voluntary Release Scheme (VRS), had led to an increase in sickness absence;

- (o) the service eagerly awaited the sickness figures for January as this was believed to give a true reflection of sickness levels within the service;
 - (p) in order to more effectively deal with vulnerable customers the service had created a visiting team where staff would visit clients at home.
- (4) Transaction Centre – Civic Centre
- (a) training provisions in the service required improving in order to develop staff knowledge and skills and reduce the pressures on experienced staff who were mentoring and training inexperienced and newly appointed staff;
 - (b) IT could be improved, in particular with the introduction of a purpose built scanning system;
 - (c) the level of on-line transactions was poor and this would be targeted in the future to ensure the public were aware of all paying in methods;
 - (d) 80 per cent of invoice payments were processed within 30 days which was below the service's performance indicator of 96 per cent;
 - (e) in total seven grade B posts were currently occupied by agency staff, although three of these posts would be appointed to in the near future;
 - (f) the service had been exploring the opportunity to expand and had identified the role of undertaking CIVICA legal functions up until the enforcement phase;
 - (g) staff morale in the service was very high.

4.4 Cabinet Member and Service Management Evidence

In attendance at the task and finish group to provide Cabinet Member and Service Management evidence was Councillor Ian Bowyer, Cabinet Member for Finance, Property and People, Councillor Richard Ball, Cabinet Member for Customer Services, Malcolm Coe, Assistant Director for Finance, Assets and Efficiencies, Martine Collins, Revenues and Benefits Service Manager, Dave Saunders, Head of Customer Services and Tracey Tremlett, Transactional Centre Strategic Manager. The key issues that were raised included –

- (a) the restructure was a protracted process for all involved and all credit must go to the staff who had continued to deliver an effective service despite increased stress and pressure;
- (b) the restructure focussed on appointing staff with the right skills in an attempt to ensure management and leadership was of a high standard throughout the service and it was considered that the service now had an excellent team;
- (c) although the team was excellent the service employed too many agency staff which was an issue for service continuity and value for money;
- (d) all services were attempting to promote apprentices and five new apprentices had been appointed and would be starting work in the service within the next month;

- (e) the split between staff on a grade D and a grade E was a major concern to the service and clearly identified roles were necessary to improve morale throughout the Revenues and Benefits Service;
- (f) the Adult Social Care were aware of the difficulties within the Proof of Concept Team and this issue was being addressed by that department;
- (g) Customer Satisfaction in the service remained high.

5. FINDINGS

In reviewing the evidence and analysing all of the data provided the panel identified a number of points of concern which included:

5.1 Training

A common theme across all three departments was the absence of a structured and dedicated training resource to train, coach, mentor and develop staff that were either new to the department or new to a role. Also, there was a need to supplement the Benefit Subsidy Officer in interpreting and delivering legislation updates and monitoring quality assurance.

The group felt that the common feeling presented was that to foster an environment whereby experience and knowledge was embedded effectively a dedicated training resource was required.

5.2 Staff Morale

The interim staff survey results provided to the task and finish group were a cause of concern and were felt to be reflective of the feeling amongst staff in November 2011 when this was completed. The feeling of low staff morale was still prevalent in the Revenues and Benefits service although the overall consensus of the group, following visits to the other departments and witness statements, was that progress had been made in dealing with the issue of staff morale.

5.3 Recruitment to Vacancies

A consistent message from all tiers of management and colleagues was concern at the high number of agency staff employed at the lower grade bandings of B and C. Explanations were given that these posts were being held in readiness for potential re-deployees. It was identified by service management that the lack of stability at these grades had had a detrimental impact on performance and staff morale.

The group were satisfied that advertisement and appointing to 50 per cent of grade B and C posts occupied by agency staff and the appointment of five apprentices would significantly improve the performance of the service and staff morale.

5.4 Dress Code

The panel were impressed with the attitude and professionalism of Customer Facing staff, but were concerned that customers may struggle to differentiate between staff and customers in customer facing roles due to the absence of a dress code / uniform.

5.5 Location of Customer Services

The Panel were concerned that the locations of the Customer Services Team were spread across two strategic sites which provided a number of management difficulties.

5.6 Grade D/E Split

All the evidence identified the split between grade D and grade E staff as a source of low morale, conflict and friction.

5.7 Feedback Workshops

During the course of the restructure staff were offered the opportunity to attend workshops to give their views on future service delivery and service improvements. The feeling was that these workshops were still needed to follow through recommendations and suggestions from the initial workshops.

The feeling from the panel was that these workshops were vital to staff feeling fully engaged in the process and would be pivotal in allowing staff to move forward.

5.8 Poor Service performance

Performance across the service was an issue with particular concern identified in the level of abandoned calls in the Proof of Concept team, the continued high processing times for benefit claims and the high number of claims still in the backlog, and the low percentage of invoice payments processed within 30 days.

5.9 Flexible Working

Flexible working had been reduced across all teams which had limited the number of term time workers to only one per team. This was a concern as the group felt that this approach may lead to the loss of quality staff in the future who had gained a great deal of knowledge and experience.

5.10 Strategic Manager grading

The task and finish group identified through the service area structure charts that there was a clear and unfair disparity between the levels and responsibilities of the three strategic managers.

6. RECOMMENDATIONS

The task and finish group agreed that it is recommended that –

RI:	<p>Given the concerns identified with the call management in the Proof of Concept Team, the Health and Adult Social Care Overview and Scrutiny Panel add this issue to its work programme and request an update at a future meeting from the Cabinet Member for Health and Adult Social Care;</p> <p><i>(The high level of abandoned calls to the Adult Social Care team was a major safeguarding issue and one which should be addressed as a matter of urgency. The Overview and Scrutiny Management Board therefore supported Councillor McDonald's proposal that a recommendation regarding the installation of a dedicated phone line to enable customers to</i></p>
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	<i>ring directly through to Adult Social Care be added to the report arising from the Safeguarding Vulnerable Adults Task and Finish Group).</i>
R2:	A dedicated cross-department training resource be established to help deliver a service function that has a more effective and consistent role in dealing with training requirements, interpreting and dealing with legislation changes and monitoring quality assurance. It is believed that the training team will alleviate conflicts, friction and pressure between staff as well as ameliorate staff morale and assist a service which has suffered from poor performance levels;
R3:	Malcolm Coe, Assistant Director for Finance, Assets and Efficiencies and Martine Collins, revenues & Benefits Manager to undertake a review of the role profiles for grade D and grade E posts and ensure that clear differentials are contained within the role profiles to bring clarity to the roles and alleviate confusion and friction between staff;
R4:	The Strategic Manager (Revenues and Benefits) role be re-evaluated through Job Evaluation process in an attempt to ensure fairness is established in the grading of strategic manager positions;
R5:	A single, central Customer Services location be developed as a part of the Corporate Accommodation Strategy to meet the needs of our customer base and allow for flexibility within disciplines;
R6:	An interim staff survey is conducted with all staff in May 2012, six months after the implementation of the new structure, and the results of which are shared with the Support Services Overview and Scrutiny Panel;
R7:	Malcolm Coe, Assistant Director for Finance, Assets and Efficiencies to undertake a review of the use of the flexible working policy within the affected departments;
R8:	John-Paul Sanders, Assistant Director for Customer Services to review an extension to the Customer Services department operating hours to deal with general public enquiries between the hours of 8am and 8pm Monday to Friday and 8am – 5pm on a Saturday;
R9:	Malcolm Coe, Assistant Director for Finance, Assets and Efficiencies to arrange the next stage of staff engagement workshops to follow through suggestions and recommendations raised by staff at the initial workshops;
R10:	Interview feedback is provided as a matter of urgency to all applicants unsuccessful or unsuccessful during the recruitment process;
R11:	Uniforms for customer facing staff at First Stop should be incorporated into the role as soon as practicable and that consideration should be given to all back office staff having to dress to an appropriate standard;
R12:	Mark Grimley Assistant Director for Human Resources and Organisational Development should give consideration to establishing a staff reward scheme which would improve staff morale and encourage staff to promote service improvement ideas that could develop future service delivery.

Appendix 1 – PID
Appendix 2 – Presentation

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Appendix I

Request for Scrutiny Work Programme Item

1	Title of Work Programme Item	Impact of the restructure in Revenues & Benefits, Customer Services, Cashiers and Incomes and Creditors
2	Responsible Director(s)	Adam Broome, Director for Corporate Support
3	Responsible Officer(s)	Malcolm Coe, Assistant Director for Finance and Efficiencies 01752 304566 John-Paul Sanders, Assistant Director for Customer Services and Business Transformation 07917 264723
4	Relevant Cabinet Member(s)	Councillor Ian Bowyer, Cabinet Member for Finance, Property, People and Governance
5	Objectives	To review the impact of the restructure in the four service areas in relation to: <ul style="list-style-type: none"> • The duty of care to staff • The impacts of an increased workload • The experience of customers and stakeholders • The backlog of cases • The processing times of cases <p>To make recommendations to the Overview and Scrutiny Management Board about how the service could negate the impact on the above concerns.</p>
6	Who will benefit?	Plymouth City Council and its Staff; Residents of Plymouth and the Customers of the four service areas; Stakeholders of the four service areas (Including DWP, Landlords and Plymouth Community Homes).
7	Criteria for Choosing Topics (see table)	<ol style="list-style-type: none"> 1. City and Council Priority – Value for Communities 2. A poor performing service (high cost and low performance identified through benchmarking exercises) 3. An interest of the public and stakeholders

8	What will happen if we don't do this review?	<p>The restructure of the service may have:</p> <ul style="list-style-type: none"> • Reduced staff morale and confidence in fulfilling their duties • The experience of customers and standards of the service may reduce below benchmarking standards • Potential higher budgetary cost as a result of reduced quality of data provided to the DWP which will result in a claw back of over-payments.
9	What are we going to do?	<p>A one/two day Task and Finish review led by the Support Services OSP. The review will be undertaken post-restructure with the aim to be completed in September/October 2011.</p>
10	How are we going to do it? (witnesses, site visits, background information etc.)	<ul style="list-style-type: none"> • There will be site visits to the four service areas which will incorporate visits to the Civic Centre and Ballard House. Site visits would include speaking to customers and staff. • Witnesses would include, but would not be limited to, representatives from Plymouth Community Homes, DWP, Landlord Association and officers from the four service areas. • Questionnaire feedback to be provided from customers using the four services. • Review and compare the service performance for the past three years against performance indicators and benchmarked standards.
11	What we won't do.	<ul style="list-style-type: none"> • Review staff terms and conditions. • Review service opening times • Review service structure • Review financial implications of the restructure
12	Timetable & Key Dates	<p>There will be a one/two day Task and Finish Review:</p> <p>Day 1 – Evidence gathering</p> <p>Day 2 – Review of all evidence, further evidence and recommendations.</p>

13	Links to other projects or initiatives / plans	Corporate Plan Accommodation Strategy People's Strategy ICT Strategy Corporate Support Delivery Plans Comprehensive Spending Review
14	Relevant Overview and Scrutiny Panel / Membership if Task and Finish Group (to be decided by OSP before submission to OMB)	This work programme request has been prepared by the Support Services Overview and Scrutiny Panel. Membership = 6 members
15	Where will the report go? Who will make the final decision	The report will be forwarded to the Overview and Scrutiny Management Board for recommendations to be forwarded to the Cabinet and the Cabinet Member for Finance, Property, People and Governance.
16	Resources (staffing, research, experts, sites visits and so on)	Officer time. Site visits (internal)
17	Is this part of a statutory responsibility on the panel?	No.
19	Should any other panel be involved in this review? If so who and why?	No.

20	Will the task and finish group benefit from co-opting any person(s) onto the panel.	No.
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TASK AND FINISH GROUP



IMPACT OF THE 2011 RESTRUCTURE:

**CASHIERS,
CUSTOMER SERVICES,
CREDITORS AND INCOMES,
REVENUES & BENEFITS**

CONTEXT



PLYMOUTH
CITY COUNCIL

General:

- **Inconsistent approach to customer care**
- Relatively high cost of income collection process
- Inconsistent management
- 50+ role profiles across the piece
- Relatively high sickness with low morale
- Staff working patterns at odds with service demands
- Little career development or opportunity
- **Need to reduce spend by circa £1m**

CONTEXT



PLYMOUTH
CITY COUNCIL

Revenues and Benefits:

- Significant increasing in customer demand
- Numerous changes to legislation
- Below par performance with relatively high cost
- Low staff turnover
- Vast majority E grade jobs post JE – variable standard
- Changing to ‘Lean System’ way of working

APPROACH

- Address 3 year targets as one big change
- Engage staff in developing their own solutions
- Focus on core customer care and leadership skills
- Treat the whole structure as one
- Focus reduction on management posts to protect front line
- Fewer number of generic role profiles
- Focus on right people, with right skills in right jobs
- Consultation with Trade Unions throughout





POST RESTRUCTION

CHANGES MADE

DUTY OF CARE (Cross Departmental)

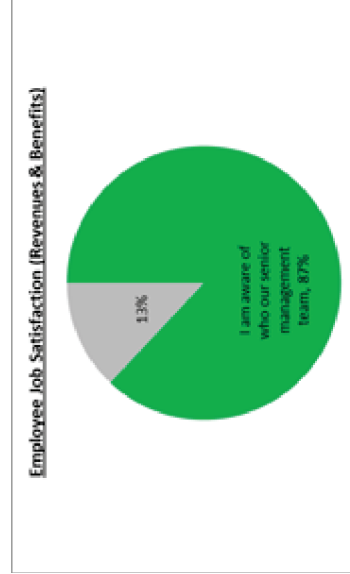
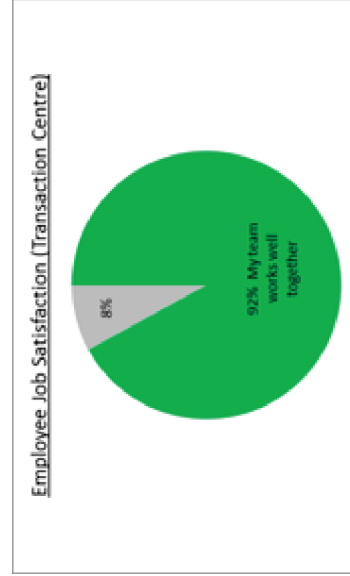
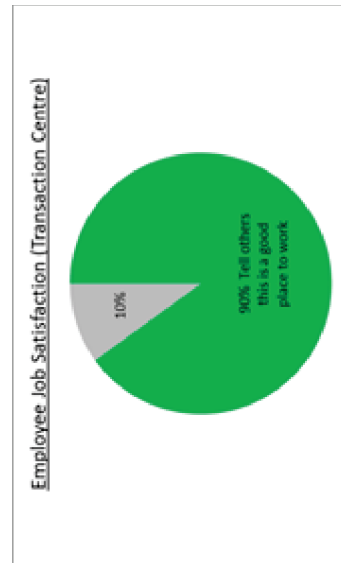
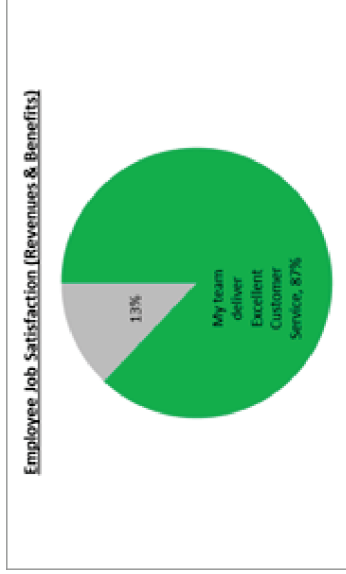
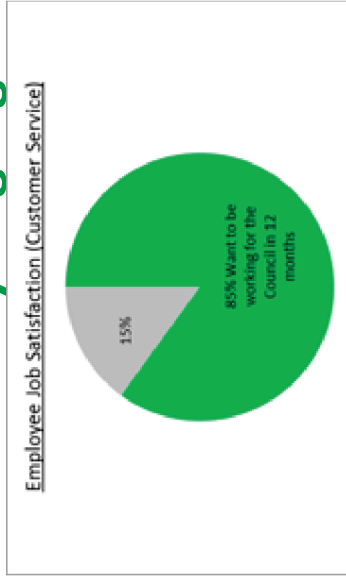
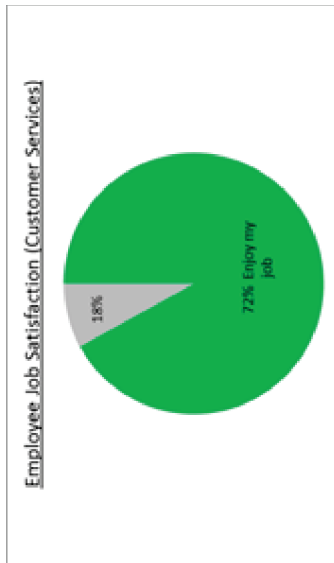


- Regular Team Meetings & 121's for all staff
- Staff Briefings, 'Shout Outs' and Workshops
- Increased management visibility & open door policy
- Robust attendance management (with HR support)
- Promotion of Employee Assistance Programme
- Team Leader Development Programme
- 'Speed Dating' to introduce new team members
- Personal Development Plans in place
- Performance Corner & Information Centres

DUTY OF CARE



Staff Survey Highlights



TRANSACTION CENTRE



PLYMOUTH
CITY COUNCIL

IMPACTS OF AN INCREASED WORKLOAD

- Structure 22 employees:
 - 12 staff new to duties
 - 7 Pertemps agency staff
 - Team Leaders new to teams
- Initial training almost complete
- Reliance on Pertemps adds pressure of uncertainty on team
- Adopted consistent generic workload across all areas
- Some delays to processing suspense items

TRANSACTION CENTRE



PLYMOUTH
CITY COUNCIL

EXPERIENCE OF CUSTOMERS & STAKEHOLDERS

- No formal feedback captured
- Stakeholder relationships developing well
- Positive informal feedback of call handling
- Cashiers feedback captured prior to closure

TRANSACTION CENTRE



PLYMOUTH
CITY COUNCIL

BACKLOG/PROCESSING TIME

- Currently 3 days over target for invoice input
- Mailbox response times all on target
- Direct debit and other cash performance maintained
- Cash collection at normal rates
- Overall income collection bucking national trends

CUSTOMER SERVICES



PLYMOUTH
CITY COUNCIL

IMPACTS OF AN INCREASED WORKLOAD

- Phone demand remains steady
- Face2Face demand marginally up
- Additional workload from Everyone Active calls absorbed
- Answer rates and wait times above target
- High % temporary staff in contact centre – business risk
- Training of staff in new roles nearing completion

CUSTOMER SERVICES



PLYMOUTH
CITY COUNCIL

EXPERIENCE OF CUSTOMERS & STAKEHOLDERS

- Significant improved customer feedback post restructure
- 30+ compliments on Face2Face service in December
- Customer Service Excellence re-accreditation January '12



97% Satisfaction
(Exit Survey Dec 11)



94% Satisfaction
(Telephone Survey Dec 11)

CUSTOMER SERVICES



BACKLOG OF CASES

- None

PROCESSING TIMES OF CASES

- All targets are being met or exceeded

REVENUES AND BENEFITS



PLYMOUTH
CITY COUNCIL

IMPACTS OF AN INCREASED WORKLOAD

- 30% new staff grades B to E (big loss of expertise)
- 5 new Team Leaders and 2 new managers
- Many vacancies at grade C and B
- Low staff morale - D/E split
- High requirement for training - HB and CTax
- Accuracy levels decreased (HB) at 87%
- Significant increase in customer demand (HB)

REVENUES AND BENEFITS



PLYMOUTH
CITY COUNCIL

EXTERNAL FACTORS:

- Housing benefits claims increasing – 6% as at 31/1/12 to 31004
- Economic situation will continue this trend
- DWP ATLAS programme - increase in work forecast 8-10%
- Local Housing Allowance changes increasing workloads
- Take-up campaign in advance of Welfare Reform changes
- End of year processes pressures – (HB and CTax)

REVENUES AND BENEFITS



PLYMOUTH
CITY COUNCIL

RECOVERY PLAN

- 12 month training plan to increase resource flexibility
- Agency staff clearing backlog
- Improving performance management arrangements
- Work streams in progress to manage customer demand
- IT self service in progress to release capacity – April 12
- New telephony and hot desking technology
- DWP Performance Development Team – best practice
- Subsidy Officer and QA support for accuracy

REVENUES AND BENEFITS



PLYMOUTH
CITY COUNCIL

EXPERIENCE OF CUSTOMERS & STAKEHOLDERS

- Informal feedback from customers still good
(Govmetric re-introduced to measure in Jan 12)
- Complaints reducing 18%
- Stakeholder feedback still good
(welfare groups and social/private landlords)
- Processing times improved on 10/11 but still not enough
- 48968 HB actions processed as at 31 Dec 11 (46491 Dec 10)

REVENUES AND BENEFITS



PLYMOUTH
CITY COUNCIL

BACKLOG OF CASES

HB

- Sealed backlog 28/11/11 - 2600 cases (incl 600 new claims)
- Outstanding as at 26/1/12 – 1485 cases
- New claims – all in progress or complete

CTax

- Backlog small – focus on proactive recovery & new year billing

Business Rates

- Backlog none – focus on proactive recovery & new year billing

REVENUES AND BENEFITS



PLYMOUTH
CITY COUNCIL

HB - New claims Processing

- Target 20 days
- Actual 27.71 days

Change of circumstances Processing

- Target 15 days
- Actual 18.34 days

CTax Collection

- Target 82.10% £76,256m
- Actual 81.54% £75,737m

Business Rate Collection

- Target 87.31% £72,944m
- Actual 86.19% £72,010m

SUMMARY



PLYMOUTH
CITY COUNCIL

KEY POINTS

- New structure only in place since November '11
- £1m spend reduction target met in one year!
- Cultural change / new ways of working essential to meet with increased demand
- Major training and development programme in place
- Performance maintained and improved throughout change
- Longer recovery for HB due to complexities of the service
- Commitment to formally review structure after 6 months

CHILDREN'S EMOTIONAL WELL BEING AND MENTAL HEALTH

Children and Young People Overview and Scrutiny
Panel Task and Finish Group



CONTENTS

1. Introduction
2. Executive Summary
3. Recommendations
4. Scrutiny Approach
5. Key Issues Arising from the Evidence
6. Findings:
 - 6a Context in Plymouth
 - 6b Prevention and Promotion
 - 6c Early Intervention
 - 6d Specialist Services

I INTRODUCTION

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

One of the issues considered by the panel is the emotional wellbeing and mental health of children and young people. This has been prioritised because of concerns about the emotional health of children as reported through the Tellus 4 survey and through campaigning in Youth Parliament elections. The Children and Young People's Overview and Scrutiny Panel convened a task and finish group in October 2011 to hear evidence from professionals from across the city to understand the prevalence of mental health needs among children and young people and to review the Children and Young People's Emotional Wellbeing and Mental Health strategy and its development.

This report summarises the findings of that review and makes recommendations for improvements to key services.

2 EXECUTIVE SUMMARY

The scope of this review encompasses the broad range of mental health needs among children and young people across Plymouth, and the extent to which they are being effectively met. Around 15% of the the under 18 population, or 7800 individuals need some form of support in relation to their emotional wellbeing and mental health. The panel found that, although there is a broad range of services in place to provide preventative or early interventions, there does not appear to be a coherent framework in place providing appropriate access to these services for young people and their families. Schools do not feel fully supported by professional services in addressing emotional wellbeing issues once identified, and there is a perceived lack of direct intervention services, including counselling and family therapy.

Crucially, the review identified performance issues relating to the Child and Adolescent Service Multi-Disciplinary Team provided by Plymouth Community Healthcare, resulting in a backlog of over 250 children awaiting treatment, some for several months. The Panel are concerned about performance management arrangements relating to this service, and the resulting impact on the affected children and young people.

3 RECOMMENDATIONS

R1	The Panel extends its congratulations to members of the Youth Cabinet for their work in carrying out the survey of attitudes towards mental health that is referenced in this report
R2	Representatives of Children and Young People Overview and Scrutiny Panel attend the Youth Cabinet to feed back on the report and recommendations following task and finish review
R3	The Council should consider the use of social media networks to promote consultation initiatives
R4	The Children's Trust allocates responsibility to a lead agency to develop a framework that clearly identifies the roles of statutory and non-statutory agencies and the resources available both in prevention and early intervention work with regard to mental health among children and young people.
R5	The Children's Trust review reasons for non attendance of key professionals at Common Assessment Framework meetings, and make recommendations to ensure that such meetings are timely and properly resourced, with particular attention being paid to the role of Educational Psychologists and communication interaction professionals.
R6	Plymouth Community Healthcare (PCH) prepare a communications strategy with respect to children and young people's mental health and revise content of media as appropriate
R7	The Panel commends the Excellence Cluster for their flexible approach to the delivery of services and the best practice demonstrated in their work
R8	PCC and PCT commissioners review the range of early intervention services available and assess the value for money of the range of options.
R9	The Council ensures that key universal services including schools and youth services are notified of alternative counselling services available in the city.
R10	The Council update the Panel regarding the impact of new multi-disciplinary locality teams on Children's emotional well being and mental health services in six months
R11	An urgent summit meeting to be arranged between strategic leads from CYPOSP, PCC, PCT and PCH regarding the findings of this report
R12	PCH review the cost effectiveness of participation support services for young people using mental health services
R13	The Children's Trust investigate and report on ways in which the work of clinicians and other children's professionals can be better coordinated with respect to mental health support
R14	The Children's Trust establishes a clear and transparent process for the identification, monitoring and escalation of issues such as those identified in this report.
R15	Commissioners from the Children's Trust provide interim updates to CYPOSP on the response to these recommendations.

4 SCRUTINY APPROACH

The Overview and Scrutiny Management Board approved in principle on 21 September 2011, the establishment of a Task and Finish Group to review Children's Emotional Well being and Mental Health with membership drawn from the Children and Young People Overview and Scrutiny Panel.

Task and Finish Objectives

The group was asked to:

- Understand the prevalence of mental health needs among children and young people
- Review the Children and Young People's Emotional Wellbeing and Mental Health strategy and developments

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

Membership

The Task and Finish Group had cross party membership comprising the following Councillors –

- Councillor Wildy (Chair)
- Councillor Stark (Vice Chair)
- Councillor Bowie
- Councillor Mrs Bowyer
- Councillor Delbridge
- Councillor Tuohy

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

- Claire Oatway, Lead Officer for Children and Young People OSP
- Liz Cahill, Commissioning Officer and Panel Adviser
- Amelia Boulter, Democratic Support Officer

Methodology

The Task and Finish Group convened over two days 11th and 12th October 2011 to consider evidence and hear from witnesses –

- Camille Smith, Routeways
- Alistair Baggott, Routeways
- Caroline Storer, Platform 51
- Wendy Brett, Headteacher, Sir John Hunt
- Lisa Hartley, Excellence Cluster
- Mel McMahon, Excellence Cluster
- Emily Carter, Member of Youth Parliament and Kerry Whittlesea
- Alan Fuller, Principal Educational Psychologist, Plymouth City Council
- Cate Simmons, Head of Children Services, Plymouth Community Healthcare
- Dan O'Toole, Director of Finance, Plymouth Community Healthcare

- Michelle Thomas, Operations Director, Plymouth Community Healthcare
- Fiona Fleming, Commissioning Manager, Plymouth City Council
- Paul O'Sullivan, Director of Joint Commissioning, Plymouth Primary Care Trust

Background material provided to the group included:

- Briefing Paper
- Mental Health 5-a-day leaflets for Children, Young People and Young Adults
- Extract from Children's Fund Consultation 2010 – Mental Health and Emotional Wellbeing
- 'Improving the State of our Minds' – Emotional Wellbeing and mental Health of Children and Young People in Plymouth – Joint commissioning Strategy 2009 – 2014
- An Introduction to Children and Young People's Emotional Wellbeing and Mental Health in Plymouth Needs Analysis
- South West Public Health Observatory – Children's and Young People's Mental Health in the South West
- Presentation from Youth Parliament

5 KEY ISSUES ARISING FROM THE EVIDENCE

The focus for the task and finish group was intended to be on the range of emotional wellbeing and mental health issues in the city. There are some findings and recommendations relating to this broad spectrum of work. However, a disproportionate amount of time was taken to consider performance issues within Plymouth Community Healthcare's Child and Adolescent Service Multi-Disciplinary Team. This specialist service currently has 254 children awaiting treatment, some for several months.

- It is estimated that approximately 15% of the under-18 population need some form of support in relation to their emotional wellbeing and mental health. There are a number of young people who are effectively hidden and not accessing services who are at a higher risk because they haven't been able to access preventative or early intervention services.
- A broad range of services are in place across the city to provide preventative or early intervention services. However, there is no coherent framework around these services which can make it difficult for young people or families to access them.
- Schools have a number of professionals who have been trained to intervene. Where children need more targeted support a CAF assessment will be held. It can be difficult to pull together all relevant professionals around the table which leads to a lack of knowledge among workers and delays in the support provided. This also leads to schools feeling left with an issue that should have multi-disciplinary ownership.
- Young people do not tend to seek advice from professionals – particularly GPs and teachers if they have a problem. Friends were seen as more of a comfort when young people have an issue and could be in similar situation.
- Direct interventions including counselling and family therapy were seen as effective in containing and resolving issues. However, there was a perceived lack of services in the City.

- More than 250 children are currently on a waiting list for the specialist multi-disciplinary team. For children had waited 6 months and longer for a referral, it is quicker for parents to refer through their GP.
- Contract monitoring had identified a backlog in Autumn 2010. However, there has been a significant delay in remedial action by the provider service. An intervention plan has now been developed – awaiting sign-off - that brings in professionals from other services to ensure young people and their families get urgent support.
- By the time the children were referred to CAMHS their needs were complex and the service could not respond to new children coming in.
- Issues of confidence in resolving the problems emerged during the review. There was significant concern among members of the panel about the impact that delays were having on children and families and the impact this backlog was having on other services for children

6 FINDINGS

6a Context In Plymouth

The World Health Organisation defines mental health as :

'A state of well being in which every individual realises his or her own potential, can cope with the normal stresses of life, can work productively and fruitfully and is able to make a contribution to his or her community'

The Mental Health Foundation describes emotional wellbeing as :

'A positive sense of wellbeing which enables an individual to be able to function in society and meet the demands of everyday life; people in good mental health have the ability to recover effectively from illness, change or misfortune.'

For the purpose of the strategy and this paper child and adolescent mental health services or 'CAMHS' is defined in its broadest sense to include all services that promote emotional well-being and develop good mental health, as well as those which respond to and meet the mental health needs of children and young people through assessment and support.

An Introduction to Children and Young People's Emotional Wellbeing & Mental Health in Plymouth: Needs Analysis November 2008 gives a full breakdown of need, including stakeholder consultation, and found that national prevalence of mental health need for children and young people under 18, described at three levels of need¹, is:

- Those whose needs require use of a specific specialist service. This is estimated at 2.5% of the population (1,040 in Plymouth), including a very small % that may require inpatient care.
- Those whose needs can be managed by other professionals with the relevant skills and experience. This is estimated at 7.0% of the population (3,600 in Plymouth)
- Those who experience mild emotional and behavioural difficulties or early stages of disorders. This is estimated at 15% of the population (7,800 in Plymouth)

We should expect to see increased levels and severity of the problems faced in Plymouth due to the correlation between social deprivation and mental health problems

There are some groups of children and young people who experience particular risks to mental health, these include; those with learning disabilities; Children in Care; asylum seekers and refugees; those in the criminal justice system.

There are also some clear inter-relationships between mental health and childhood abuse and trauma, substance misuse, chaotic family backgrounds and parental mental illness.

The Panel was impressed with engagement work undertaken in the city, but concerned with value for money issues with the Routeways contract relating to the very small number of young people they were working with and funded by CAMHS. Queries were raised as to how much of CAMHS works is subcontracted and to whom.

¹ Research by Child and Maternal Intelligence Unit

On behalf of the Children’s Trust, the Children and Young People’s Emotional Wellbeing and Mental Health Partnership (the Partnership) was formed in 2007. It consists of representatives across schools, health services, early years services, youth services, social care and the voluntary and community sector. It was formed to have oversight of improvements in children’s emotional wellbeing and mental health services.

The strategy outlines key objectives for improvement based on three strategic outcomes:

Area of Work	Outcomes
Promotion and Prevention	Raise aspirations, address stigma and discrimination, and increase resilience of children, young people and their families in relation to their emotional wellbeing and mental health.
Early Intervention	Children, young people and families with emerging mental health needs receive support that prevents problems developing further, and reduces the impact of this on their lives.
Specialist Services	Ensure delivery of integrated services for children and young people with identified mental health needs.

This framework will be used to organise findings from other written submissions and evidence

6b. Prevention and Promotion

The panel received a variety of evidence outlining young people’s views of mental health and support. The 2010 Children’s Fund consultation asked 2532 young people aged 10-16 about mental health and emotional wellbeing including feeling angry or unhappy and support they receive. Headline results are shown below:

	Certainly True	Somewhat True	Not true
I get very angry and often lose my temper	632	1141	515
I worry a lot	459	1143	685
I am often unhappy, downhearted or tearful	206	785	1274

	Yes	No
Would you talk to someone if you were worried about your emotional health?	1548	682
Have you ever asked for advice about your emotional health	200	1958
If yes, was the advice helpful?	162	36

Young people responded to the invitation to provide evidence by carrying out an online survey. The survey was supported by PCC and was advertised via an independent facebook page, more than 120 young people took part in the survey over a two week period and the spread was representative across the City.

Who would you talk to if there was a problem?

	% Answer
Friend	29%
Parents	22%
Youth Worker	14%
Teacher	9%
Doctor	7%
Sibling	7%
Other members of family	6%
Someone else	6%

- Respondants would like to see a range of options not necessarily through GP and someone to talk to
- Young people are worried about being judged if they ask for help and don't feel that they necessarily trust a doctor enough to tell them exactly what is going on.
- Friends were seen as a good source of support because they are with young people on a regular basis, are normally the same age and young people would trust their advice
- Perception that 'something is wrong with you' if you have poor mental health
- Over a quarter of people asked didn't know if services were available close by to help them if they needed it
- Almost 60% of young people had received counselling, however this may include a range of support including mentoring at school, may be over different lengths of time and may not be of a consistent quality.
- Young people hear about emotional health through school lessons and youth work session but the experience was inconsistent across schools and year groups
- Other results could be due to relationship between teacher and student and whether young people access youth services. Other members of the family wouldn't be approached because of concern that parents would be told.

R1	The Panel extends its congratulations to members of the Youth Cabinet for their work in carrying out the survey of attitudes towards mental health that is referenced in this report
R2	Representatives of Children and Young People Overview and Scrutiny Panel attend the Youth Cabinet to feed back on the report and recommendations following task and finish review
R3	The Council should consider the use of social media networks to promote consultation initiatives

The panel heard that a number of services had developed prevention and promotion responses. Schools in particular are playing a major role. In 2010, 97% of Plymouth schools achieved Healthy School status. Healthy Schools Plus has now been rolled out in three phases with a total of 28 schools choosing to focus on mental health as their key area of need. A recent evaluation of this

programme showed that young people report they are better at managing their feelings and are more ready to learn.

The panel heard from a headteacher:

- If a child is not ‘in a good place to learn’ then they will not progress. Whilst there is an underlying drive towards teaching and learning schools are providing appropriate pastoral care to support that learning. In addition, schools tend to be where a crisis happens and rapid support is needed.
- A range of pastoral support is available including learning mentors, pastoral leaders and family liaison workers in school. Targeted services are bought in e.g. this school currently buys in two days a week counselling service. There are good links with other services including voluntary and community services, the Salvation Army, the Youth Service and a Connexions adviser
- The school workforce had been trained at the discretion of the headteacher to identify mental health issues and to provide a first level of response.
- Where schools have a concern they will call a Common Assessment Framework (CAF) meeting. Not all professionals attend which can lead to a delay in interventions starting, gaps in knowledge and concern that not all professionals working with the family have heard the issues. Sometimes the meeting is delayed or does not go ahead – instead being escalated via another route. In particular Educational Psychologists and Communication Interaction professionals miss meetings. This in effect leaves the issue as a school problem when the support of other agencies is needed.
- Headteachers had to make choices about how to allocate resources. Many schools worked together to provide support through economies of scale. Schools do not have a clear framework around levels of support and share expertise across school areas, sometimes developing pilots together.

R4	The Children’s Trust allocates responsibility to a lead agency to develop a framework that clearly identifies the roles of statutory and non-statutory agencies and the resources available both in prevention and early intervention work with regard to mental health among children and young people.
R5	The Children’s Trust review reasons for non attendance of key professionals at Common Assessment Framework meetings, and make recommendations to ensure that such meetings are timely and properly resourced, with particular attention being paid to the role of Educational Psychologists and communication interaction professionals.

The panel heard that the Plymouth Community Healthcare had commissioned a series of leaflets promoting mental health to children, young people and young adults. The leaflets had been designed based on survey evidence from young people through Routeways and the actual format was developed by students at Notre Dame school. The leaflets had been launched in April 2011 and the level of reach would be tested in an upcoming survey of young people this Autumn.

Panel members were concerned that the language used in the leaflets was duplicated across all age groups and the only apparent customisation was in the use of pictures or photographs. It was felt by several members of the panel that the text used whilst general was not accessible or engaging for target audiences, particularly older young people.

Panel heard that the leaflet was left in key areas on school sites and the issues formed part the wider Social Emotional A Literacy curriculum.

R6	Plymouth Community Healthcare (PCH) prepare a communications strategy with respect to children and young people’s mental health and revise content of media as appropriate
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6c. Early Intervention

A broad range of services were commissioned by members of the Children’s Trust to deliver counselling or psychological therapy services. This support was either on a consultative basis – for example providing support including training to professionals working with children and families, or on a more directive basis with direct work – typically counselling or psychological therapy including family therapy being provided directly to the young person. There is mixed opinion about sufficiency of services – including a feeling that young people are having a lot of direct, informal work through support staff working as para-professionals.

The Excellence Cluster described their services:

- Providing mentoring support, counselling and therapeutic support and integrated professional sport advising professionals and schools.
- Providing intensive support at earliest stage – not normal, service model designed around the child as opposed to the professional working with the child.
- Working as part of a practice network with other professionals providing psychological support at a targeted level – coordinated by CAMHS, Routeways, Zone, Hamoaze etc. However need to do more to develop model of cohesive and connected services. Perception that there is ‘plenty of work for everyone’.
- Reported a high degree of interest from schools with previous linked schools reinvesting / recycling their package of support so that other schools can have same experience
- Reported requests from schools and other services to review targeted intervention and how funding is used to access counselling and therapeutic work to ensure spread and access and so de-escalate need.

The Excellence Cluster described perceived gaps in service provision:

- family therapy in primary and secondary schools
- limited access to art or drama therapy then only provided after been through different elements of service
- time limits on services don’t necessarily meet with needs of the child.
- not all schools take up service – secondary schools may get cheaper service elsewhere
- lower cost or free to access counselling services

R7	The Panel commends the Excellence Cluster for their flexible approach to the delivery of services and the best practice demonstrated in their work
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Among the examples given was the Zone’s counselling service. This was an open access service that was funded via Public Health. It was recently publicly announced that the Zone would be ceasing the CAMHS service. In a paper submitted to the panel the organisation suggested that demand outstripped the level of funding and that it felt that it could no longer subsidise the service. According to the report, demand increased by 36% year on year with 136 young people seen in the first quarter.

The panel asked witnesses about the service, some had used the service to support young people as an independent setting outside school. Witnesses had not been made aware of the closure of the service nor of alternative provision available in the City.

R8	PCC and PCT commissioners review the range of early intervention services available and assess the value for money of the range of options.
R9	The Council ensures that key universal services including schools and youth services are notified of alternative counselling services available in the city.

The panel heard from the Educational psychology service about the reorganisation of services around localities with a more focussed offer of prevention and early intervention support for children and young people. In the new service design multi-disciplinary teams would include staff from educational psychology service, youth service and education welfare. All schools have a linked educational psychologist and the locality approach should provide an additional layer of support. Essentially though the service is on consultative basis – direct work can be provided but is costly compared to other providers.

R10	The Council update the Panel regarding the impact of new multi-disciplinary locality teams on Children’s emotional well being and mental health services in six months
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The panel were told by representatives in the voluntary and community sector that

- young people and young adults, particularly young women were concerned that services were not available, that there were often long waiting lists and services were not generally available in their communities. For example, specialist counselling such as for sexual abuse or rape could have 3-6months waiting time.
- there was very limited access to free counselling and to counselling for under 18’s and there was no therapeutic work in the City.
- Mental illness is often hidden and can be avoided through prevention work earlier on.

6d. SPECIALIST SERVICES

In-patient care Plymouth Primary Care Trust (PCT) has commissioned an in patient CAMHS unit, Plymbridge Unit in partnership with Devon, Torbay and Cornwall PCTs. This is a variable contract which depends on uptake. There are 12 bed spaces available for the Peninsula.

Community Specialist Services Plymouth PCT and Plymouth City Council have specific funding for CAMHS which has been bought together as an aligned budget since 2005. In 2010 a Joint Commissioning and Pooled Funding Agreement was established under Section 75 of the National Health Service Act. Under this agreement the PCT act as the lead commissioner.

The overall budget in the pooled fund for this service is:

Plymouth PCT	£	2,582,000
Plymouth City Council	£	731,006
Total Pooled Fund	£	£3,313, 006.00

This model includes:

- a. An Outreach Team: To manage the needs of Children and Young People who are at risk to themselves or others.
- b. An enhanced service for Children in Care: Co-located with Children's Social Care
- c. An enhanced service for those with Severe and Profound Learning Disability: Working with Special Schools and the Integrated Disability Team
- d. An Infant Mental Health Team: Working with parents and 0-5 year olds who are presenting with mental health need.
- e. A Multi-Disciplinary team: Operating a Single Point of Access to mental health intervention for those who do not require an emergency or enhanced response. This also includes enhanced provision to the Youth Offending Service.

All teams except the multi-disciplinary team are delivering the expected volume of service. The latest report from the service shows there are 254 children and young people waiting for an assessment, with the longest wait being 32 weeks. Over 90 children are waiting longer than the contracted 18 week period.

The contract is monitored on a quarterly basis and capacity issues began to emerge in the 2nd quarter 2010/11 – six months into the new contract. The panel received a chronology of activities since then that log concerns and on behalf of commissioners in PCT and PCC demand improvement action plans. The issue had also been escalated to key partnership and executive boards including the Plymouth Safeguarding Children's Board, Plymouth Children and Young People's Trust and the NHS Plymouth Trust Board.

Between June 2011 and September 2011, feedback from the provider has not included a satisfactory improvement plan to improve access. Concerns have been fed back from clinicians that the caseload was more complex than anticipated and as a result that clinicians were not able to deliver expected turnover in cases. Additional information was received however that suggested that vacancy freezes had reduced capacity within the team exacerbating the issues.

In October 2011, an intervention plan has been developed by the commissioners and representatives of the provider to develop an emergency response to the excessive waiting list. This was shared with the panel as a confidential document awaiting signoff by PCH Board.

Representatives of Plymouth Community Healthcare attended and fed back:

- Only one of five teams had a waiting list
- Clinicians were indicating that the caseload included significant risk cases in their opinion and this had led to a backlog. It was felt that by the time cases get to treatment issues are complex and that this absorbs team capacity.
- First priority was to bring the current referral to treatment time back down to 18 weeks. It is planned to review the current caseload in a multi-agency panel – identifying whether appropriate or alternative services could be put in place to support families including removing names from the list. With an understanding of the cases and capacity PCH would be able to project how long it will take to reduce down the waiting list.
- Second priority to review the working model of the multi-disciplinary team to achieve a faster throughput of cases on a more sustainable basis – this is expected to be delivered by end of March 2012.
- PCH asserted that there are not enough staff to respond to the need of the community but recognized that the team is not performing within existing expectations.

- PCH asserted that the clinician group was autonomous and that their judgement must be taken regarding levels of risk and most appropriate package of care

Members of the panel were concerned that the issues regarding the multi-disciplinary team coincided with wider issues around the reorganisation of the provider service into a social enterprise model. That organisational context combined with the failure to respond in a timely manner escalated the risk of delivering actions that would keep children safe in their communities and presented concerns about transparency. The panel was particularly concerned about the impact that pressures on the multi-disciplinary team waiting lists would have both for individuals and families on the waiting list and on other services for children.

R11	An urgent summit meeting to be arranged between strategic leads from CYPOSP, PCC, PCT and PCH regarding the findings of this report
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The panel heard from Routeways regarding projects that provided advocacy services for young people in the secure unit and participation work “In Other Words” with young people using CAMHS to empower young people that access the service to challenge their workers. CAMHS staff put forward young people who may benefit from the service and to date only 6 young people were working with the service. Young people fed back that they were generally happy with the service with some minor complaints.

R12	PCH review the cost effectiveness of participation support services for young people using mental health services
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Feedback was received from other witnesses that:

- waiting times can be 6 months or more with known cases of 12 months, and up to two weeks if high risk
- referrals via a GP were treated more quickly than referrals from school.
- Once in the system there needs to be greater transparency for cases and better engagement between multi-disciplinary team clinicians and other professionals – for example clinicians making recommendations that don’t fit with a school structure and not investigating other factors including bullying.
- Schools are not necessarily made aware if children are medicated and sometimes there can be delay between work with children and the report reaching schools.
- CAMHS workers experiencing a crisis in terms of workload etc
- Individual cases where CAMHS are cancelling appointments over a series of months – so child is not engaging in therapy, no replacements if workers are ill or no maternity cover.
- where children do not attend service is withdrawn – concern that non attendance is not seen as a symptom of mental illness as opposed to as a reason for not providing service.

R13	The Children’s Trust investigate and report on ways in which the work of clinicians and other children’s professionals can be better coordinated with respect to mental health support
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Witnesses representing Plymouth City Council and Plymouth Primary Care Trust Cluster commented as follows:

- An action plan had been developed to tackle the waiting list.
- nationally few people have the expertise to provide the service, so it is difficult to substitute with another service
- there is a good history of partnership working but the delays are unacceptable. Commissioners had to give the provider the opportunity to understand the problem – prevalence, demand and activity. Commissioners were looking for the provider to create a response, which had not been timely or sufficient and the intervention plan was developed to support those families affected.
- there was a need to get the service to work alongside other people across the City if and when the service improves sustainably.
- the ultimate sanction is to find an alternative supplier, however Commissioners were concerned that due to the delay in tendering the service this would not ensure that young people on the waiting list would be seen any sooner. However, this has not been rejected as an option.
- PCC has responsibility to act under probity for LA finance, responsibility through the section 75 agreement and through wider corporate parenting role and the Children and Young People’s Trust. Under the s75 agreement, if PCC felt that the agreement was no longer working the Council could issue notice and withdraw cash in line with the agreement. However, other elements of the agreement were working well – such as the support to children in care.
- The issue has been escalated to the Plymouth Safeguarding Children Board and the Children and Young People’s Trust who are holding this as an urgent issue to resolve. The Children’s Trust Executive are clear that this action plan is an intervention plan and are clear in their challenge to the provider. The solutions that are provided are put forward to consider and safeguard the whole needs of children and families – the delays are putting pressure on other areas of children’s lives including education. The timing of scrutiny review coincides with the actions that are being taken to escalate and resolve the issues.

R14	The Childrens Trust establishes a clear and transparent process for the identification, monitoring and escalation of issues such as those identified in this report.
R15	Commissioners from the Children’s Trust provide interim updates to CYPOSP on the response to these recommendations.

PLYMOUTH CITY COUNCIL

Subject: Response to Support Services Overview and Scrutiny Panel Task and Finish Group Recommendations

Committee: Cabinet

Date: 27 March 2012

Cabinet Member: Councillor Bowyer and Councillor Ball.

CMT Member: Adam Broome, Director for Corporate Services

Author: Malcolm Coe (Assistant Director for Finance, Efficiencies, Technology and Assets) and JP Sanders (Assistant Director for Customer Services and Business Transformation)

Contact: Tel: 01752 304566
e-mail: Malcolm.coe@plymouth.gov.uk

Ref:

Key Decision: No

Part: I

Executive Summary:

The Support Services Overview and Scrutiny Board requested that a Task and Finish Group (T&FG) be established to review the 2011 Restructure of Revenues and Benefits, Customer Services, Cashiers and Incomes and Creditors. The TF&G undertook the review on the 2 and 3 February and formulated 12 Key recommendations. These were approved by the Overview and Scrutiny Management Board on the 29 February and an additional two recommendations were made.

This report contains the recommendations of the T&FG and the appropriate responses from Malcolm Coe, Assistant Director for Finance, Efficiencies, Technology and Assets and John Paul Sanders, Assistant Director for Customer Services and Business Transformation.

Corporate Plan 2012-2015:

Value for communities

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

There is no immediate implication for the MTFs or resource implications as this restructure and our response to the recommendations fall within the approved Budget Delivery Plan.

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

The original restructure has a comprehensive Equality Impact Assessment and the recommendations and the responses fall within the scope of that assessment.

Recommendations & Reasons for recommended action:

The recommendations and responses from the Task and Finish Group and the Overview & Management Scrutiny Board are listed on the following pages.

Alternative options considered and reasons for recommended action:

None considered.

Background papers:

Task and Finish Group Project Initiation Document (PID)
Task and Finish Group Report
Draft Overview and Scrutiny Management Board minute

Sign off:

Fin	DJN 111 2.03	Leg	TH0 042	HR		Corp Prop		IT		Strat Proc	CTI 112. 06
Originating SMT Member Malcolm Coe & John Paul Sanders											
Have you consulted the Cabinet Member(s) named on the report? No											

1.0 Background

In March 2011 the Support Services Overview and Scrutiny Management Board requested that a Task and Finish Group be formed to review the impact of the restructure into Revenues and Benefits, Customer Services, Cashiers and Incomes and Creditors.

The Task and Finish Group comprised as follows:

Cllr David James (Chair)
 Cllr David Stark
 Cllr Pauline Murphy
 Cllr Alison Casey

Darren Stoneman Lead Officer
 Ross Johnston Democratic Support Officer

We would like to firstly thank the members of the Task and Finish Group for the sensitivity and enthusiasm they showed through the process and extend our gratitude for the supportive and constructive report they have produced.

1.1 Response to recommendations

We would like to respond to the recommendations contained within the report as follows.

*(Footnote to R1 added by the Overview and Scrutiny Management Board 29/2/12)

<p>R1:</p>	<p>Given the concerns identified with the call management in the Proof of Concept Team, the Health and Adult Social Care Overview and Scrutiny Panel add this issue to its work programme and request an update at a future meeting from the Cabinet Member for Health and Adult Social Care;</p> <p><i>*(The high level of abandoned calls to the Adult Social Care team was a major safeguarding issue and one which should be addressed as a matter of urgency. The Overview and Scrutiny Management Board therefore supported Councillor McDonald's proposal that a recommendation regarding the installation of a dedicated phone line to enable customers to ring directly through to Adult Social Care be added to the report arising from the Safeguarding Vulnerable Adults Task and Finish Group).</i></p> <p>Agree – happy to present further updates</p> <p>There were some inaccuracies in the statistics in the original report, with the average wait time actually being 2 minutes over the last 12 months. We continue to work closely with ASC to maximise the productivity of available resources.</p> <p>The transformation of ASC and the new ways of working will improve the work flow into the Proof of Concept team for customers. The existing call routing is sufficient and prevents confusion for customers who are now use to using the one number approach for all council services.</p>
<p>R2:</p>	<p>A dedicated cross-department training resource be established to help deliver a service function that has a more effective and consistent role in dealing with training requirements, interpreting and dealing with legislation changes and monitoring quality assurance. It is believed that the training team will alleviate conflicts, friction and pressure between staff as well as ameliorate staff morale</p>

	<p>and assist a service which has suffered from poor performance levels;</p> <p>Whilst it is agreed that there needs to be a more strategic training plan put into place, we do not have the resource or capacity to deliver a centralised training team.</p> <p>A full training plan will be implemented to address the current needs of staff and prepare for forthcoming legislation changes. In addition, a temporary resource has been identified to support with Quality Assurance and legislation interpretation.</p> <p>Lead – Martine Collins</p>
R3:	<p>Malcolm Coe, Assistant Director for Finance, Assets and Efficiencies and Martine Collins, revenues & Benefits Manager to undertake a review of the role profiles for grade D and grade E posts and ensure that clear differentials are contained within the role profiles to bring clarity to the roles and alleviate confusion and friction between staff;</p> <p>Agreed. We will continue to work with staff in firming up the differences between the D&E grade. Whilst there will be inevitable overlaps, we have made progress with the grade E taking more coaching and mentoring responsibility.</p> <p>Lead – Martine Collins</p>
R4:	<p>The Strategic Manager (Revenues and Benefits) role be re-evaluated through Job Evaluation process in an attempt to ensure fairness is established in the grading of strategic manager positions;</p> <p>Agreed. The report reflects the differences in the span of control, both in terms of staff number and financial responsibility of the Strategic Manager (Revenues & Benefits) in comparison to the Customer Service and Transaction Centre Positions; We will liaise with our HR Partners to facilitate this recommendation in line with HR policy.</p> <p>Lead – Malcolm Coe</p>
R5:	<p>A single, central Customer Services location be developed as a part of the Corporate Accommodation Strategy to meet the needs of our customer base and allow for flexibility within disciplines.</p> <p>Agreed. This is a key part of the Corporate Accommodation Strategy and will gather momentum when the future of the Civic Centre is clearer. We are taking this opportunity to look at co-location with Sentinel to explore additional efficiency savings.</p> <p>Lead – JP Sanders / Chris Trevitt</p>
R6:	<p>An interim staff survey is conducted with all staff in May 2012, six months after the implementation of the new structure, and the results of which are shared with the Support Services Overview and Scrutiny Panel;</p> <p>Agreed. A further survey will allow us to check on progress and amend plans to deal with any underperforming areas. We will implement this recommendation as part of the six month review.</p> <p>Lead – JP Sanders.</p>

R7:	<p>Malcolm Coe, Assistant Director for Finance, Assets and Efficiencies to undertake a review of the use of the flexible working policy within the affected departments</p> <p>On-going. The decision to place tighter controls on flexible working within Revenues & Benefits was due to the existing structure and working patterns not meeting the needs of the business or our customers. We are still committed to offering flexible working patterns, however all requests will be considered against business impact. The forthcoming changes under the proposed 'TimeBack' scheme will further support this position.</p>
R8:	<p>John-Paul Sanders, Assistant Director for Customer Services to review an extension to the Customer Services department operating hours to deal with general public enquiries between the hours of 8am and 8pm Monday to Friday and 8am – 5pm on a Saturday.</p> <p>John Paul Sanders has agreed to complete a full review line with this recommendation, initial thoughts are that it would be unaffordable with the current allocated resources, however if after the review it was felt that there was scope or need for an extended service, a Business case would be prepared.</p> <p>Lead – JP Sanders</p>
R9:	<p>Malcolm Coe, Assistant Director for Finance, Assets and Efficiencies to arrange the next stage of staff engagement workshops to follow through suggestions and recommendations raised by staff at the initial workshops</p> <p>We agree that continued engagement with our staff is key to the success of the changes made through this restructure process. We have set up and run a series of engagement forums through which staff have the opportunity to feedback their views and suggestions, the first series of staff ideas have now been assessed and implemented. We will look at further structured feedback as part of the 6 month review of the restructure.</p> <p>Lead – JP Sanders</p>
R10:	<p>Interview feedback is provided as a matter of urgency to all applicants successful or unsuccessful during the recruitment process;</p> <p>This has now been completed as recommended;</p>
R11:	<p>Uniforms for customer facing staff at First Stop should be incorporated into the role as soon as practicable and that consideration should be given to all back office staff having to dress to an appropriate standard;</p> <p>The implementation of this on a trial basis is imminent, uniforms have been designed and ordered and will be trialled within our First Stop team to assess on practicability, durability, customer & staff perception. We will look at rolling this out across all customer facing areas within this department.</p> <p>Lead – JP Sanders</p>

R12:	<p>Mark Grimley Assistant Director for Human Resources and Organisational Development should give consideration to establishing a staff reward scheme which would improve staff morale and encourage staff to promote service improvement ideas that could develop future service delivery;</p> <p>This is currently being considered but will need to be undertaken on an Authority Wide basis, and will have to be designed with longevity to ensure buy in from staff and prevent a repeat of previous aborted schemes.</p> <p>Lead – Mark Grimley</p>
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Additional Recommendation from Overview & Scrutiny Management Board 29/02/2012

R1a:	<p>To include an additional recommendation to Cabinet, that the circulation and implementation of the Action Plan be implemented with immediate effect;</p> <p>Agreed. Revenues & Benefits detailed improvement has been circulated.</p>
R2a:	<p>The Action Plan is submitted to the next meeting of the Overview and Scrutiny Management Board on 28 March 2012 for further scrutiny;</p> <p>Martine Collins (Strategic Manager Revenues & Benefits) will circulate the Action plan to the members of the Overview & Scrutiny Management Board as requested.</p>

CITY OF PLYMOUTH

Subject:	Children and Young People's Overview and Scrutiny Panel's emotional well-being and mental health task and finish report.
Committee:	Cabinet
Date:	27 March 2012
Cabinet Member:	Councillor Samantha Leaves
CMT Member:	Director for People
Author:	Fiona Fleming, Commissioning Manager
Contact:	Tel: 01752 307341 Email: fiona.fleming@plymouth.gov.uk
Ref:	
Key Decision:	No
Part:	I

Executive Summary:

The Children and Young People's Overview and Scrutiny Panel carried out a task and finish review of services to support children's emotional wellbeing and mental health in the City.

During the course of the review a significant concern arose in respect of waiting times for treatment for specialist Child and Adolescent Mental Health Services (CAMHS) delivered by Plymouth Community Healthcare.

Plymouth Community Healthcare is commissioned to deliver assessment and interventions to children and young people with mental health disorders, including targeted support to vulnerable children and young people such as Children in Care. They are also commissioned to deliver a range of training and consultation support to the wider workforce to support early intervention. This service is jointly funded by Plymouth City Council and the Primary Care Trust, with the PCT as the lead commissioner on behalf of Plymouth City Council.

Plymouth Children and Young People's Trust formally received a copy of the report from the Task and Finish Group on the 9th December 2012 and have agreed to the recommendations. An action plan has been developed and the responsibility for this plan has been delegated to PCT as the lead partner for this service area. Additional coordination will be provided through PCC's Children's Commissioning team.

The PCT had been working with Plymouth Community Healthcare on a plan for improvement. This ensures compliance with the national standard of no more than 18 weeks wait between referral and treatment. The achievement of this has been monitored closely by PCT and Plymouth City Council staff with weekly meetings. PCH have made progress towards targets and are reporting that they will have achieved the required performance improvement in referral to treatment times by the end of February 2012 (see appendix 2). Ongoing contract monitoring will ensure the quality of service provision is not adversely affected during the time these improvements are made.

Other key findings related to the coordination of early intervention for children and young people. The Council and the PCT are reviewing the services commissioned to meet this need across the City and have already taken steps to ensure increased capacity and co-ordination of this support.

Corporate Plan 2012-2015:

Positive mental health is an enabler for children’s successful growth and educational attainment. The early identification and resolution of mental health issues is a vital support to children and young people as well as their families. Improving mental health outcomes therefore supports raising aspiration and reducing inequalities.

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

The Council and PCT have in place an agreement for pooled funding and lead commissioning under Section 75 of the Health Act 2006. The PCT are the Lead Commissioner in this arrangement and hold the contract for the service with Plymouth Community Healthcare.

The Council and PCT also commission a range of early intervention counselling and mental health support services using PCT revenue funding, Dedicated Schools Grant and Early Intervention Grant. They have recently jointly commissioned further capacity for targeted counselling provision to meet the need of vulnerable 11-16 year olds. In line with the action plan the Council and PCT are reviewing all the services commissioned to meet this need across the City.

The Council and the PCT are reviewing the efficiency of services to meet need early. There are no further financial commitments from the Council for 2012/13. However, the ongoing review may result in further recommendations pending any changes to commissioning intentions, impact of changes to resources, Early Intervention Grant or changes in the Section 75 agreement. Any future recommendations will need to come forward with clear resourcing in place and outcomes to be delivered.

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

The impact on Council priorities, legal obligations, customers and other services have all been considered

Recommendations & Reasons for recommended action:

It is recommended that Cabinet agree recommendations from Scrutiny Task and Finish and request Children and Young People Overview and Scrutiny Panel continue to monitor progress against the action plan.

Alternative options considered and reasons for recommended action:

Careful consideration has been given to the recommendations and they are all acceptable. Therefore the alternative of not accepting them has been rejected.

Background papers:

Children’s emotional wellbeing and mental health – task and finish report
Children and Young People’s Trust Action Plan

Sign off:

Fin	SRA/ChS03 72/22.2.12	Leg	TH00 43	HR		Corp Prop		IT		Strat Proc	
Originating SMT Member: Pam Marsden, Assistant Director of Joint Commissioning and Adult Social Care											

1.0 Introduction

- 1.1 The Children and Young People's Scrutiny Panel conducted a task and finish review of children's emotional wellbeing and mental health in October 2011. This was prioritised following campaigns in Youth Parliament elections that had raised ongoing concerns about the emotional health of children and young people.
- 1.2 The panel wanted to review the Children and Young People's Emotional Wellbeing and Mental Health Strategy 2009-2014. They heard evidence from professionals from across the city to understand the need of children and young people in the City and how well this need was being met.
- 1.3 At the time of review concerns had been raised, through the Plymouth Safeguarding Children's Board and the Children and Young People's Trust, that young people were experiencing significant delays in accessing treatment. The PCT had been working with Plymouth Community Healthcare on a plan for improvement.
- 1.4 Plymouth Community Healthcare is commissioned to deliver assessment and interventions to children and young people with mental health disorders, including targeted support to vulnerable children and young people such as Children in Care. They are also commissioned to deliver a range of training and consultation support to the wider workforce to support Early Intervention. This service is jointly funded by Plymouth City Council and the Primary Care Trust, with the PCT as the lead commissioner on behalf of Plymouth City Council.

2.0 Findings and recommendations from the report

- 2.1 The Task and Finish Panel review considered the emotional wellbeing and mental health needs of children and young people in Plymouth. Consideration was given to the services commissioned or provided to meet this need.
- 2.2 The Children and Young People's Emotional Wellbeing and Mental Health Strategy 2009-2014 states that 25% of 5 – 15 year olds will need some form of support in relation to their emotional wellbeing and mental health. Most children and young people will have their needs met through appropriate early support with a small number requiring a mental health specialist service.
- 2.3 The panel found that, although there is a broad range of services in place to promote good mental health or provide early intervention, there is still a need for greater coordination through a clear framework to provide appropriate access for young people and their families.
- 2.4 Some schools expressed that they did not feel fully supported by professional services in addressing emotional wellbeing issues. There is a perceived lack of access to direct intervention services, including counselling and family therapy, once difficulties have been identified.
- 2.5 Crucially, the review focussed on the negative impact of the performance issues relating to the Child and Adolescent Service Multi-Disciplinary Team provided by Plymouth Community Healthcare. This had resulted in a waiting list for specialist CAMHS of over 250 children, some of whom had been waiting for longer than the NHS standard of 18 weeks referral to treatment.
- 2.6 In total there were 15 recommendations shared among the Children's Trust, PCC, the primary Care Trust, and Plymouth Community Healthcare. The recommendations and action plan were received and endorsed by the Children's Trust Board on 9th December 2011. An action plan to implement the recommendations was also agreed and this is regularly monitored by the Children's Trust. The recommendations and updated action plan can be found in appendix 1.

3.0 Summary of key areas of progress:

3.1 Waiting Times for Specialist Intervention

- 3.1.1 The PCT had been working with Plymouth Community Healthcare on a plan for improvement. This ensures compliance with the national standard of no more than 18 weeks wait between referral and treatment. The achievement of this has been monitored closely by PCT and Plymouth City Council staff with weekly meetings.
- 3.1.2 Plymouth Community Healthcare has significantly reduced the number of Children and Young People waiting longer than the national standard of 18 weeks from referral to treatment. The original trajectory set a target to reduce the number of referrals breaching this standard to 11 at the end of February and one by the end of March. PCH have made progress towards targets and are reporting that they will achieve the required performance improvement. The trajectory and performance against this can be found in Appendix 2. Ongoing contract monitoring will ensure the quality of service provision is not adversely affected during the time these improvements are made.
- 3.1.3 An External Review Team from the high performing Oxford and Buckinghamshire CAMH Service has been commissioned by Plymouth Community Healthcare in order to review the model of service delivery. Recommendations from this review will be used to ensure sustainability of access to the service.

3.2 Attendance at Common Assessment Framework (CAF) Meetings

- 3.2.1 The issue of non attendance at CAF meetings by key agencies was reviewed at the Children's Trust Exec on 18/01/2012. All partners agreed to ensure through commissioned and provided services staff would prioritise attendance at CAF meetings. Further work has been progressed to ensure CAF meetings are properly resourced and attendance monitored closely.

3.3 Communication

- 3.3.1 Plymouth Community Healthcare has developed a communications strategy to ensure practitioners and referring agencies are kept informed about service developments. PCH wrote to all referring agencies on 6th January and 8th February 2012 to update them on the waiting list and on the other mental health services they deliver for children and young people.
- 3.3.2 PCH also wrote to schools in November informing them of the support available through the Targeted Mental Health in Schools (TaMHS) project, commissioned using Early Intervention Grant funding. Further communication to be sent by the Council by the end of February informing secondary schools and youth services about new counselling service (see 3.4.2).

3.4 Review of roles of statutory and non-statutory provision and Early Intervention

- 3.4.1 The requested Framework document has been developed. This outlines the requirements in respect of Children's Emotional Wellbeing and Mental Health for the PCT, Local Authorities and schools. It also maps commissioned resources specific to Children's Emotional Wellbeing and Mental Health against the level of need for preventative services, early intervention, targeted early intervention and specialist services. This will form the basis of the review of Early Intervention provision to be undertaken by the end of March 2012.

- 3.4.2 PCC and PCT have commissioned a new pilot for an early intervention therapy service targeted to meet the needs of vulnerable 11-16 year olds, including those experiencing significant family problems, such as domestic abuse and parental substance misuse and those in vulnerable groups, such as unaccompanied asylum seekers and young carers. This is due to start at the beginning of March 2012.
- 3.4.3 Improvements in co-ordination of early support and increased capacity to meet need early have formed the key components of the Children's Services Early Intervention planning and framework to meet the needs of troubled families. In turn this ensures diversion from specialist high cost services.
- 3.4.4 In partnership with the PCT, joint commissioning will improve the performance of the specialist CAMH service and improve capacity to meet need earlier. This will improve long term outcomes for Children, Young People and Families in raising capability for achievement and reducing health inequalities.

4.0 Recommendations

- 4.1 It is recommended that Cabinet agree recommendations from Scrutiny Task and Finish and request Children and Young People Overview and Scrutiny Panel continue to monitor progress against the action plan.

APPENDIX 1: EMOTIONAL WELLBEING AND MENTAL HEALTH - Task and Finish Report Recommendations and Action Plan

	Recommendation	Action Required to Deliver Recommendation	Lead	Update as at 20/02/12	Date to be Completed by
R1	The panel extends its congratulations to members of the Youth Cabinet for their work in carrying out the survey of attitudes towards mental health that is referenced in this report	Prepare letter on behalf of Chair of CYPOSP	Claire Oatway, Policy, Performance and Partnership Manager PCC	Letter sent	31/01/2012
R2	Representatives of Children and Young People Overview and Scrutiny Panel attend the Youth Cabinet to feedback on the report and recommendations following task and finish review	Arrange session for feedback to the group	Claire Oatway, Policy, Performance and Partnership Manager PCC	Attendance originally scheduled for February has been rescheduled due to availability (Youth Parliament elections and preparation) Meeting re-scheduled for 22 nd February 2012	31/01/2012
R3	The Council should consider the use of social media networks to promote consultation initiatives	To include within design of PCC consultation framework	Giles Perritt, Head of Performance, Policy and Partnerships PCC	Agreed that social media and other online channels be included within consultation framework and associated communications. Work has started to refresh PCC consultation framework due for completion in Spring 2012.	Complete
R4	The Children's Trust allocates responsibility to a lead agency to develop a framework that clearly identifies the roles of statutory and non-statutory agencies and the resources available both in prevention and early intervention work with regard to mental health among children and young people	Children and Young People's Trust Executive identify staff team to produce framework document of services responding to differing levels of need and available at both locality and city wide level, including those provided by the statutory and non-statutory sector. This framework to be used to support action in respect of R 8.	Paul O'Sullivan, Director of Joint Commissioning NHS Plymouth & Fiona Fleming, Commissioning Manager PCC	All commissioned services have been mapped against statutory responsibilities and role of prevention, early intervention (2 levels of need) and specialist intervention. Resources from Dedicated Schools Grant, Early Intervention Grant, PCC and PCT revenue funding are clearly identified in document.	Framework document to be presented to Children's Trust Executive on 21/03/2012

APPENDIX 1: EMOTIONAL WELLBEING AND MENTAL HEALTH - Task and Finish Report Recommendations and Action Plan

	Recommendation	Action Required to Deliver Recommendation	Lead	Update as at 20/02/12	Date to be Completed by
R5	The Children's Trust review reasons for non-attendance of key professionals at Common Assessment Framework meetings, and make recommendations to ensure that such meetings are timely and properly resourced, with particular attention being paid to the role of Educational Psychologists and communication interaction professionals.	Common Assessment Framework team prepare a review of attendance issues to be reported to the Children and Young People's Trust Executive	Amanda Paddison, CAF Manager	The issue of non attendance at CAF meetings by key agencies was discussed at the Children's Trust Exec on 18/01. All partners agreed to ensure through commissioned and provided services staff would prioritise attendance to CAF meetings. Maggie Carter has reported that Educational Psychologists and communication interaction professionals will attend meetings where appropriate. Further work has been progressed to ensure CAF meetings are properly resourced and attendance monitored closely Children's Trust Executive will continue to monitor.	Complete
R6	Plymouth Community Healthcare (PCH) prepare a communications strategy with respect to children and young people's mental health and revise content of media as appropriate.	To ensure partners and young people are made aware of the services that are available to them and how those services are developing	Jacqui Gratton, Communications Manager PCH Michelle Thomas, Direct or of Operations PCH Cate Simmons, Interim Head of Children's Services PCH	Communications strategy developed and submitted. PCH sent letters to all referring agencies on 6 th January and 8 th February 2012 to update them on the waiting list and on the other mental health services they deliver for children and young people.	To be presented to Children's Trust Exec on 21/03/2012
R7	The Panel commends the Excellence Cluster for their flexible approach to the delivery of services and the best practice demonstrated in	Letter to be drafted for sign off by Chair	Claire Oatway, Policy, Performance and Partnership Manager PCC	Letter sent	30/11/11

APPENDIX 1: EMOTIONAL WELLBEING AND MENTAL HEALTH - Task and Finish Report Recommendations and Action Plan

	Recommendation	Action Required to Deliver Recommendation	Lead	Update as at 20/02/12	Date to be Completed by
	their work.				
R8	PCC and PCT commissioners review the range of early intervention services available and assess the value for money of the range of options.	Joint Commissioning Plan to be developed by PCC and NHS Plymouth to maximise use of available resources for commissioning appropriate and effective services early intervention services. Draft Joint Commissioning Plan to be developed during 2011/12 for approval with view to implementation in financial year 2012/13	Paul O'Sullivan, Director of Joint Commissioning NHS Plymouth (Commissioning officers from PCC and NHS Plymouth) & Fiona Fleming, Commissioning Manager PCC	PCC/PCT additional pilot for counselling services targeted to CYP with significant family problems – such as domestic abuse, substance misuse and vulnerable groups such as young carers and unaccompanied asylum seekers A range of small grants have been awarded through Localities Small Grant Commissioning to 4 voluntary and community sector projects to increase capacity for prevention and early intervention. Review of services underway which will inform the Joint Commissioning Plan for 2012/13	31/03/2012
R9	The Council ensures that key universal services including schools and youth services are notified of alternative counselling services available within the city.	Communication to be prepared	Maggie Carter, Assistant Director - Learner & Family Support PCC	Schools were informed by PCH of support available through TaMHS, commissioned through Early Intervention Grant, on 21 November Communication sent by PCH to all referring agencies as reported in R6. Follow up communication to be sent regarding of contract for counselling service by the end of February	Further communication drafted and ready to be sent by 28/02/2012

APPENDIX 1: EMOTIONAL WELLBEING AND MENTAL HEALTH - Task and Finish Report Recommendations and Action Plan

	Recommendation	Action Required to Deliver Recommendation	Lead	Update as at 20/02/12	Date to be Completed by
R10	The Council update the Panel regarding the impact of new multi-disciplinary locality teams on children's emotional wellbeing and mental health services in six months	Schedule update to CYPOSP	Maggie Carter, Assistant Director - Learner & Family Support PCC / / Alan Fuller, Principal Educational Psychologist PCC	To be included in CYPOSP forward plan.	30/04/12
R11	An urgent summit meeting to be arranged between strategic leads from CYPOSP, PCC, PCT and PCH regarding the findings of this report	Meeting took place 26 th October 2011.		Complete – full report made to CYPOSP on 5/1/2012	Complete
R12	PCH review the cost effectiveness of participation support services for young people using mental health services	Director of Finance to work with the Chief Executive of Routeways	Dan O'Toole, Director of Finance PCH	Completed in conjunction with Routeways.	31/12/2011
R13	The Children's Trust investigate and report on ways in which the work of clinicians and other children's professionals can be better co-ordinated with respect to mental health support	Learning from the current multi disciplinary review underway of the cases waiting for CAMHS assessment will be used to inform how professionals can improve coordination at both an early intervention stage and during treatment with particular reference to use of CAF (R5). The framework document (R4) and Joint Commissioning Plan (R8) will incorporate this.	Cate Simmons Interim Head of Children's Services PCH Paul O'Sullivan, Director of Joint Commissioning NHS Plymouth	Options appraisal in development following lessons learnt from waiting list review. This will implement coordination in information gathering and referral. Initial discussions held at Children's Trust Board providing additional feedback and support from across the sector.	Options appraisal as to referral routes and options to improve co-ordination to be presented to Children's Trust Exec for approval on 21/03/2012 Incorporation in Joint Plan by 31/03/2012

APPENDIX 1: EMOTIONAL WELLBEING AND MENTAL HEALTH - Task and Finish Report Recommendations and Action Plan

	Recommendation	Action Required to Deliver Recommendation	Lead	Update as at 20/02/12	Date to be Completed by
R14	The Children’s Trust establishes a clear and transparent process for the identification, monitoring and escalation of issues such as those identified in this report	Mechanism for reporting of performance through Children’s Trust Executive and Board to be reviewed and refreshed	Claire Oatway, Policy, Performance and Partnership Manager PCC	To be incorporated into Plymouth 2020 governance review and partnership working guide.	31/03/2012
R15	Commissioners from the Children’s Trust provide interim updates to CYPOSP on the response to these recommendations.	Progress report to be reviewed by Children and Young People’s Trust Exec and dates for reporting to CYPOSP to be agreed with Chair.	Paul O’Sullivan, Director of Joint Commissioning NHS Plymouth & Fiona Fleming, Commissioning Manager PCC	Action plan and progress reports to be reviewed at Children’s Trust Executive on 21/03/2012 Update to be provided for 1 st March 2012 with quarterly follow up reports	31/12/2011

Subject: Housing Plan 2012 - 17
Committee: Cabinet
Date: 27 March 2012
Cabinet Member: Councillor Fry
CMT Member: Director for Place and Director for People
Author: Stuart Palmer, Asst. Director for Homes and Communities
Contact: Tel: 01752 306716
e-mail: stuart.palmer@plymouth.gov.uk
Ref:
Key Decision: No
Part: I

Executive Summary:

Cabinet agreed a draft Housing Plan for consultation on 13 December 2011. This report sets out a summary of the consultation feedback, together with suggested responses, and a final updated Housing Plan for approval and adoption by Cabinet and the Council. The plan is complete but needs typesetting and delegation is sought to the portfolio holder to agree the final layout.

Overall we received 40 responses from individuals and organisations with a majority of positive comments endorsing the main approach and priorities of the plan, but seeking more detail. We are heartened and grateful to partners for their engagement and commitment.

Our plan is deliberately strategic, with detail to be developed within the themed delivery plans, and this feedback will be invaluable in developing the four plans with partners. Individual responses to those agencies that provided detailed comments are being prepared

For each theme we aim to develop action focused delivery plans, which are measurable, flexible and responsive to changes over the five years of the plan, to hold to account all of our partner agencies in the delivery of the priority objectives. This should meet our statutory requirements for specific strategies e.g. Homelessness Strategy. Cabinet is asked to approve and adopt the plan so that final work can be undertaken on these detailed Delivery Plans for each theme.

The Housing Plan has been updated to reflect outturn statistics on this final year's delivery of the Housing Strategy, which preceded our new Housing Plan 2012-17.

Corporate Plan 2012 – 2015:

The plan directly supports the vision and wider priorities for the city around growth including new homes and jobs, tackling health and wider inequalities especially in areas of deprivation, supporting resident's aspirations, and developing successful and cohesive communities.

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

The plan will be a key focus for supporting investment bids, and guiding spending plans when substantial reductions in public sector funding for housing are now challenging our services.

Homeless Prevention Grant needs a focus for spend to reduce the incidence of people losing their homes, and our capital investment equally needs to target those projects which make a transformational change to the city.

The Plan proposes the strategic use of assets and land to lever in additional external public and private investment, deliver new homes, and maximise New Homes Bonus to fund growth and regeneration.

Some resource streams and funding are not yet clear as government have not yet announced all the detail of new initiatives within the new Housing Strategy, 'Laying the Foundations', and the delivery plans need to be flexible and responsive to opportunities as they arise.

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

The Housing Plan has included a risk evaluation and Equality Impact Assessments of all delivery plans will be complete prior to their adoption.

Recommendations & Reasons for recommended action:

It is recommended that Cabinet:

1. Approves the Housing Plan 2012 – 17 and recommends it to Council for adoption, with delegation to the Assistant Director for Homes and Communities to agree a final layout with the portfolio holder prior to publication.

Reason – to provide a clear priority framework for action across the city in housing and related improvements with our partner agencies.

2. Instruct officers to develop Delivery Plans for each theme working with partner agencies to realise the objectives in the housing plan, and reporting annually to cabinet and relevant boards on their outcomes.

Reason - to ensure that detailed and resourced action plans focus on our agreed priorities, with flexibility to ensure we capitalise on future opportunities for the city, and are accountable for delivery.

Alternative options considered and reasons for recommended action:

Not applicable.

Background papers: Housing Plan 2012-17

Sign off:

Fin	MC 1112 .09	Leg	LT3 736	HR		Corp Prop		IT		Strat Proc	
Originating SMT Member											

1.0 Introduction

1.1 This final Housing Plan sets out how partners across the city can work towards this city vision for its homes and communities over the next five years. It replaces five current separate strategies which are now out of date or at the end of their intended scope. Together with clear action focused delivery plans, this approach will also meet the City Council's statutory strategy requirements.

1.2 Our plan has four key housing themes each containing four priority objectives with suggested actions through which we aim to address the wider housing needs of the City. Each theme reflects on the evidence base on the issues we need to tackle and the priority actions were developed with partners. Clearly we will need to evaluate all realistic options to meet our objectives but they must be deliverable.

2.0 Consultation

2.1 The priorities we need to address are significantly delivered through partnerships, so we have taken time to develop this plan through multi agency and cross sector task and finish groups. Therefore the key priority objectives and aims should be familiar to a significant number to agencies who will be responsible for their success.

2.2 We asked people whether they:

- Recognised the description of the issues, problems and challenges, and if not what was missing
- Agreed with the key priority objectives, and if not what was missing
- Would commit their agency to work with us to tackle them, and if so specifically if there were issues they could help with.

A wide range of partners and residents of the City, including Plymouth 2020 Executive, have had the opportunity to comment, and many have made positive suggestions on Plan. There is also much which will feature in the development of the detailed Delivery Plans which are now in development. Around 40 comments and suggestion were received.

2.3 There is broad overall agreement with the key priorities and objectives, with suggestions on specific nuances and detail to ensure the plan is located with a wider context, geographically, and thematically. Some examples by theme are set out below with specific changes or inclusions to the plan noted. However no changes were required to be made to the objectives or priorities proposed.

2.4 Where the responses define a specific and accepted gap, an amendment to the plan has been made. However, the majority of responses were focused on the detail of how the objectives and priorities should be developed and delivered in the eyes of the respondent. These comments will be considered in the development of the action focused delivery plans which set out how we will achieve our ambitions. Furthermore as we specifically asked respondents to define how they could help, where they have offered support, we will engage them in this process.

A summary of responses by the Housing Plan themes are set out below.

2.4 .1 General / challenges

Generally, the majority of responses agreed that the plan was well set out with clarity on the issues, challenges and options, and it articulated the problems clearly. The majority of respondents were broadly in agreement with the description of the challenges, with some commentators emphasising the underpinning causal factors inherent within the economy, and that to address the issues, the economy needs to improve. This is accepted, and the Council sees this as a priority.

2.4.2 Growing the City

There was a general agreement on the need for a mix of homes including affordable housing, and tackling regeneration. Quality is as important as quantity, with a focus on design requested. A challenge for more aspiration was made and greater mention of the private sector in meeting demand. There is a need to locate this within a sub-regional housing market context and a clear role for the Growth Board and Heart of the South West Local Economic Partnership in connecting housing to the economy.

The majority of these comments have been reflected in the revised text, but there was no need to change the objectives or priorities. The detail in the delivery plan will accommodate some of the aspiration and housing sector emphasis, and also quality and design issues. Governance through engaging the Growth Board is also critical in defining the role of housing and regeneration within the underlying economic factors we need to tackle.

2.4.3. Better Homes – Healthy Lives

There were no areas of disagreement, and much agreement with the priorities from the respondents to consultation, but some comments were made on points of emphasis, and a need to mention the link between housing quality and educational attainment, and also policies and measures to address the negative impact imbalance in tenure mix, especially in deprived neighbourhoods. Closer links were suggested with public health priorities, together with proactive policies or measures to improve the management and quality of the private sector. All of these factors can be included within the Delivery Plans, but there is no need to materially change the priorities.

2.4.4. Housing Choices - Smarter Solutions

There was general approval of the priority objectives identified. In addition to general comments about homelessness, some respondents particularly requested further emphasis on tackling rough sleeping, and supporting vulnerable people to access decent private rented sector accommodation. We agree that these issues are a high priority and they will be given further consideration during development of the delivery plan. There was only one area of dispute – in relation to the inclusion of gypsies and travellers in the plan and in particular their need for appropriate site provision. The comments demonstrated some misunderstanding of the issues, and the plan will not be changed as a result.

2.4.5 Successful Communities

There were many areas of agreement with the objectives in this theme, together with a clear cross reference to the tenure re-balancing mentioned in the Better Homes feedback above. There was a suggestion that we should recognise the dynamics of change within communities in respect of cohesion; a zero tolerance of sustained harassment and prejudice to send a stronger message to all; a strong dialogue with communities and a focus on smoking cessation, particularly in the home. All of the above can be accommodated within delivery plans, but the main priorities received a clear endorsement.

3. Conclusion

3.1. Overall, the priorities and objectives within the plan received an endorsement by the majority of respondents. This reflects the fact that the plan was developed with a wide range of partner agencies across the public, private and voluntary sectors who are engaged in addressing the housing and regeneration needs of the city. This should give the Council confidence, that it has accurately identified the key priorities and objectives, which must now form the core of action focused delivery plans to address these issues over the next five years.

3.2 Minor amendments to the text have been made to address some of the contextual responses, and final outturn figures on delivery of priorities within the Housing Strategy 2008-11 have been included. The plan will be formatted prior to final publication. Cabinet is therefore requested to approve the plan and recommend it to the Council for adoption.

HOUSING PLAN 2012-2017



INTRODUCTION

Good quality housing in thriving communities is essential to achieving Plymouth's Vision.

'To be one of Europe's finest, most vibrant waterfront cities, where an outstanding quality of life is enjoyed by everyone'

The Housing Plan 2012 - 2017 sets out how partners across the city can work towards this city vision for its homes and communities over the next five years. It replaces five current separate strategies, and together with clear action focused delivery plans, will also meet the City Council's statutory strategy requirements.

Our current Housing Strategy 2008-11 has delivered real improvements for Plymouth's residents, achieving funding to improve 15,500 existing former council homes through stock transfer, and delivering record numbers of affordable homes, attracting over £100m of inward investment to the city. It is now out of date and we need to focus on what we can achieve in a very different environment.

Plymouth is a city of ambition and opportunity with a proven track record of delivery. As the economic and cultural centre for the far South West, it offers a good quality of life for the majority that live and work here. But it is also a place where some residents are disadvantaged and don't have equal access to a home that they can afford in an attractive environment. Good housing is necessary to help people and their families thrive and contribute to the city's economy. Our current housing 'offer' to both current and prospective residents is varied in quality, location and value.

While the city sits in one of the most attractive and affluent parts of the UK, its economic and social make up are distinctly different to its neighbours and most of the South West. It experiences symptoms of higher than average UK rates of homelessness, and vulnerable people with wide health inequalities and worklessness. These appear to be rooted in the particular local economy and its housing market, and the city includes a number of areas within the nation's locations of highest deprivation, often combined with poor housing conditions.

In Summary

In comparison with the UK and much of the South West, Plymouth has relatively:

- Lower levels of owner occupation and higher levels of private rented and social rented homes.
- More older privately owned or rented properties in poor standard or failings basic tests.
- Higher concentrations of poorly maintained and fuel inefficient private housing occupied by older and vulnerable, low income households .
- More poor standard social rented homes needing renewal and regeneration in mono tenure estates.
- Higher numbers of larger families with complex needs, impacting negatively on their communities.
- High social and financial exclusion in a low waged economy, with significant worklessness.
- Less affordable homes than much of the UK because of the low wage base.
- Significant demand for privately rented homes, and those in multiple occupation from both students and local people.
- Marked differences in house prices to buy or rent from one part of Plymouth to another.

But some issues are similarly experienced by most across the rest of the country; people in Plymouth are feeling the effects of the economic downturn, with public resources reduced and with constrained development and limited access to mortgage finance. Household budgets are being squeezed with fuel, food and housing costs rising.

Our challenges ahead are significant. Our responses need to be equally innovative, robust and focused.

The Council and its partners need to harness solutions and investment that will address these issues, supporting those who miss out on opportunities, and equally driving transformational change to deliver our growth plans for the city. We do not have the option of an 'either or' approach. Addressing the causes of market imbalances by delivering growth and regeneration, and simultaneously equipping people with information, skills and services to help them secure better homes and environments should be our twin track ambitions.

National housing policy is radically changing with the Localism Act introducing new and changed duties for councils, and new flexible tenancies with different and higher rental levels. This is coupled with proposals of Welfare Reform which we estimate may impact adversely on the options and incomes of around 6000 residents.

The government's first National Housing Strategy 'Laying the Foundations' was published recently and we will evaluate which initiatives are relevant for Plymouth. Consequently this plan has been developed to be flexible enough to respond to new housing policy drivers.

This Plan has four key housing themes each containing four priority objectives through which we aim to address the wider housing needs of the city. Each theme reflects on the evidence base on the issues we need to tackle.

It has been developed by multi agency, cross sector engagement and task and finish groups to ensure it is complementary to other strategies and plans for the city. Each group considered a range of options and opportunities before narrowing down to four key objectives. Should the Council adopt a single 'Plymouth Plan', the key priorities and focus of this plan can be easily assimilated in its development.

Before finalising the Plan we further sought the views of residents, partners and other stakeholders. There was broad overall agreement with the strategic direction and key priority objectives. Many consultees made positive suggestions, some of which have been incorporated into the Plan, and others will inform the development of the delivery plans which will set out how we will achieve our objectives and ambitions.

There is no point in developing objectives without a clear focus on delivery. Therefore we have a delivery plan for each theme, setting out the actions required for focused partnership work to ensure success. They are designed to be flexible, to respond to changing circumstances with measurable milestones and actions. Delivery will be monitored both by the Council and relevant Plymouth Partnership boards.

THEMED PRIORITIES

At the core of the plan we have four key themes which set out strategic objectives that work towards the shared city and Council vision and priorities:

City Priorities	Housing Plan Themes
Deliver Growth	Growing the city
Raise Aspirations	Housing Choices – Smarter Solutions
Reduce Inequality	Better homes – Healthy Lives
Provide Value for Communities	Successful Communities

Our Key Housing Plan themes are:

- **Growing the City** - Contributing to the economic prosperity, physical regeneration and growth of the city.
- **Better Homes, Healthy Lives** - Making homes safer, healthier and accessible.
- **Housing Choice, Smarter Solutions** - Increasing choice, tackling inequalities and preventing homelessness.
- **Successful Communities** - Making neighbourhoods safer, healthier, cleaner, cohesive and more prosperous.

The Housing Plan captures the city's housing ambition and sets out priority objectives for developing, improving and investing in people's homes, neighbourhoods and communities up to 2017. The plan demonstrates:

- Without new and improved housing supply of the right type and tenure, the economic and physical regeneration of our city will be constrained.
- Different solutions are needed in the current housing market, and we need to explore how each part of the city's housing market can 'up its game' to improve the city's housing offer for all, with support for the most vulnerable.
- Improving housing standards to provide safe, secure, well designed, accessible and energy efficient homes can improve the health and wellbeing of all residents, and will, over time reduce health inequalities.
- Access to good quality housing, at a price people can afford, will reduce inequality and provide the right environment in which children can thrive, get the best out of their education, and help adults get back into work.
- Successful communities are achieved by working with residents to create a strong sense of place, where people feel safe, and have increased engagement and satisfaction in where they live.

DELIVERY AND ACCOUNTABILITY

Our Plan has four themes each with four priority objectives. We are now developing detailed delivery plans, one for each theme, to cover specific, measured and agreed actions to realise the delivery of each objective within this plan, and examples are included within the themed objectives – to show how we will work towards the overarching ambitions set out here. They include an analysis of risk and investment required, and equality impact assessments. All agencies need to work together on these cross cutting actions to make a material difference to people's lives in the city.

If we are to be successful, this plan needs the commitment of all public, private and voluntary agencies across a wide range of interests. They are not the Council's sole responsibility, but the City Council recognises its role in community leadership, and will champion and challenge agencies to deliver the transformational change we need. To ensure accountability we will agree a series of regular reports on progress through the Council and Plymouth 2020, including the Plymouth Growth Board, Health and Well Being Board, Children's Trust, Safer and Stronger.

The plan covers a five year span and some elements will be achieved earlier than this while others, like North Prospect regeneration, will take ten or more years. It will therefore need continuous review to ensure that the Plan stays relevant, appropriate, and responsive to policy changes and opportunities.

Our track record of delivery working across all sectors and with local, regional and national partners should give everyone confidence that we will achieve what we set out to do. Our sincere thanks go out to all agencies that work within Plymouth for their commitment to deliver these significant outcomes.

We will need to be even more innovative and committed to our housing objectives if we are to realise the transformation we seek in the current challenging economic environment.

HOUSING STRATEGY 2008 -11 DELIVERY OUTCOMES

Our 2008 -11 Housing Strategy has driven many outcomes and improvements both in existing homes and new provision. Together with our partners the Council has co-ordinated interventions to prevent homelessness, and to give older and disabled people the opportunity to remain in their own home if they wish. It has tackled poor housing standards and management, reduced anti-social behaviour, and supported troubled families with complex needs. Many more homes are fuel efficient, and we have a far wider range of supported housing projects than ever before.

In a difficult housing market we have driven record numbers of new affordable homes and achieved a much better balance of tenures in key regeneration areas, together with significantly more local engagement and pride in neighbourhoods through targeted capacity building work.

The following is a list of some of our joint achievements. All our local partners can feel duly proud of the difference these interventions have made in people's homes and communities.

Achievements through the Housing Strategy up to March 2012

Solving the housing problems of 15,500 households through housing stock transfer with £253m of government investment in decent homes and major regeneration through and with Plymouth Community Homes.

Improving housing choices and improving the housing offer through the delivery of 1,259 new affordable homes.

Increasing the supply of new affordable homes by a further 1,000 homes through accessing inward investment of over £100m from the Homes and Communities Agency and match funding from our housing provider partners.

Replacing 383 obsolete homes demolished through Devonport regeneration activity replacing them with high quality homes where people want to live.

Safe housing and support for vulnerable households with the completion of George House in 2011, a new purpose built single homeless hostel, and the development of a new refuge for those fleeing domestic violence.

Meeting the housing and support needs of older people with the opening of Devonport View extra care scheme, adding to a total of 190 units of extra care housing across five city wide schemes.

Making homes healthier and safer through the removal of 576 Category 1 hazards.

Helping people to live independently in their own homes by adapting 616 homes through Disabled Facilities Grants.

Improving the condition of 188 private sector homes to the Decent Homes Standard.

Improving both standards and management of private rented housing through statutory licensing of 333 Houses in Multiple Occupation.

Providing warmer homes and reduced fuel bills for 770 vulnerable households through the delivery of 5,000 energy efficiency measures, helping to tackle fuel poverty and climate change, and reducing carbon emissions.

Providing good quality homes from previously wasted housing resources by bringing 342 empty homes back into use.

Improving access to quality private rented accommodation through our HouseLet and EasyLet schemes, saving £120k in potential Bed & Breakfast costs each year.

Making neighbourhoods safer, healthier, cleaner, cohesive and more prosperous through exemplary and award winning practice in neighbourhood and locality working in priority neighbourhoods. Securing the Local Government Chronicle National Award for Regeneration for the East End Community Village in March 2008.

Residents in North Prospect, Stonehouse and Efford now feel more satisfied with their neighbourhood and more able to influence decisions compared to the city average through our intervention and support.

Reduced estate based problems for communities by supporting 125 large families with complex problems to stabilise their lives, avoid homelessness and the potential of their children going into care.

Made neighbourhoods safer places to live in through sustained reductions in anti-social behaviour year by year (9%, 14% and 8% consecutively since 2009).

Increasing housing choice and meeting the housing needs of 1207 households last year through Devon Home Choice.

Solved emergency housing crises for residents by preventing over 500 families from becoming homeless last year, and with many more people asking for help, accepted a statutory duty to house a further 286.

Sustained year on year reductions in the levels of statutory homelessness from their 2002/03 level of 1391 to 286 in 2010/11.

Accommodated 525 single homeless people and rough sleepers in The SHIP and The Gates and an average of 183 single homeless people are accommodated in the City's supported accommodation at any one time.

Supported 942 young people to make a successful transition to independent living and prevent homelessness, and supported 102 young people to access supported accommodation projects – with a third of these being under 18 years of age.

Made a positive and practical start in the biggest regeneration project in the South West on the North Prospect estate.

Transformational change in Devonport has been achieved through the completion of 350 new and affordable homes, complementing the exemplary refurbishment of some of Plymouth's most important historic buildings, helping to create a high quality place.

KEY HOUSING CHALLENGES FOR PLYMOUTH

We have set out how Plymouth is distinct and different from much of the region, and this poses particular problems for the city and its residents. It is also fair to say that the city has an enviable location, with real opportunities and scope for improvement. While some of these issues are not unique, the combination of factors presents us with significant challenges, which require great resolve and commitment to tackle.

Our actions need to tackle underlying causes rather than the symptoms.

Plymouth 10 Key Housing Issues

The demand for housing that is affordable far outstrips supply:

The Plymouth Strategic Housing Needs Assessment update 2010 estimates the annual need for affordable housing is an additional 1,663 homes, whilst the waiting list for social housing currently stands at over 12,000. Over 3000 households are in priority need, on average there are only 23 lets available every week. This is likely to reduce due to rehousing requirements from our regeneration activity. There are particular difficulties in tackling overcrowding and accommodating larger families who need 4 bedroom or larger homes, as these properties are extremely scarce.

The challenge of improving the city's housing offer to support economic growth and the regeneration of key areas in Plymouth:

Plymouth is feeling the effects of the economic downturn, the housing market remains flat and development and mortgage funding is restricted. New development to meet local housing needs and demand will be a challenge with capital grant funding for housing reduced, and the move to a new 'affordable rent' funding model. In the private sector, over 30% of existing stock is 'non-decent' and approximately 660 private sector dwellings have stood empty for over 6 months. There are significant issues in the Devonport, North Prospect and Millbay areas in particular.

Tackling the significant housing related issues that contribute to child poverty:

Plymouth has high numbers of poor quality, and excessively cold housing of all tenures, together with rising levels of overcrowding and homelessness experienced by families with dependent children – these are all acknowledged risk factors in relation to child poverty.

The Department of Health's 'Plymouth Health Profile 2011' indicates that there are 11,100 children living in poverty

Enabling Plymouth's older population to remain independent, with minimal social care, for longer:

We have an ageing population with a dramatic 27% increase in the elderly population expected by 2026, and a similar number of households identified with some kind of disability. High demand for extra care housing and other suitable accommodation and the demand for major adaptations vastly outstrips the funding available to carry them out, with resultant impacts on NHS and care costs. There is a significant challenge in relation to poor quality and hazardous housing that increases the likelihood of individuals requiring health and social care, with high numbers of homes identified as being non-decent, excessively cold, having trip and fall hazards, and being in a state of disrepair.

The poor condition and management of private sector housing that affects the health of residents, and results in higher health and care costs:

Around 30,000 (33%) private sector homes are non-decent with 25,500 occupied by vulnerable residents (in receipt of qualifying benefits). Approximately 19,000 have Category 1 health and safety hazards, costing the NHS an estimated £3 million per annum, and with the hazard of 'excess cold' alone claiming 140 Excess Winter Deaths in Plymouth in 2009/10. Our ability to tackle poor housing conditions in the private sector has been dramatically reduced by the ending of the Private Sector Renewal Grant.

Reducing the impact of the recession and welfare reforms on poverty and levels of homelessness:

The downturn in the economic climate combined with a radical package of welfare reforms from 2011 will impact on low income households and vulnerable social groups. It is estimated that 6370 people will receive reduced levels of local housing allowance (housing benefit) as a result of the welfare reforms, but many more will have reductions in income as a result of the overall benefit cap following the migration to Universal Credit. Many of these households may well find themselves in circumstances that trigger the homelessness duty. Many others face the stark choice of moving to cheaper, more affordable accommodation, or using a greater proportion of their household budget to pay their rent.

Tackling fuel poverty and the energy efficiency of homes:

It is estimated that nearly 14,000 Plymouth households are living in fuel poverty, with significant challenges in treating the number of homes that can be made energy efficient (12,000 homes require loft insulation and 35,000 cavity wall insulation). Many older homes cannot be treated and householders face a long-term fuel poor future with a high probability of poor health unless they move elsewhere.

A growing number of households do not qualify for social housing, but are unable to afford market housing:

The housing market is failing many households – housing affordability problems, rigid lending criteria and higher deposits are making it harder for first time buyers to get onto the housing ladder, whilst private rents are too high for those on low incomes. In Plymouth an income of at least £28,000 is required to either purchase a house or afford the average rent for a two bed property. Many of Plymouth's residents simply don't earn enough (the median earnings in Plymouth are currently £23,600). The affordability of housing for those with lower incomes who don't qualify for benefits is also in doubt – with the Government's proposed 'affordable rent' model meaning that social rents will be higher at up to 80% of market rents.

There are marked inequalities for those living in poor quality housing in deprived neighbourhoods:

A number of the most deprived areas of the city are characterised by health inequalities, social exclusion, worklessness, and financial exclusion as well as a poorer environment. These include the major housing regeneration areas of Stonehouse, North Prospect and Devonport. Tackling worklessness is at the top of the government's policy agenda with a range of new policy initiatives aiming to get more people off benefits and into work or training. This is a significant challenge in these more marginalised, deprived communities, as is dealing with other factors of multiple deprivation.

FOUR KEY HOUSING THEMES

Growing the City

Better Homes - Healthy Lives

Housing Choice - Smarter Solutions

Successful Communities

GROWING THE CITY

Our Growing the City housing theme has four priority objectives;

- Ensure new homes support Plymouth's growth, economic competitiveness and future prosperity,
- Increase the supply, mix and quality of new and affordable homes,
- Deliver the physical regeneration of priority neighbourhoods,
- Bring empty homes back into use.

In this theme we focus on the contribution that new and affordable housing can make to the economic and physical regeneration and growth of the city, creating places that people find attractive and enjoyable to live and work in, increasing both homes and jobs and attracting more people to the city.

What are the problems?

The city's commitment to growth and need for regeneration and renewal is what makes Plymouth distinct in the region. New and affordable housing and the regeneration of key areas of the city will contribute to the achievement of Plymouth's prosperity and growth in a cohesive and sustainable fashion. Improving the city's housing offer is important to our desire to help create a balanced housing market that meets the needs and aspirations of all Plymouth's current and future residents; providing for increased economic and population growth.

Plymouth is feeling the effects of the economic downturn, inertia in the housing market and reduced development viability, but we are responsive to the challenges. With the threat of some planned developments not starting, and some stalling, the city's successful Market Recovery Action Plan has supported development momentum in the city. In addition, we attracted extra funding to the city through the government's Kickstart Programme to keep providing homes through the recession.

The housing market is failing many households. Housing affordability problems, rigid lending criteria, restricted mortgage availability and higher deposits are making it harder for first time buyers to get onto the housing ladder. Waiting lists are growing as our identified housing needs far exceeds the supply of housing options. We are working with our partners and exploring new partnerships and investment ideas to find a range of solutions to continue supply and meet the demand for new homes.

The coalition government has announced significant funding and policy changes. The budget for new affordable homes is reduced from £8.4 billion to £4.5 billion for 2011 to 2014, with a new housing product at 80% of market rent levels. This will have an impact on potential housing delivery, and our future plans will need to be shaped accordingly.

Our Local Investment Plan helps shape investment priorities across a comprehensive and wide ranging appraisal of infrastructure and regeneration needs. In the light of the restructure of funding streams we will need to refresh and review this to ensure it aligns our priority project delivery to support growth and regeneration.

We have a good track record in Plymouth as a result of our strong delivery framework and collaborative partnerships. We will be in the strongest possible position to make the most of the recovery in the housing market as it kicks in, but it may need our encouragement and strategic direction.

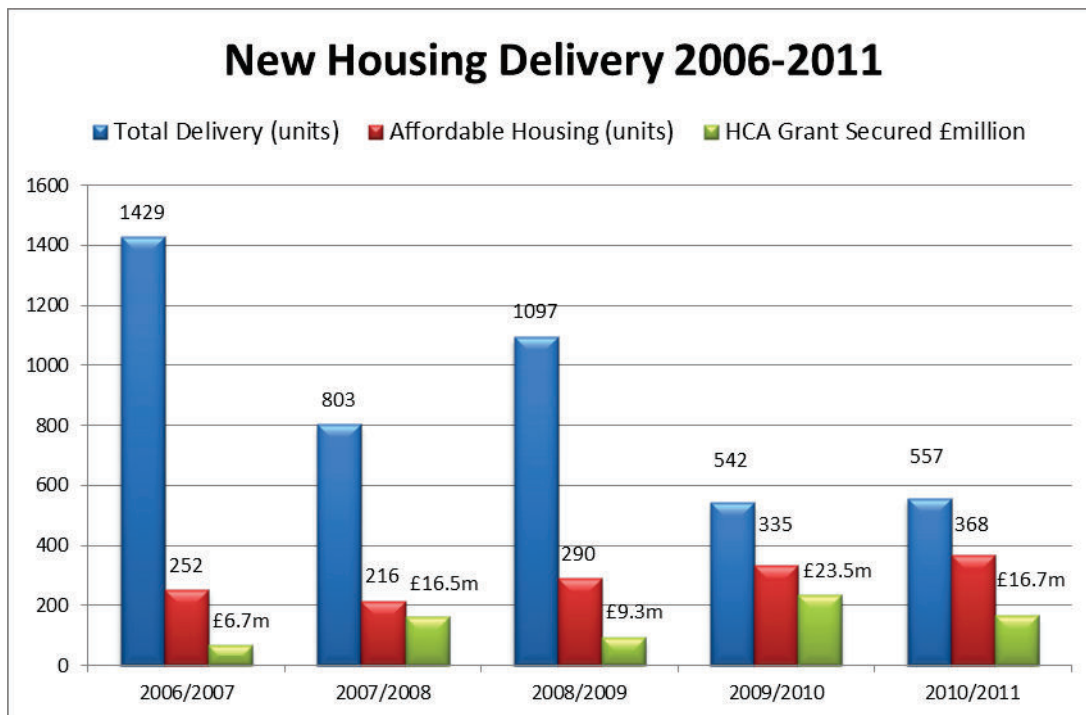
Despite Plymouth having relatively cheaper house prices (compared to the rest of the housing market area and most of the South West), many households are unable to afford their own home. In 2010 full time median annual earnings for Plymouth residents were £23,600, with 20% of

employees earning less than £15,933; housing affordability remains a key issue. An income of over £28,000 is required to be able to either purchase a lower quartile house or afford the average market rent for a two bed property in Plymouth. Indeed the government’s new proposed ‘affordable rent’ tenure at up to 80% of market rents may also challenge those on low incomes.

The city has a growing, ageing and increasingly single population; with 27% identified with some sort of disability and a dramatic 27% projected increase in the elderly population by 2026. The provision of extra care housing, supported housing and lifetime homes will remain a priority to meet identified needs and support independent living.

The Strategic Housing Market Assessment update 2010 estimates the annual need for affordable housing in the city is 1,663, whilst the number of households on the housing register has increased to over 12,000; with over 3,000 identified as in high priority need for housing. Levels of homelessness and households living in temporary accommodation are also increasing at higher rates than most of the South West.

In 2008 the city’s construction sector contributed around £256m to the city’s Gross Value Added (6.2%); however the sector has been hit relatively harder by the recession. House construction rates are falling from a peak of 1429 in 2006/07 to 557 in 2010/11 reflecting the economic downturn, and lack of development and mortgage finance, and reduced confidence in developers. Lower rates of house building will constrain our economic growth.



Local economic indicators show that in 2009 almost 22% of households were defined as workless, above the UK rate of 19%, with the unemployment claimant rate of 4.0% in January 2012, remaining well above the rates experienced in the years leading up to the recession. The number of FTEs jobs increased by 1.1% per annum (total net growth 11,000) between 1999 and 2009, in line with the UK average growth rate, but Plymouth’s productivity has been relatively weak over past ten years, falling substantially against national average.

Public subsidy through housing grant has significantly taken a larger share of new homes delivered in recent years, supporting our track record of improved affordable housing delivery.

However, the financial landscape has changed. Government funding through the Homes and Communities to invest in the delivery of new affordable homes and regeneration will be significantly less over the coming years.

Potential solutions

Through the Local Investment Plan we have an investment focus in our defined spatial priority areas, balanced with the 'strategic opportunism' of delivery on smaller infill sites across the city. We cannot afford to do everything so we will need to prioritise to make the biggest housing and economic impact.

New models of investment will be required, and we will need to maximise funding from other sources including use of public assets and land to kick start and maintain delivery with significantly less grant or with no grant at all. We will need to work differently with housing providers to ensure greater value for money, whilst maintaining good quality and design.

Despite the slowdown in the housing market, physical regeneration activity in Devonport, Millbay and North Prospect needs to continue ensuring new homes to rent and buy to create a better balanced housing market. This complements wider regeneration activity in the most disadvantaged communities which has led to a cleaner, safer, greener environment, creating places where people want to live, and businesses want to stay or invest.

There remains a shortage of affordable housing to rent and buy to meet our increasing housing needs and support economic growth. The market remains sluggish. There is a need for infrastructure investment to facilitate the agreed growth areas.

We will engage with the Heart of the South West Local Enterprise Partnership to ensure new and improved housing helps underpin the success and prosperity of our businesses and communities.

We have a strong track record in bringing existing empty homes back into use, and we will need to redouble our efforts maximising the new funding pot announced by the government recently.

An update of the housing needs assessment is planned for 2012, to ensure we have a robust and contemporary understanding of the city's current housing markets and the impact of the sub regional housing market. This will help ensure that we focus and guide investment decisions appropriately in new and improved housing to increase the supply, mix and quality required to meet our housing needs.

We need to take a wider consideration of different forms of tenure, including a serious attempt to develop further expansion of good quality, well managed private rented homes by larger developers and providers to maximise economies of scale in management. In the absence of confidence to build properties to buy, this will stimulate delivery to help meet demand and retain flexibility for future tenure changes.

Priority Objectives

The Plymouth Housing Plan 2012-17	
Growing the city	
Contributes to city priorities	<p>Deliver growth - Develop Plymouth as a thriving growth centre by creating the conditions for investment in quality new homes, jobs and infrastructure</p> <p>Raise aspirations - Promote Plymouth and encourage people to aim higher and take a pride in the city</p>
Housing focus	We will focus on the contribution that new and re-used housing can make to the economic and physical regeneration and growth of the city, creating places that people find attractive and enjoyable to live and work in, increasing both homes and jobs and attracting more people to the city
Priority Objective 1	Ensure new homes support Plymouth's growth, economic competitiveness and future prosperity

	Ensure new and affordable housing supports economic growth
	Help to improve development viability and delivery
	Use the Growth Fund to support housing delivery priorities
	Support growth marketing and attract investment for housing
Priority Objective 2	Increase the supply, mix and quality of new and affordable homes
	Exploring different forms of affordable tenures and the new affordable rent model to maximise investment into the city
	Use the Council's and other publically owned assets to support housing delivery
	Ensure new homes meet high quality design standards and achieve Lifetime Homes standards
	Improve our understanding of the city's and sub-regional housing markets to target investment and meet needs
Priority Objective 3	Deliver the regeneration of priority neighbourhoods
	Support delivery for the first and future phases of the regeneration of North Prospect
	Continue the regeneration of Devonport, supporting the delivery of the Area Action Plan
	Support progress for the regeneration of Millbay
Priority Objective 4	Bring empty homes back into use
	Provide a range of support packages to prevent properties remaining empty in the long term
	Develop and deliver a full range of enforcement packages

BETTER HOMES, HEALTHY LIVES

Our Better Homes, Healthy Lives theme has four priority objectives;

- Target interventions to improve the standard of private sector housing,
- Improve the management of private sector housing,
- Adapt housing, so that older and disabled people can live independently in their own homes,
- Improve the energy efficiency of homes.

We will focus on improving health, reducing health inequalities and supporting independent living, by tackling poor quality, energy inefficient and poorly managed homes in our existing housing stock across the city

What are the problems?

Most of the city's housing stock is in the private sector. We have significantly lower than average levels of home ownership but greater amounts of private rented housing. As of 2010, the balance of Plymouth's housing mix was as follows:

Tenure	Dwellings	Plymouth %	England %
Owner Occupied	67,793	60.3	67.4
Privately Rented	22,065	19.6	15.6
Social Housing	22,619	20.1	17.0
Total	112,477	100.0	100.0

Plymouth's private sector stock is older than the national average with a far higher proportion of medium / large terraced houses (31% compared with 19% nationally). Around 50% of private rented stock is pre 1919 (compared with 40% nationally) and predominates in inner-central neighbourhoods with older, terraced housing.

Housing Conditions

The age, condition and tenure of our housing stock presents a number of challenges we need to address, particularly recognising the impact of poor housing on health and child poverty.

Our successful stock transfer has secured the investment required to ensure that the majority of all social rented housing will achieve the Decent Homes standard by 2015, with the exception of the North Prospect regeneration project which runs over 10 years. The Council will be monitoring the delivery of this as one of the key promises to tenants. However, our poor standard private sector housing stock has no resource solution identified currently, and while the overall standards are not significantly different to the national average, Plymouth has different factors within the sector as set out below.

- There are 25,500 private sector dwellings occupied by vulnerable residents (in receipt of qualifying benefits)
- There are 29,930 'non decent' private sector dwellings (33.3%), of which 9,500 dwellings are occupied by vulnerable residents
- 18,800 private sector dwellings have Category I health and safety hazards (20.9%), failings are 'excess cold', poor 'thermal comfort', trips and falls and disrepair

- Of the 29,930 private sector dwellings, the estimated investment repair cost to achieve decent homes is £170 million
- There are an estimated 6,000 private Houses in Multiple Occupation (HMO) across the city, of which around 750 are licensable
- The Department of Health’s ‘Plymouth Health Profile 2011’ indicates that there are 11,100 children living in poverty in the city

Housing conditions in Plymouth are worst in the private rented sector, as illustrated below:

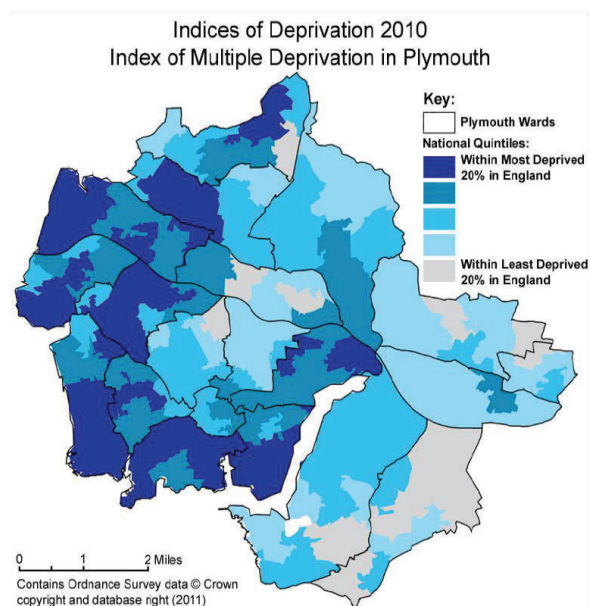
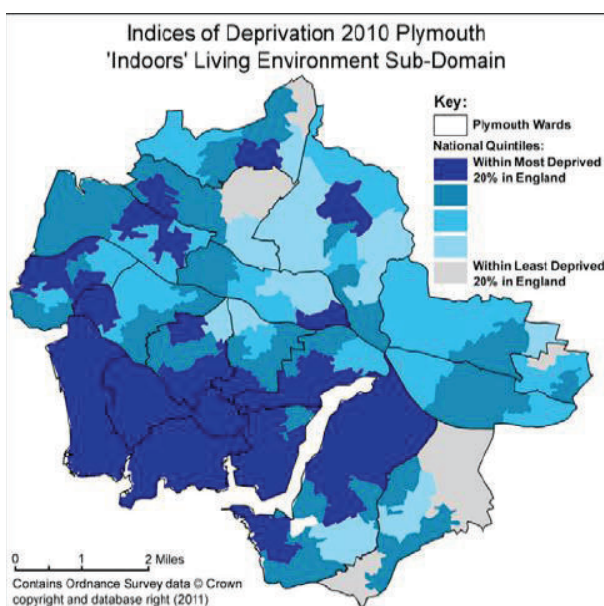
Tenure	Non Decent %	Category I Hazard %	Disrepair %	Thermal Comfort %	SAP	Fuel Poverty %
Owner Occupied	32	19.3	8.5	13	52	12.9
Privately Rented	37.2	26.1	19	20.1	50	18.4
Social Housing	24.8	11.5	4.4	10.2	53	13.5

The most common Category I Hazard failure across the private sector is excess cold followed by falls on stairs and falls on the level, contributing to the poor health and well-being of residents and generating significant NHS and care costs.

There is an urgent need to improve housing conditions across the private sector, but notably private rented housing, which has the worst conditions across all sectors, as illustrated below:

- 8,208 non decent private rented dwellings.
- 5,758 private rented dwellings with Category I Hazards.
- 4,192 private rented dwellings with disrepair (Decent Homes Standard).
- 4,435 private rented dwellings failing thermal comfort (Decent Homes Standard).
- 4,060 private rented dwellings (households) in fuel poverty.

There is a clear link in Plymouth between the areas of worst housing condition, deprivation and greatest health inequalities as illustrated by the following maps taken from the Index of Multiple Deprivation 2010. At its extreme, there is around a 14 year gap in life expectancy between neighbourhoods at the bottom (Devonport) and top of the spectrum (Widewell). Poor housing and environments contribute to these health inequalities.



(‘Indoors’ living environment relates to housing in poor condition, and without central heating)

The quality and condition of the city’s homes has a material effect on people’s health. It has been estimated that Category I health and safety ‘ hazards’ in homes in England are costing the NHS in excess of £600m a year. For Plymouth this is estimated at around £3m p.a. with potentially 140 excess winter deaths in 2009 attributed to poor housing conditions, mostly poor or inadequate heating. (Based on the BRE’s ‘Real Cost of Housing’ 2010 analysis). In addition, high levels of overcrowding of families in poor housing in the city means that children in these homes have no or limited safe, warm or quiet spaces to do their homework, thus potentially limiting their ability to thrive or to attain the standards they might otherwise have reached.

The role of the private sector in meeting housing demand is increasing as access to owner occupation for first time buyers is reduced. This will be more acute with government proposals to discharge councils’ homeless duties through use of the private rented sector.

Adaptations

With persistently high demand for major adaptations for people with disabilities, it is clear that much of our housing is inflexible and not accessible for many elderly or disabled people. There are long waiting times for adaptations though limited resources. Under these circumstances, people will have less choice to live independently in their own home. In 2010/11, the Council achieved 187 major adaptations to private homes. Despite there being substantial reductions in overall funding, average costs of work have been reduced and by the end of January 2012, 150 major adaptations had been achieved. However, meeting demand will not be sustainable in the future without additional funding. This issue will be heightened by an ageing population, potentially increasing pressure on social care, and at worst will mean people will not be able to remain living independently in their homes.

Energy Efficiency

Plymouth is committed to reducing emissions of Carbon Dioxide (CO₂) whilst making the city more resilient to climate change. Our home energy activity will focus on targeted assistance to the most vulnerable households and the least energy efficient homes. The challenges are significant as there are around 12,000 homes that require loft insulation and 35,000 that require cavity wall insulation. In addition there are some 39,000 ‘hard to treat’ properties that are either of solid wall construction or do not have mains gas. All of these homes are energy inefficient and are wasting heat, energy, carbon and money.

It is estimated that there are nearly 14,000 households living in fuel poverty in 2010, many of these people live in older homes and face a long-term fuel-poor future with a high probability of poor health unless we can either improve hard-to-treat homes or enable fuel poor householders to move into more energy efficient housing.

Housing management standards and HMO’s

Standards of management are variable across the city. In 2010/11 the Council resolved 668 complaints about disrepair or poor conditions in the private rented sector. Most were resolved quickly by advice and support to landlords, but nearly 382 needed an inspection and a request to remedy defects. Only three incidents required formal notices, and the Council achieved two successful prosecutions during the year. By the end of January 2012, the Council has seen an increase in complaints compared with the previous year, having already received 605 complaints and with 587 resolved.

Our partnership with The Private Sector Forum supports private landlords and their representatives to improve housing management standards, and is leading to a commitment to work towards voluntary accreditation. We must focus and target interventions to support landlords to meet the increased demands and challenges that the sector will experience through the housing market changes now underway.

Students occupy significant numbers of Houses in Multiple Occupation. Meanwhile, the University has a strategy to provide alternative accommodation through purpose built halls of residence. In the interim, competition for this resource is acute, and will increase with planned government benefit changes for people under 35 years of age who are unable to fund their own housing costs in this sector. This could potentially affect 800 people.

Possible Solutions

We must invest in making existing homes decent and energy efficient. Our plans for improving private sector housing will reduce health inequalities, and the causes of child poverty. We also need to help people to live independently in their own homes, reduce fuel poverty, and develop a robust and well managed rented sector to meet housing demand. Our priority focus will be on this sector.

Our top performing landlords set the standard for others to follow. It is essential to build upon the achievements we have made if we are to ensure we can direct resources into the sector to assist people in housing need. Voluntary accreditation and training provide one approach. Where landlords fall below an acceptable standard, the Council will use its regulatory powers robustly to ensure the reputation of this sector is maintained.

The ending of Private Sector Renewal Grant funding from April 2011 has placed extreme pressures on the Council’s programme of private sector housing improvement work. We need to make the best use of resources available, target what we have to those in most acute need, and where possible develop alternative means of delivering improvements.

We need to press ahead with our project to tackle hard to treat properties in the west of the city, utilising European funding and energy company resources. We will clearly focus on maximising input from the Green Deal, when it is clear what is on offer, and work should start now to explore how this can be of use.

Priority objectives

The Plymouth Housing Plan 2012-17	
Better Homes, Healthy Lives	
Contributes to city priorities	Reduce inequality – Reduce the inequality gap, particularly in health, between communities. Raise aspirations - Promote Plymouth and encourage people to aim higher and take a pride in the city.
Housing focus	We will focus on improving health, reducing health inequalities and supporting independent living by tackling poor quality, energy inefficient and poorly managed homes in our existing housing stock across the city.
Priority Objective 1	Target intervention and resources to improve the standard of private sector housing
	Improve the health and safety of residents by removing Category 1 Health &

	Safety Hazards.
	Monitoring the delivery on Registered Providers' stock, to meet the decent homes standard by 2015.
	Increase our understanding of specific housing conditions in Plymouth to target investment and our actions to best effect.
Priority Objective 2	Improve the management of private sector housing
	Encourage and support the development of high standards of management in both the private and social rented sector .
	Support private landlords to secure improvements in meeting their statutory responsibilities and in achieving a thriving and responsive private rented sector.
	Support the development of voluntary accreditation to achieve the standards of the best across all providers.
Priority Objective 3	Adapt housing so that older and disabled people can live independently in their own homes
	Target major adaptations to those in most need and capture outcomes for customers and service improvement.
	Improve the timely access to major adaptations, removing duplication and ensuring consistency in assessment of need.
	Develop the means of funding and purchasing major adaptations to achieve best value .
Priority Objective 4	Improve the energy efficiency of homes
	Target energy efficiency measures to the most vulnerable in the least energy efficient homes.
	Drive the projects on tackling hard to treat properties to successful outcomes.
	Develop and deliver the 'Green Deal' offer for Plymouth.

HOUSING CHOICE, SMARTER SOLUTIONS

Our Housing Choices, Better Solutions theme has four priority objectives:

- Prevent homelessness.
- End rough sleeping.
- Promote access to a range of accommodation options.
- Address the wider causes and impacts of homelessness.

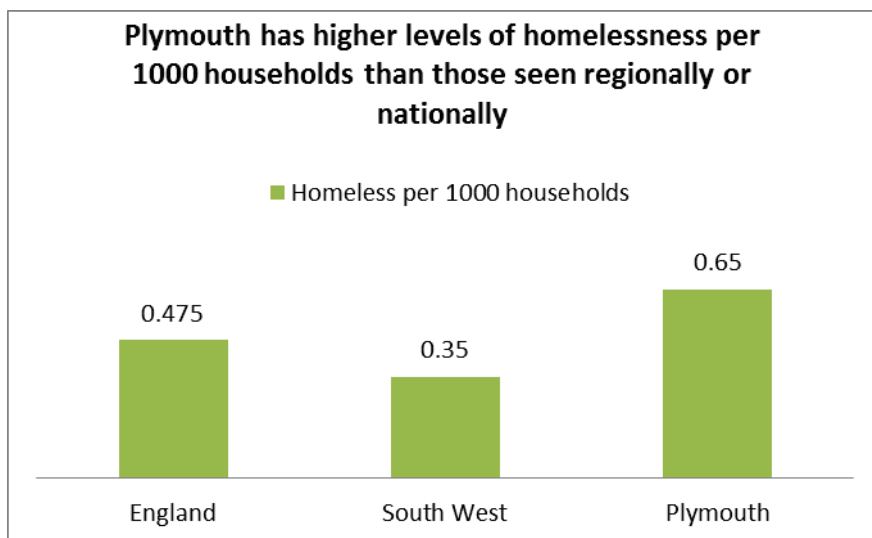
We will focus on reducing homelessness and rough sleeping, and increasing access to good quality, supported and independent housing choices for all of Plymouth's residents that need them, including advice and support to the most vulnerable.

What are the problems?

There are a number of worrying national trends in homelessness/rough sleeping and helping people to access accommodation, many of which are amplified in Plymouth:

- Latest household projections suggest that demand for housing will continue to grow strongly.
- The level of housing supply is currently insufficient to meet the projected demand.
- Homelessness is rising after a long period of declining numbers. The single clearest reason for this rise is the growing numbers accepted as homeless following loss of private tenancies.

These trends are more acute in Plymouth with higher levels of homelessness than both the regional or national average during the period 2010/11.



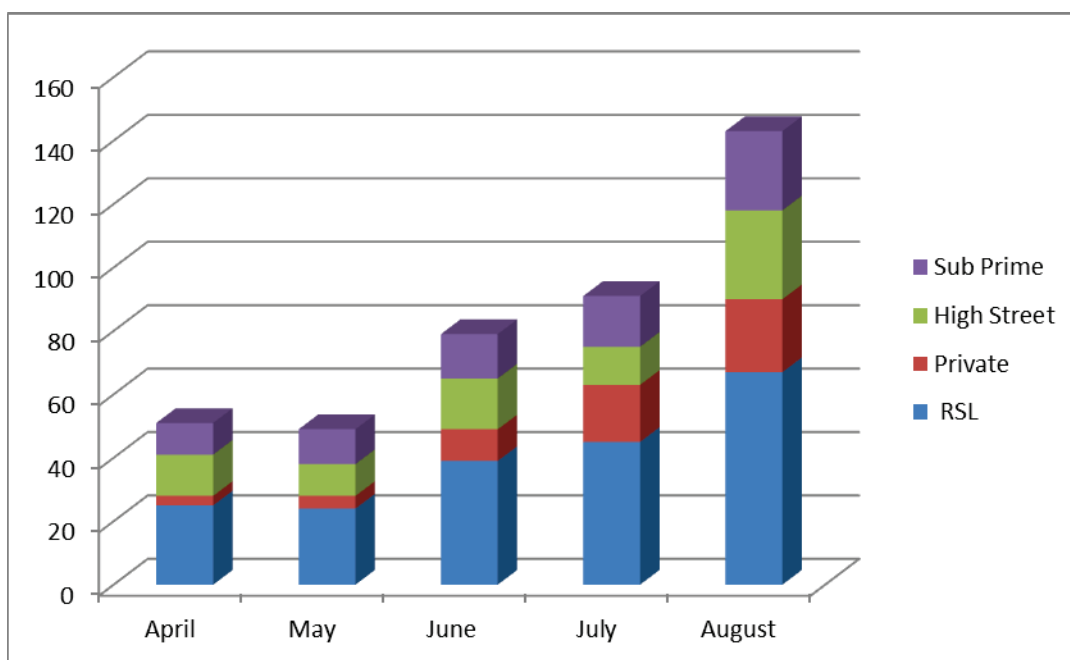
In addition, many more people are homeless than those reflected in the official statistics and there are particular concerns in Plymouth with regards to 'single non-priority' homeless who are at risk of rough sleeping or sofa surfing, and who access the city's supported housing provision.

Though the city has successfully targeted homelessness and levels of rough sleeping (achieving year on year reductions since 2002) the upturn in Plymouth is caused by a number of factors:

- Demand far exceeds the available supply of social housing with house-building not keeping pace with demand. In August, 2011, the total number of households applying for social housing numbered 12,163 with 3,222 (26%) of these being in priority bands A, B or C.
- Sustained and targeted homelessness prevention initiatives resulted in a sharp decline in statutory homelessness from 2003 – 2009, but homelessness has recently begun to rise. In

2010/11 more homelessness decisions were made (up 7% from the previous year), and more people accepted as a result (up 5% since 09/10).

- The number of households accommodated in temporary accommodation has increased, with the figure rocketing to 106 in February 2012 – compared with an average of 73 over 2010/11.
- Levels of homeless families with dependent children have risen with an average of 86 children living with their families in temporary accommodation (rising from an average of 78 in the previous year).
- There have been significant increases in levels of statutory homeless of single people, particularly in relation to mental illness/disability (acceptances rose from 17 in 2009/10 to 27 in 2010/11 – an increase of 58%), and physical disability (rising from 24 in 2009/10 to 30 in 2010/11 – an increase of 25%).
- There is an upward trend in numbers of people sleeping rough, reversing trends observed to 2010/11. In the June – August quarter of 2011 the average numbers of rough sleepers seen was 20, compared to 5 in 2010/11 (an increase of 300%).
- Many applicants to social housing are currently overcrowded (1931 households in total), some seriously, with very few larger houses available to let 9 approximately 6 per month across Devon). Overcrowding is a well-established risk factor for child poverty and ill health.
- The housing register has highlighted a significant number of large families in poverty (i.e. on a household income of £20k or less) who are overcrowded (255 families with a 4 or more bed-need seeking properties through Devon Home Choice in September, 2011), but due to the limited availability of larger properties, are unlikely to be housed through the register.
- Levels of repossession actions are rising across the board (home owners, social tenants and private rented tenants) – there are currently an average of 92 repossession actions heard in court every month, and of particular concern (given the increasing reliance on the private rented sector as a viable housing options) are the increasing levels of private sector landlords taking repossession action.



Increases in repossession actions between April and August 2011.

- Plymouth has one defined Gypsy and Traveller site (13 pitches) and planning permission for a 10-pitch site. There is a defined need for an additional 40 permanent Gypsy and Traveller pitches, 15 transit and four show guild pitches. We are experiencing a significant increase in unauthorised encampments which cause problems for both Gypsies and the resident community, underlining the need for authorised sites.

Despite the success of homelessness prevention initiatives, patterns and causes of homelessness in Plymouth stubbornly persist. Homelessness disproportionately impacts on children and young people (over half of all those who approach in housing need). Most often, these young people and families have been evicted by their parents or family or have suffered from relationships breaking down.

Plymouth now faces a number of critical challenges to enabling some of Plymouth's most vulnerable people to access and sustain affordable housing:

- The lagged impacts of the post-2007 economic recession and rising unemployment that can affect homelessness both directly (via higher levels of mortgage or rent arrears) and indirectly (through pressures on family and household relationships).
- Challenging housing market conditions that make home ownership and private rents less affordable, resulting in a demand for social housing that cannot be met with current supply.
- Welfare, housing and other social policy reforms including welfare and housing benefit reforms, the localism agenda that affects allocation policies, security of tenure and rent levels in social housing, and the removal of the ring-fence on Supporting People grant funded projects that feature so heavily in homelessness prevention activity.

Potential Solutions

In shaping the city's response to these challenges, there is an opportunity to increase effectiveness by addressing a number of fundamental and cross-cutting issues in a more cohesive way by:

- Developing a more integrated approach to homelessness with commissioners from health, adult social care, children and young people's services involved in resolving the causes of homelessness.
- Working with social landlords to ensure that rents remain affordable whilst accepting that they need to maximise rental income to fund building to increase the supply of new social housing.
- Ensuring that we work in partnership with housing associations to consider and implement changes proposed in the Localism Bill, to ensure that social housing is able to respond to local needs such as overcrowding and under occupation, as well as being available for those on very low incomes.
- Exploring how the provision described in the Localism Bill, to utilise private rented housing to house those that are owed a homelessness duty, can impact positively on Plymouth with potential to relieve pressure on valuable social housing resources.
- Developing sound partnership with the city's private rented sector landlords to ensure that the most vulnerable people have access to good quality, well managed private rented accommodation.
- Focusing our activity on preventing homelessness from occurring, working closely with our voluntary sector partners to sustain people in their accommodation by delivering advice and support at the earliest opportunity.

Tackling housing need, homelessness and support issues lie at the heart of addressing inequality and this Plan represents an integrated, partnership approach to the complex issues that cause

homelessness, and to secure new solutions to ensuring the availability of affordable housing options for some of the city's most vulnerable residents.

Priority Objectives

The Plymouth Housing Plan 2012-17	
Housing Choices, Smarter Solutions	
Contributes to city priorities	<p>Reduce inequality – Reduce the inequality gap, particularly in health, between communities.</p> <p>Provide value for communities – Work together to maximise resources to benefit customers and make internal efficiencies.</p>
Housing focus	We will, through better choices and smarter solutions, focus on reducing the incidence of homelessness and rough sleeping, while increasing access to good quality, supported and independent housing choices for all Plymouth residents needing them, with advice and support for the most vulnerable.
Priority Objective 1	Prevent homelessness
	Work to mitigate any negative impacts of welfare reforms on Plymouth's residents.
	Improve the quality of advice provision across the city with partners.
	Implement and maintain initiatives aimed at preventing homelessness caused by the recession.
	Provide targeted early intervention services.
Priority Objective 2	End rough sleeping
	Work with the most entrenched rough sleepers to find suitable housing solutions.
	Develop new ways of working to tackle the causes and consequences of rough sleeping and monitor their effectiveness.
Priority Objective 3	Promote access to a range of accommodation options
	Ensure provision of supported housing to meet the needs of the most vulnerable.
	Develop a Tenancy Strategy to make best use of social/affordable housing reducing overcrowding and under-occupation.
	Make best use of the current housing stock, including private rented housing options.
	Work with partners to ensure adequate pitch provision is made for Gypsy's and Travellers.

Priority Objective 4	Address the wider causes and impact of homelessness
	Tackle access barriers to employment, training and education initiatives for homeless people.
	Tackle barriers to accessing health care for homeless people.
	Support people through life transitions e.g. leaving care or discharge from hospital, prison and the armed services.
	Support projects tackling financial exclusion and building financial confidence.

SUCCESSFUL COMMUNITIES

Our Successful Communities theme has four priority objectives:

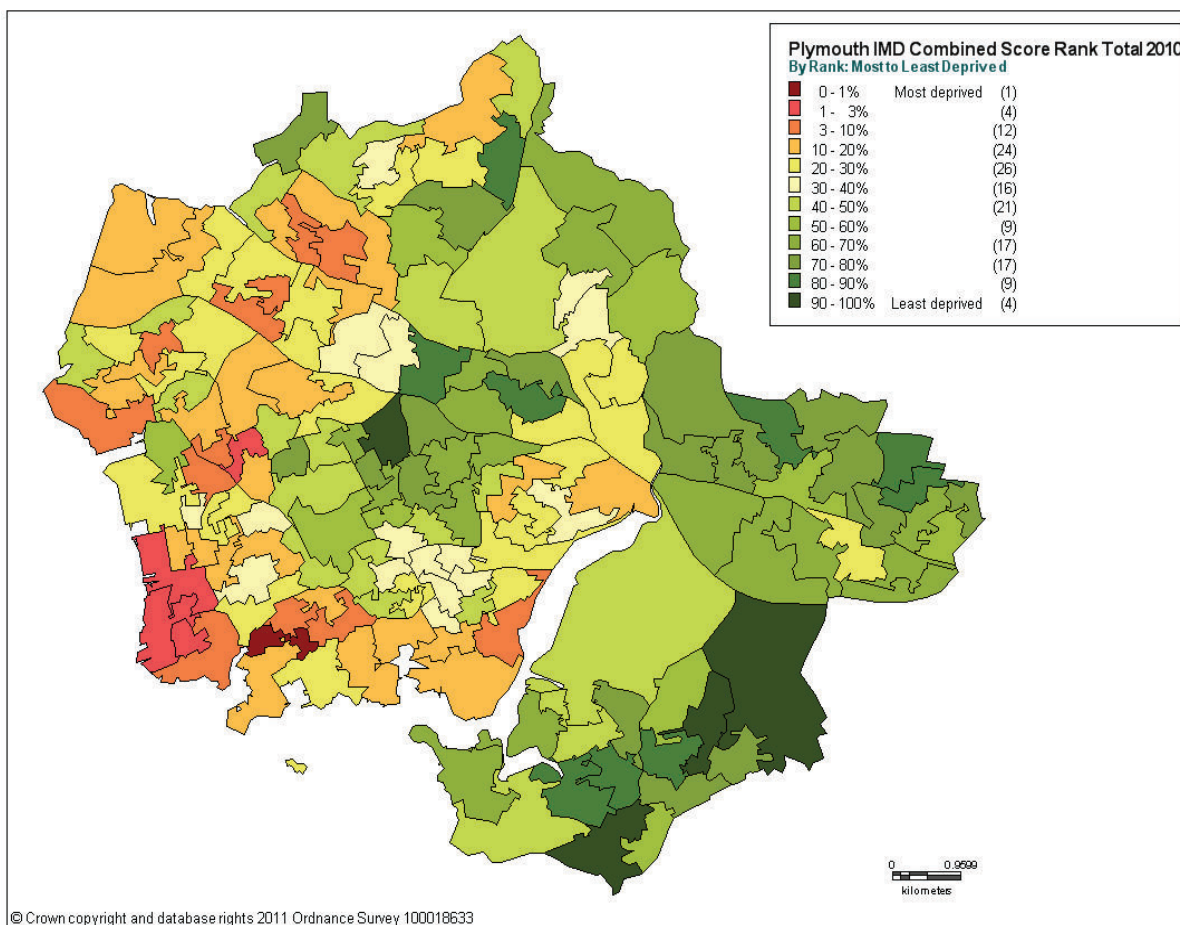
- Effectively engage residents in priority neighbourhoods.
- Tackle inequality in priority neighbourhoods.
- Support our local communities through major regeneration.
- Tackle anti-social behaviour, targeted harassment, and reduce significant harm from ASB.

To create successful communities we will focus on maintaining effective partnerships and building capacity within our neighbourhoods to achieve community cohesion, strong engagement and increased satisfaction, tackle anti-social behaviour and support families with complex needs.

What are the problems?

While much of the city provides a good quality of life for all residents, there are areas where the Council and its partners have invested energy in physical and social regeneration, and this need is still clearly necessary in key locations in order to address community issues and raise personal aspirations.

Plymouth has a greater number of disadvantaged neighbourhoods than much of the south west, as defined by the national Index of Multiple Deprivation (IMD 2010). There are clearly identified inequalities between neighbourhoods in the city, with the most deprived mainly found in the north west and south west, as can be seen from the map below. Some of these areas correlate to major physical regeneration work in the city.



There are 160 Lower Super Output Areas (LSOA) with a combined population of 255,564. 41 LSOA's in Plymouth fall within the top 20% most deprived in England. There are 5 LSOA's in the most deprived 3%, home to 7,458 residents. Devonport and North Prospect have LSOA's in the 1-3% most deprived, and Stonehouse includes the city's most deprived LSOA, falling within the 0-1% most deprived nationally. The domains used in the Index of Multiple Deprivation 2010 are income, employment, health deprivation and disability, education, skills and training, barriers to housing and services, crime and living environment.

Measurement of quality of life indicators through the Place Survey 2008/9 showed a strong correlation between lower quality of life and localities which included the most deprived neighbourhoods. In comparison with its family group of 27 unitary authorities, Plymouth as a city was in the bottom quartile for people from different backgrounds getting on well together (69.9%), people influencing decisions (22%), fair treatment by local services (68.2%), and the third quartile for general satisfaction with local area (79.1%).

Plymouth has a well-established and effective focus on multi agency problem solving in relation to tackling anti-social behaviour. Over the last three years ASB has reduced by 9%, 14% and 8% respectively. However, demand for action remains constant.

There are also an estimated 750 larger families with multiple and complex needs in Plymouth. The government estimates the cost of such families to be £81,000-£350 000 per year, each, to the public purse.

iQuanta (a Home Office tool for monitoring a wide range of top-level indicators of policing performance against other areas and national and local targets) indicators show that there are relatively low levels of harassment and targeted harassment, with a rate of 0.765 per 1,000 population compared to an average of 0.937/1,000 population. However, for racially and religiously aggravated offences we compare unfavourably, with a rate of 1.020/1,000 population compared to a family average of 0.791/1,000.

Plymouth therefore has a number of neighbourhoods in the city where residents face multiple factors of deprivation, and may have complex needs. They may feel neighbourhood facilities and services are inadequate, community infrastructure is low, and that currently they have little influence.

The five neighbourhoods the Council has supported through neighbourhood regeneration are all within the top seven most deprived, as defined by the IMD 2010. Multi-agency ASB and family intervention work is focused on hot spots in neighbourhoods determined by statistical data, partners reports or referrals, and often correlates with areas of multiple deprivation also.

Possible Solutions

It is clear that if we are to realise our aim of developing strong, cohesive communities in clean and safe areas where people choose to live and are satisfied to live, we must continue our efforts with partners focused on our priority neighbourhoods, including those with major regeneration schemes. The Localism Bill may offer further potential to local people who wish to engage in controlling and resolving local issues.

Local people identify most closely with their own neighbourhood, and local conditions have a large influence on people's feeling of well-being, quality of life and aspirations. Attractive neighbourhoods that are well designed and managed, and support integrated communities, offer opportunities both for individuals and the wider economic and social prosperity of Plymouth. Therefore our regeneration priorities are critical in achieving transformational change of the whole city. Some areas of work to address this are set out below:

- We need to make sure partners are linking objectives, intelligence and resources to be effective in place shaping, creating a strong and successful community. To do this we need to

ensure there is a shared vision between stakeholders, including residents, and effective joined up partnership work.

- We need collectively to support partners involved in employment projects, enterprise initiatives and financial inclusion to engage those not readily accessing existing services and help provide a progression route to economic activity.
- We need to work with an increasing number of partners to address health inequalities. Working intensively with families with complex needs will ensure whole families can be supported in making changes to address any physical, mental/emotional or sexual health concerns.
- It is essential that both existing and newly created neighbourhoods have a well developed and well maintained infrastructure, including physical, social and green factors, where facilities are appropriate to meet the needs of the neighbourhood, communities are cohesive, and residents are empowered to influence local decision making and to develop and deliver their own neighbourhood activities and projects.
- We need to continue to drive down incidences of ASB across all tenures whilst partners adapt to current financial constraints, changes in structures, practices, and new tools and powers.
- Our BME community currently stands at about 6%, consisting of relatively small numbers of a variety of different ethnic groups. However, over the next few years we expect this to increase and there is potential for increased levels of ASB and racist incidents, compounded by the economic climate. There are also an estimated 6,000 migrant workers in Plymouth, predominantly eastern Europeans. Reports of ASB suggest work is necessary to increase awareness of social norms, and promote cohesion within communities.
- The Plymouth Family Intervention Project for families with multiple and complex needs, has achieved high levels of savings for the city through targeted interventions, contributing to reducing anti-social behaviour, reducing the threat of homelessness, worklessness, child poverty and reoffending, but currently it does not have a sustainable funding base for the future. There is an opportunity to explore pooling budgets with partner agencies and ensuring linkages with locality working as a means of providing a long term sustainable funding solution.
- Vulnerable single adults often fall through the net of local services with needs that do not meet eligibility criteria for mental health or social work intervention, but who cause a great deal of anti-social behaviour in communities or are most vulnerable to being targeted and made victims. We need to identify and support repeat and/or vulnerable victims.

There are complex issues impacting on communities, families and individuals which present many challenges, including getting access to and retaining a home in an area people want to live. Tackling bricks and mortar regeneration alone will not resolve the problems set out above. Therefore our approach should be to co-ordinate our efforts in priority neighbourhoods and major regeneration projects, so that neighbourhood issues are dealt with, and families and individuals can contribute positively to their communities, neighbourhoods and the city of Plymouth.

Priority Objectives

The Plymouth Housing Plan 2012-17	
Successful Communities	
Contributes to city priorities	<p>Reduce inequality – Reduce the inequality gap, particularly in health, between communities.</p> <p>Raise aspirations - Promote Plymouth and encourage people to aim higher and take a pride in the city.</p>
Housing focus	To create successful communities we will focus on maintaining effective partnerships and building capacity within our neighbourhoods to achieve community cohesion, strong engagement and increased satisfaction, tackle anti-social behaviour, targeted harassment and support families with complex needs.
Priority Objective 1	Effectively engage with residents and partners in priority neighbourhoods
	Strengthen the ability of communities to improve their own neighbourhoods.
	Proactively promote tolerance within communities, whilst building resilience to ASB and harassment.
	Engage partners and residents in working together effectively to address local issues.
Priority Objective 2	Tackling inequality in priority neighbourhoods
	Work with communities and partners to remove barriers to economic activity.
	Encourage healthier lifestyles.
Priority Objective 3	Support our local communities through major regeneration.
	Assist communities and partners to participate in the development and co-ordination of clear delivery structures.
	Support communities through step-changes associated with major regeneration.
	Support both existing and new resident communities that emerge through regeneration.
Priority Objective 4	Tackle anti-social behaviour, targeted harassment and reduce significant harm from ASB.
	To drive down incidences of ASB and targeted harassment through improved partnership work.
	Develop an integrated approach for dealing with families with multiple and complex needs, and secure sustainable funding sources.
	Develop a process for identifying and supporting vulnerable or repeat victims.

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PLYMOUTH CITY COUNCIL

Subject:	Improving Customers experience of interacting with the Council
Committee:	Cabinet
Date:	27 March 2012
Cabinet Member:	Cllr Richard Ball
CMT Member:	Adam Broome, Director for Corporate Services
Authors:	John Paul Sanders, Assistant Director for Customer Services Malcolm Coe, Assistant Director for Finance, Assets, Technology and Efficiencies
Contact:	John Paul Sanders, e-mail: johnpaul.sanders@plymouth.gov.uk Malcolm Coe, e-mail: Malcolm.coe@plymouth.gov.uk
Ref:	
Key Decision:	Yes
Part:	I

Executive Summary:

This paper sets out a request for:

- I Capital Approval of £3.0 million to design and implement modernised ways of working to enable delivery of customer service improvements and financial benefits.

The challenge to continuously improve services, whilst utilising less resources, requires the Council to consider new, more modern, ways of working.

The primary objective will be to deliver a seamless, joined up council approach to service delivery, for example joined up records for our clients, transactional website with 24/7 access and more calls resolved at the first point of contact.

Members of the public currently make contact with the council in many different ways across the Council's departments and services. Due to this, the view of the citizen is not fully joined up or integrated causing some duplication and incomplete client information.

Benchmarking against other local authorities proves that traditional contact methods such as telephone or face to face meetings are significantly more expensive than using self-service and other electronic methods; the cost plummets from pounds to pence when swapping ways of working from people and paper centric methods to online electronic methods; and the customer experience is improved with quicker response times, fewer contacts and less repetition.

Through targeted investment and engagement, this programme will provide the means to introduce simple, consistent and automated ways of delivering services that will generate significant cost savings across the whole Council whilst freeing up staff to deliver more, better quality services to meet the increasing demands driven by the state of the economy and the demographics of the City, e.g. unemployment rates and the aging population.

The £3m capital investment will be funded through unsupported borrowing over a five year period. The revenue cost of this borrowing, of £0.640m per annum, will be funded by efficiencies delivered through reduced processing times, less licence costs and staff time savings. In addition, as part of the 2012/13 final budget setting, an extra delivery plan was set for £0.300m to move more services into the Council's Contact Centre. This investment will provide the platform to enable the faster achievement of this delivery plan.

Once fully implemented, sign up and commitment is required across the entire council in order to maximise the benefits of having fully integrated client records.

Corporate Plan 2010-2014:

This investment contributes to the following city priorities:

Value for communities:	Allows our customers more choice about how, where and when they interact, increasing their satisfaction and involvement with the Council. Reducing the cost of service delivery and combining systems into the chosen enterprise solution for Information Communications & Technology at a lower on-going cost.
Deliver Growth	Providing the opportunity to work effectively with partners across the Plymouth and provide the opportunity to introduce revenue back to the Council, and shared service provisioning
Reduce Inequalities	Ensuring better community contact and engagement with the Council and improving transparency on service delivery. 24/7 access will improve interaction with all of our residents.

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

£3.0 million capital investment is required to fund the tools (hardware and software) and implementation costs associated with the rollout, excluding the service area input to process improvement and change management.

The cost of funding unsupported borrowing to finance this project over an asset life of 5 years, is estimated at £0.640m per annum. This revenue cost will need to be met from all the Directorates, Departments and Divisions revenue budgets 2013 – 18 as they adopt the modern ways of working.

The implementation of the new systems and ways of working is planned for within the Council's Corporate Plan. This will include the transfer of staffing resources in to the Customer Services department for advice and information, and systems support and transactional work in to Finance, Efficiencies, Technology and Assets department. This will help reduce the overall cost of the workforce to achieve the £0.640m savings required and improve customer service responses. This will be reflected in the Council's Workforce Plan.

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

The modernisation of the customer interaction will improve access for all and will make the Council services more open and accountable.

Recommendations & Reasons for recommended action:

That Cabinet recommend Full Council approve the addition of this £3m project to the Capital Programme over years 2012/13 to 2015/16.

Alternative options considered and reasons for recommended action:

Continuing the business in the same way, with many different access points into the council, will be become more challenging with increased client demand for our services and will restrict our ability to improve services and deliver further efficiency savings.

Background papers:

CPDB Business Cases

Sign off:

Fin	SG/CorSII 12019.0213 12	Leg	TH0 044	HR	MGI 203/ 005	Corp Prop		IT	Strategic Proc	
Originating SMT Members: JP Sanders, Assistant Director for Customer Services Malcolm Coe, Assistant Director for Finance, Assets, Technology and Efficiencies										

I.0

I. Service benefits from investment

- I.1 Plymouth City Council (PCC) has made significant investment already and is delivering new ways of working to support desk hopping exploiting a range of tools, such as introducing a virtual desktop and telephony that follows the user as part of the Corporate Accommodation Strategy. The opportunity exists to help PCC maximise their return on this investment and build upon it to drive out further efficiencies so that businesses and supporting services can benefit and continue to make considerable savings and deliver service improvements.
- I.2 The Council has worked on providing excellent customer services through its Contact Centre. Customer response times and feedback has significantly improved as has our ability to respond to customer information request and complaints.
- I.3 However, outside of the Contact Centre, there are still many separate points of contact that the public can have with the Council. These points of contact, built up through legitimate service demands, are often recorded on different systems in different formats.
- I.4 This approach is inefficient and sometimes provides an information risk to the Council through officers making responses or decisions on client services based on partial or incomplete client information without fully integrated systems. Shortcomings in existing practices include:
- ✓ **Income collection:** clients could owe us money through a variety of sources such as Council Tax, car park fines, planning applications, Housing Benefit overpayments, library charges, leisure usage etc. Failing to join up a single view of a client's debt could lead to more costly recovery action and missed opportunities for maximising income collection;
 - ✓ **Registration notifications:** despite strong existing processes, upon notification of a death through registrars, there are no automated notifications to Council Tax, Housing Benefits, Social Care, Blue Badges etc
 - ✓ **Taxable properties:** without automated information on taxable properties and businesses in Plymouth such as planning information, housing information, Council Tax data and welfare benefits we run the risk of not gathering all taxes due.
- I.5 The customer experience when contacting the council can mean multiple contacts through multiple channels/Departments when a single, consistent contact could fulfil all their enquiries or service requests quickly, more professionally and more efficiently.
- I.6 Joined up services are required to share data more effectively and securely, particularly to support initiatives in Children's Social Care around locality working and the Multi Agency Sharing Hub (MASH), and in Adult Social Care to support co-location with Health, Sentinel and Commissioning. Sharing is easier when information is held within common formats and is available electronically as opposed to paper files.

- 1.7) Joined up data with one version of the client also reduces the risk of fraud. Currently, the council embarks on annual data sharing through the, audit commission run, National Fraud Initiative (NFI). Aiming to join up client information across public sector bodies in Plymouth will be a more proactive mechanism to detect any potential fraudulent activity at an early stage.
- 1.8) Outside of the Contact Centre, delivery against key customer indicators is, at best, inconsistent. For example, in some cases missed calls, not responding to clients within prescribed timescales and / or not responding to complaints in a prompt and efficient manner.
- 1.9) Despite significant improvements across the vast majority of our services over recent years, the public perception of the Council is still not as good as it could be. Developing an integrated client database and improving access to information and services will significantly help to improve our image.
- 1.10) The power of the technology will radically simplify how people can make contact and communicate with us. For example, through implementing this proposal, residents will be able to interact with the council directly through applications on their mobile phone, linking in directly with the correct service area that can respond to their service needs (e.g. reporting of fly tipping). We would also be able to use the technology to provide on line feeds on how we are performing and responding to resident concerns.

2. Financial benefit and efficiencies

- 2.1) Analysing the cost of transactional interaction with the council highlights massive differences in costs ranging from only 25p for an electronic transaction compared to up to as much as £65 for a face to face complicated transaction such as a complex housing benefit assessment.
- 2.2) Whereas it is clearly not possible to process all transactions electronically, there is significant scope for improvement with the right investment. The Council should focus on moving as much high volume, low complexity demands to electronic means as possible. Currently, only 3% of transactions undertaken with the council are done so electronically, on line compared to an average across all councils of 23%.
- 2.3) Moving forward, the demand for public sector services will continue to grow as a result of demographic changes, (e.g. higher demand for adult social care), the economic climate, (e.g. more people requiring support such as benefits), legislative changes and delivering the City's vision of targeted growth. Having better integrated, effective cost efficient systems, giving one version of client data, will be crucial in managing this increase.
- 2.4) This investment proposal will require the council to analyse, evaluate and modernise all of the existing processes for interaction with our residents. Through doing this, we will standardise processes around technology in order to stamp out duplication and wastage. For example, process challenge within just one service area, adult social care, has enabled us to reduce support costs by over 60% through the implementation of the Care First System.

- 2.5 We are confident that adopting smarter processing and reducing support costs will more than cover the cost of investing in the technology and deliver significant further revenue budget savings. Through the early stage of project development, we will undertake analysis of which service areas will benefit most from such savings and compile a full benefits realisation profile to support the investment. This is a corporate change initiative which is fully supported by the Corporate Management Team and, as such, will require co-ordinated effort and support across all departments.
- 2.6 Savings will be made through retaining less multiple data, reduced storage requirements for manual records, easier retrieval and reporting arrangements, supporting less software applications with corresponding savings in licence costs, less printing, postage and reduced staff numbers through having to undertake less face to face interaction for low complexity needs that can be met through adopting a 'self serve' approach on a modernised web.
- 2.7 The financial challenge faced by all public sector bodies across the country requires a radical rethink about how we manage and deliver our business. The Council is seeking to consolidate all existing core business applications onto a single platform to minimise the support costs, total cost of ownership and to improve the customer experience. The proposal to consolidate the tool kit around Microsoft has already been pioneered by several authorities.
- 2.8 Plymouth City Council's revenue budget for 2012/13 requires us to save an additional £0.300m through moving more services into the Customer Contact Centre. It would be difficult to manage this change without investing in ICT. Perpetuating many systems, many different client contact points and numerous overlapping processes is not an option as we continue to modernise our services.

3. What are we investing in?

- 3.1 We will be building on the existing Microsoft platform to provide an integrated tool kit to support the modern way of working. This will enable us to reduce our current support of 277 separate business software applications in a logical, structured way.
- 3.2 The total capital investment required is £3.0m which will, in summary enable us to purchase and implement:
- **A Customer Management System** - This will begin to provide the spine of our single-view of the customer, which will become the single record across the authority. This will enable us to improve our service to customers, anticipating their needs and improving how and when we communicate with and deliver services. It will enable users to access all the relevant customer information allowing us to better meet their needs at the first point of contact, leading to increasingly satisfied customers and staff.
 - **A Transactional Website** - the means to deliver a new website that fully supports the customer journey to self-service by delivering a truly transactional web site. This will mean that many current processes can be automated so that customers can directly report, pay for or make an appointment. This website will also form the heart of the contact centre operation providing staff with a single system to deliver the best possible customer service and also reducing the cost of delivering that service through a better, more detailed knowledge of the true demands on the service.

This same approach will provide staff with utilities and information, personalised by them for their role, directing information that is most relevant to them straight to their desk top. This will bring our working practices in line with the capabilities of the top companies and leading authorities.

- **An Electronic Filing System (EDRMS)** - Moving toward a paperless, mobile office. We store thousands of square feet of paper documents, without considering the expense of photocopying, these records can only be accessed at the point they are stored or indeed to those few who have direct access. There is also the cost of providing off-site storage and couriers to retrieve and transport paper files across the City, often leading to delays that impact on the citizen and delivering services to them.

The investment will help make it easy for departments to build their business cases to transfer their records into the new file structures and to re-engineer their processes to take advantage of secure controlled access to information. This will enable the potential for widespread home/remote working. It will also provide clear audit trails enabling us to de-risk our information management and ensure we can be professional managers of data and information.

- **Information as and when required** - We have long sought better information to manage service delivery, performance improvement and inform strategic decision making and planning. There are tools available and need to be expanded across the whole Council that will allow this information to be presented in a variety of formats to suit the audience, e.g. dashboards for senior executives and members, with access for the right people at the right time. We can then build our core competencies and share the knowledge base more easily with partners, e.g. Health, making for a much better informed collaborative working environment. It will also enable us to be better at how we forward plan our limited resources and more flexible about how we manage and target resources on a day to day basis to where they are needed most to provide the best possible value service to our customers.
- **Flexible working capability with remote access** – PCC staff have pioneered secure remote working and we are continuing to seek out the tools that help create a blend of ways that provide a modern, flexible work environment. Information on the move, secure access to systems and client records away from the office, and the appropriate mobile kit, are all prerequisites to deliver a truly customer focussed service. Remote working means staff being able to meet more customer needs at that vital first point of contact and will reduce delays and errors created by having to bring details back to an office to service a customer need. It will also open up Libraries, leisure facilities, GP surgeries etc to become outposts for Councils to deliver cost effective service to customers and meet their ever changing needs and requirements.

3.3 The £3m capital cost of the project will be funded through unsupported borrowing on an 'invest to save' basis. The corresponding revenue cost of borrowing is calculated over a five year payback period. Capital repayment and interest payments will amount to £0.640m per annum. The implementation of the new technology and modernised ways of working will be closely monitored to ensure that tangible financial savings are delivered to meet this cost as well as deliver other required budget delivery plan savings.

3.4 The £3m does not include the opportunity cost, and capacity, of specific departmental staff who will need to embrace and adopt the new ways of working. Key financial savings will ultimately be achieved through moving more front line services into the Customer Contact Centre.

4. Governance arrangements

4.1 Full and thorough buy in across the whole council is required to obtain maximum benefit from this investment.

4.2 The Director for Corporate Services is the lead CMT officer for the scheme and will retain ultimate responsibility for implementation and benefit realisation. Progress reporting will be overseen by the Corporate Service Programme Board with formal reporting incorporated with all budget delivery plans as part of the quarterly performance and finance reporting process.

4.3 Efficiencies and financial benefits will primarily be achieved from three areas:

- Re-engineering processes and moving more front line services into the Customer Contact Centre;
- A single platform for contact centre staff to deliver all services in an efficient manner;
- A 'self service' platform for customers to interact quicker and more efficiently with the council, accessible on a 24/7 basis.

These benefits will be quantified and communicated through clear business cases as project implementation develops.

AUDIT COMMITTEE MINUTE 56

16 March 2012



56. TREASURY MANAGEMENT STRATEGY STATEMENT AND ANNUAL INVESTMENT STRATEGY 2012 - 2013 UPDATE

The Head of Finance provided the Committee with an update on the Treasury Management Strategy Statement and Annual Investment Strategy 2012/13.

Members were informed that advice received from Arlingclose, the Council's independent treasury management advisors, suggested that the requirement of a minimum short-term rating should be removed whilst maintaining the long-term rating requirement for new investments at A-.

In response to questions raised it was reported that –

- a) a policy review would be incorporated into the Committee's work programme in order to assess the success of the strategy;
- b) the definition of short term with regards to 'short term rating' was considered to be 30 days;
- c) officers were happy to provide treasury management specific training for members.

Agreed that the Audit Committee recommend to Full Council that –

1. the removal of the short-term rating requirement from the criteria required for the inclusion of organisations on the Council's list of proposed Counterparties for new investment in 2012-13;
2. the organisations and Counterparty limits as set out in Appendix A.

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Subject: Treasury Management Strategy Statement and Annual Investment Strategy 2012/13 Update

Committee: Audit Committee
Cabinet
Full Council

Date: 16 March 2012
27 March 2012
16 April 2012

Cabinet Member: Councillor Bowyer

CMT Member: Director for Corporate Services

Author: Andrew Liddicott, Senior Accountant

Contact: Tel: 01752 307873
e-mail: andrew.liddicott@plymouth.gov.uk

Ref: Acct/AL

Key Decision: No

Part: I

Executive Summary:

This reports sets out proposed amendments to the strategy for 2012-13 approved by Council on 27th February 2012. In view of potential credit rating updates and following the advice of our independent treasury management advisors, Arlingclose, it is proposed to remove the requirement of a minimum short-term rating whilst maintaining the long-term rating requirement for new investments at A- (or equivalent). This will give the Director for Corporate Services the flexibility to react to changing credit conditions.

Corporate Plan 2012-2015:

Effective financial management is fundamental to the delivery of the Corporate Plan and our priorities. Treasury Management activity has a significant impact on the Council's activity both in revenue budget terms and capital investment and is a key factor in facilitating delivery against a number of corporate priorities.

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

Treasury Management affects the Council's budget in terms of borrowing costs and investment returns.

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

The volatility and uncertainty within the global financial markets continues to have a substantial effect on Treasury Management activities. The Council's investment strategy is constantly monitored and acted upon through the Treasury Management Board which meets weekly.

Recommendations & Reasons for recommended action

To recommend Full Council approve:

1. The removal of the short-term rating requirement from the criteria required for the inclusion of organisations on the Council's list of proposed Counterparties for new investments in 2012-13.
 2. The organisations and Counterparty limits as set out in Appendix A.
-

Alternative options considered and reasons for recommended action:

If we do nothing we risk the prospect of losing a number of Counterparties from our investment option including the Royal Bank of Scotland and the Lloyds Banking Group where the UK taxpayer owns a large share of these banks. We could lose the flexibility of spreading our investments between a number of UK banks and the Nationwide Building Society, systemically important to the UK economy, concentrating our credit risk in a smaller number of organisations.

Background papers:

Approved Treasury Management strategy 2012-13

Sign off:

Fin	DN/CorpF1112003 /07.03.2011	Leg	TH0041	HR	Corp Prop	IT	Strat Proc	
Originating SMT Member : Malcolm Coe								

Updated Investment Strategy 2012-13

I. Approved Investment Strategy 2012-13

I.1 The Council's Treasury Management Strategy including the Investment Strategy for 2012-13 was approved by Council on 27th February 2012. This included the use of minimum credit ratings as one criteria for the consideration of the use of counterparties for investments as per an extract from the approved strategy set out below. Sections 8.6 and 8.8 of the approved strategy set out the required minimum credit ratings required for Counterparties to be included on the Council's list for possible investments.

I.2 Section 8.6 of the approved Treasury Management strategy stated:

The financial institution credit rating limits in place and proposed for 2012-13 is a minimum long-term rating of A- or equivalent and a minimum short-term rating of F1 or equivalent with a minimum long-term sovereign rating for non UK countries of AA+ or equivalent. The financial institution limit proposed is lower than the A+ minimum originally adopted in 2011/12 and is a response to downgrades in credit ratings below A+ of many institutions considered to be systemically important to the financial system. The minimum credit rating required to be met from all three credit rating agencies are:

Fitch Long-Term (LT) A- Short-Term (ST) F1

Moody's Long-Term (LT) A3 Short-Term (ST) P-1

Standard & Poor's Long-Term (LT) A- Short-Term (ST) A-1

I.3 Section 8.8 of the approved strategy stated:

Within the criteria set out above new specified and non-specified investments will be made/considered within the following limits:

Page 126
Specified Investments

Investment		Minimum Security / Credit Rating	Maximum Amount	Maximum Period
Term Deposit UK Government	DMADF (DMO)	Government Backed	No limit	12 Months
Term Deposits/Bills	UK Local Authorities: Unitary Councils County Councils Metropolitan Councils London Borough Councils	High Security	£5m	12 Months
Term Deposits / CD's / Call Accounts (including callable deposits)	UK Banks / Building Societies	Minimum credit rating: Fitch LT A- St F1 Moody's LT A3 ST P-1 S&P LT A- ST A-1	£30m	12 Months
Term Deposits / CD's / Call Accounts (including callable deposits)	Non-UK Banks	Minimum credit rating: Fitch LT A- St F1 Moody's LT A3 ST P-1 S&P LT A- ST A-1 In select countries with a minimum Sovereign Rating of AA+	£5m	12 Months
Gilts	UK Government	Government Backed	20% of total investments	12 Months
T-Bills	UK Government	Government Backed	No limit	12 Months
Bonds issued by multilateral development banks	Non-UK	AAA or Government Guaranteed	20% of total investments	12 Months
Corporate Bonds	UK Companies	Minimum credit rating: Fitch LT A- St F1 Moody's LT A3 ST P-1 S&P LT A- ST A-1	10% of total Investment	12 Months
Commercial Paper	UK Companies	Minimum credit rating: Fitch LT A- St F1 Moody's LT A3 ST P-1 S&P LT A- ST A-1	10% of total Investments	9 Months
Money Market Funds	CNAV MMF's VNAV MMF's (where there is greater than 12 month history of a consistent £1 Net Asset Value)	AAA	20% of total investments Max £5m per fund limited to 0.5% of total fund value	Call
Other MMF's and Collective Investment Schemes	Various	Pooled funds which meet the definition of a Collective Investment Scheme per SI 2004 No 534 and subsequent amendments	£10m	No set maturity date

2. Updated Investment Strategy 2012-13

2.1 One of the credit rating agencies (Moody's) are undertaking a review of global banks and are considering reducing the credit ratings. The original short-term ratings were set at very high levels whilst long-term ratings were reduced as set out in the extract 8.6 above. On the advice of our Treasury Management advisors (Arlingclose) it is proposed to remove the short-term rating criteria as part of the requirement for using counterparties. The revision to the Investment Strategy for 12-13 as a result of these proposed changes is set out below with the changes from the approved strategy highlighted.

2.2 The proposed revision to the strategy in Section 8.6 is:
The financial institution credit rating limits in place and proposed for 2012-13 is a minimum long-term rating of A- or equivalent with a minimum long-term sovereign rating for non UK countries of AA+ or equivalent. The financial institution limit proposed is lower than the A+ minimum originally adopted in 2011/12 and is a response to downgrades in credit ratings below A+ of many institutions considered to be systemically important to the financial system. The minimum credit rating required to be met from all three credit rating agencies are:

Fitch Long-Term (LT) A-

Moody's Long-Term (LT) A3

Standard & Poor's Long-Term (LT) A-

2.3 The proposed revision to the strategy in Section 8.8 of the report is:
Within the criteria set out above new specified and non-specified investments will be made/considered within the following limits:

Page 128
Specified Investments

Investment		Minimum Security / Credit Rating	Maximum Amount	Maximum Period
Term Deposit UK Government	DMADF (DMO)	Government Backed	No limit	12 Months
Term Deposits/Bills	UK Local Authorities: Unitary Councils County Councils Metropolitan Councils London Borough Councils	High Security	£5m	12 Months
Term Deposits / CD's / Call Accounts (including callable deposits)	UK Banks / Building Societies	Minimum credit rating: Fitch LT A- Moody's LT A3 S&P LT A-	£30m	12 Months
Term Deposits / CD's / Call Accounts (including callable deposits)	Non-UK Banks	Minimum credit rating: Fitch LT A- Moody's LT A3 S&P LT A- In select countries with a minimum Sovereign Rating of AA+	£5m	12 Months
Gilts	UK Government	Government Backed	20% of total investments	12 Months
T-Bills	UK Government	Government Backed	No limit	12 Months
Bonds issued by multilateral development banks	Non-UK	AAA or Government Guaranteed	20% of total investments	12 Months
Corporate Bonds	UK Companies	Minimum credit rating: Fitch LT A- Moody's LT A3 S&P LT A-	10% of total Investment	12 Months
Commercial Paper	UK Companies	Minimum credit rating: Fitch LT A- Moody's LT A3 S&P LT A-	10% of total Investments	9 Months
Money Market Funds	CNAV MMF's VNAV MMF's (where there is greater than 12 month history of a consistent £1 Net Asset Value)	AAA	20% of total investments Max £5m per fund limited to 0.5% of total fund value	Call
Other MMF's and Collective Investment Schemes	Various	Pooled funds which meet the definition of a Collective Investment Scheme per SI 2004 No 534 and subsequent amendments	£10m	No set maturity date

- 2.4 This revision in the strategy does not mean that short-term credit ratings will not be used in the consideration when adding or removing Counterparties to be used for Investments and setting maturity limits. However the decision will be based on a number of criteria as set out in section 8.12 of the approved Treasury Management Strategy 2012-13, used to assess the creditworthiness of each organisation, and not just the credit rating. This is in accordance with the updated Cipfa Code of Practice on Treasury Management.

Together with our Treasury Management advisors (Arlingclose) Council officers will ensure that this change does not expose the Council to any additional risks, and investments will be limited to organisations of systemic importance to the country's economy and only in countries within the limits set which have at least a AA+ (or equivalent) long-term rating.

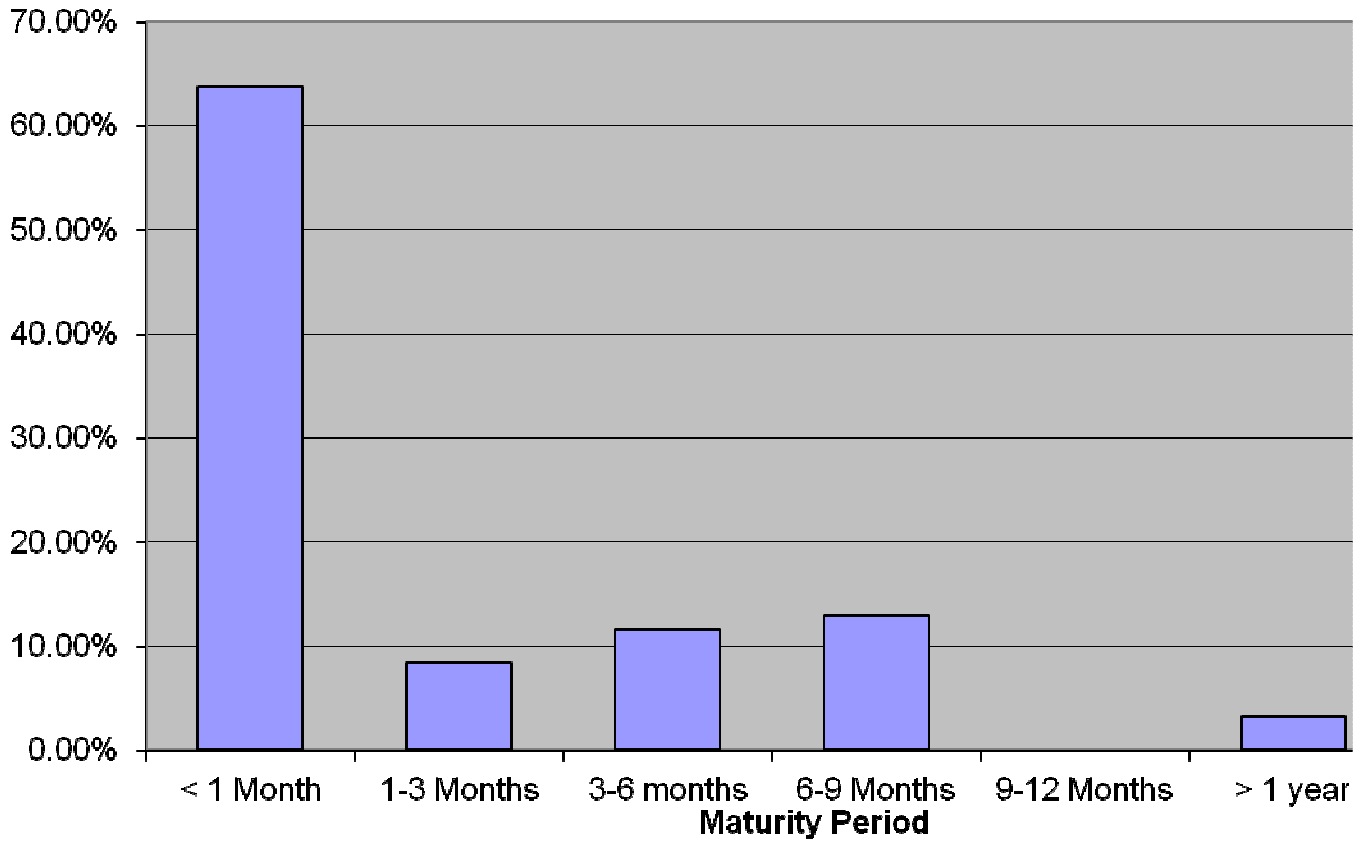
- 2.5 Appendix A to this report sets out the Organisation and Counterparty limits proposed, unchanged from the approved Treasury Management Strategy for 2012-13 but without the original required criteria of a minimum short-term credit rating.
- 2.6 Over the past 12 months as the Eurozone debt crisis as impacted on the global economy and credit conditions, the Council's loans and investments have been reduced along with the maturity profile of investment as Council officers have managed down the Counterparty and credit risk of the Council's investments.

Council loans stood at £286.373m at 31st March 2011. This has been reduced to £201.398m as at 1st March 2012 and is forecast to remain at this level to year end.

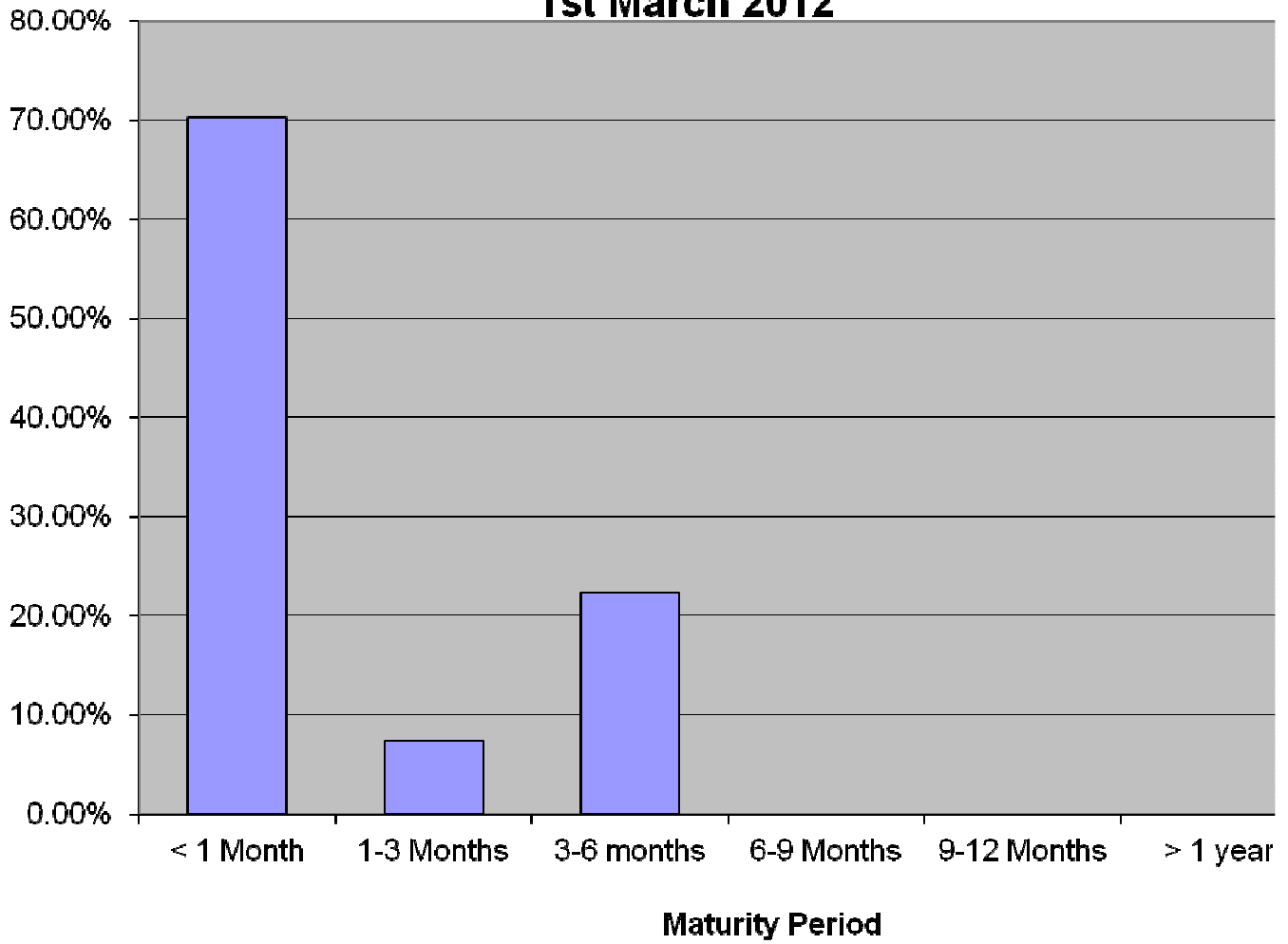
Council Investments were £165.802m at 31st March 2011 and have reduced to £76.957m (net of £14.51m held on behalf of the Local Enterprise Partnership). Net investments are forecast to fall further to year end with a forecast balance of approximately £50m at 31st March 2012.

- 2.7 Along with the reduction in risk by reducing loan and investment balances the Council's maturity profile of investments shows a reduction in the length of investment maturities as Council officers have limited investment to the use of call accounts to counteract the uncertainty in the Eurozone and its impact on banks. The charts below show the maturity profile of investments at 31st March 2011 and 1st March 2012.

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**Plymouth City Council Investment Maturity Profile
31st March 2011**



Plymouth City Council Investment Maturity Profile 1st March 2012



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PLYMOUTH CITY COUNCIL- PROPOSED COUNTERPARTIES FOR NEW INVESTMENTS (EFFECTIVE 1ST APRIL 2012)

MAX LENGTH	Up to 12 months		2 Years
	MAX AMOUNT	MAX AMOUNT	
Investment Criteria	Unlimited	£50M** Minimum ratings (Ratings required for all 3 agencies)	£5m
Country	UK Government	Fitch A- Moody's A3 S&P A-	Local Authorities
UK Banks	UK Government	Barclays Bank Plc HSBC Bank Plc Lloyds Banking Group Royal Bank of Scotland Group Santander UK PLC (Banco Santander Group) Standard Chartered Bank Nationwide Building Society	
UK Building Societies			
Central Government	UK Government Debt Management Office (DMO) - DMADF Treasury Bills (T-Bills)		
Local Authorities			Unitary Councils County Councils Metropolitan Councils London Borough Councils
Foreign Banks			
	Australia	Australia and NZ Banking Group Commonwealth Bank of Australia National Australia Bank Ltd Westpac Banking Corp	
	Canada	Bank of Montreal Bank of Nova Scotia Canadian Imperial Bank of Commerce Royal Bank of Canada Toronto-Dominion Bank Nordea Bank Finland	
	Finland	BNP Paribas	
	France	Credit Agricole CIB (Credit Agricole Group) Credit Agricole SA (Credit Agricole Group) Societe Generale Deutsche Bank AG	
	Germany	ING Bank NV	
	Netherlands	Rabobank Bank Nederlandse Gemeeten	
	Sweden	Svenska Handelsbanken	
	Switzerland	Credit Suisse	
	USA	JP Morgan	
Money Market Funds	UK/Ireland/ Luxembourg		
Bonds Issues by Multilateral Development banks	Various	**£30m total limit for Bank/group to include money market call accounts deposits with: Lloyds TSB Bank of Scotland Royal Bank of Scotland Group to include deposits with: RBS NatWest	Limit of 10% of total investments in any non UK country **Total Deposit limit in all periods with a non-UK bank/group £5m

Approved by Adam Broome, Director for Corporate Services

PLYMOUTH CITY COUNCIL- PROPOSED COUNTERPARTIES FOR NEW INVESTMENTS (EFFECTIVE 1ST APRIL 2012)

MAX LENGTH	10 years		Money Market Funds
MAX AMOUNT	£20m	£20m	£5m *
Investment Criteria	UK Government	Multilateral Development Banks	<p><u>Minimum rating (Rating required from at least 1 agency)</u></p> <p><u>Fitch</u> <u>Moody's</u> <u>S&P</u></p> <p>A Constant/Variable Net Asset value investing predominantly in Government securities AAAAm m f Aaa/MR+ AAAAm</p> <p>A Constant/Variable Net Asset value investing in instruments issued primarily by financial institutions</p>
UK Banks	UK		
UK Building Societies	UK		
Central Government	UK		
Local Authorities	UK	Gilts	
Money Market Funds	UK/Ireland/Luxembourg		<p>Aviva Investors Sterling Liquidity Fund</p> <p>Blackrock Sterling Liquidity Fund</p> <p>BNY Mellon Asset management Sterling Liquidity Fund</p> <p>CCLA Public Sector Deposit Fund</p> <p>Deutsche Managed Sterling Liquidity Fund - Sterling</p> <p>Goldman Sachs Liquid Reserve Fund</p> <p>HSBC Sterling Liquidity Fund</p> <p>Igms Asset management Sterling liquidity Fund</p> <p>Insight Investments Sterling Liquidity Fund</p> <p>Invesco aim STIC Sterling Liquidity Portfolio</p> <p>J.P. Morgan Sterling Liquidity Fund</p> <p>Legal & General Investment Management Sterling Liquidity Fund</p> <p>Morgan Stanley Investment Management Sterling Liquidity Fund</p> <p>Northern Trust Global Cash Fund</p> <p>Prime Rate Capital Management Sterling liquidity fund</p> <p>RBS Sterling Fund</p> <p>State Street Global Advisors GBP Liquidity Fund</p> <p>SWIV Global Liquidity Fund - Sterling Fund</p>
Bonds Issues by Multilateral Development banks	Various	<p>Council of Europe Development Bank (CEDB) *</p> <p>European Bank for Reconstruction and Development (EBRD) *</p> <p>European Investment Bank (EIB) *</p> <p>Inter-American Development Bank (IADB) *</p> <p>International Bank for Reconstruction and Development (the World Bank) *</p> <p>Kreftanstalt fuer Wiederaufbau (KFW)</p> <p>Nordic Investment Bank (NIB) *</p>	
Footnotes:		<p>* Total Investments in Bonds £20m</p> <p>Total Investments in Bonds not to exceed 20% of total investment portfolio.</p>	<p>Total investments not to exceed 20% of investment portfolio.</p> <p>Maximum £5m per fund limited to 0.5% of total fund value.</p>

Approved by Adam Broome, Director for Corporate Services

PLYMOUTH CITY COUNCIL

Subject:	Approve the strategic direction of a replacement Materials Recycling Facility (MRF) service or facility.
Committee:	Cabinet
Date:	27 March 2012
Cabinet Member:	Councillor Michael Leaves
CMT Member:	The Director for Place
Author:	Barry Ashbee; Waste Project Manager
Contact:	Tel: 01752 304953 email: barry.ashbee@plymouth.gov.uk
Ref:	CM 01-11/03
Key Decision:	Yes
Part:	Part I

Executive Summary:

Plymouth City Council (PCC) Cabinet have endorsed plans to deliver a kerb side glass recycling service across the city by April 2014 through the introduction of glass into the current commingled dry recycle (green bin) kerbside collection waste stream. The collected recycling material is currently delivered to an existing Materials Recycling Facility (MRF) at Chelson Meadow which is not capable of processing collected commingled recyclates containing glass. This existing MRF, being over 11 years old, is also beyond its economic design life and will require renewal in the near future.

This Strategic MRF Project has been initiated to secure a replacement MRF service and/or facility to safeguard and further uplift recycling performance (previously estimated at approximately 4%) once glass has been introduced into the kerbside commingled collection waste stream as of 2014.

In order to inform the options to be considered and ensure that any procurement is well aligned to both the market place and corporate expectations, an early market sounding exercise was approved and formally undertaken in October 2011 through a soft market test approach. This soft market test responses together with wider operational intelligence subsequently informed which options merited further consideration in the form of a high level options appraisal and comparative cost analysis.

This report summarises the appraisal work undertaken and notes the strategy that a MRF service solution utilising either a new or existing facility located within or outside Plymouth, be taken forward into a formal Competitive Dialogue procurement process. This strategy includes Plymouth City Council exploring, through the procurement, the value for money consideration of using its own capital resources and/or assets if a new MRF is constructed.

Corporate Plan 2012 – 2015:

The Strategic MRF Project and the associated recommendations made in this report will directly contribute to the delivery of one of the Council's medium term outcome measures of improving household waste recycling rates by allowing glass to be collected at the kerbside and sorted along with other recycling materials.

A replacement MRF service and/or facility will enable glass to be collected at the kerbside which will also contribute to the Council's medium term outcome measure of reducing inequality by allowing residents who are currently unable to access bottle bank sites to be able to recycle their glass thereby provide better access to recycling services.

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

A summary of the financial costs associated with progressing the procurement phase are set-out in the Part I background report and will be allocated in accordance with the Council's constitution and scheme of delegation.

It is also intended that existing Council waste infrastructure and land assets are made available to bidders as part of the procurement for consideration in their proposed solutions.

Subsequent to the procurement phase, the definitive resource implications including finance, human, IT and land for awarding the contract and delivering the project will be prepared and presented to Cabinet requesting approval to award the contract.

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

Risk Management

The proposals made in this paper are linked to improving recycling rates which will help mitigate strategic risk 68 - "Failure to reach recycling targets and divert waste from landfill (Link to PFI initiative and LATS penalties)" which is on the Corporate risk register.

Recommendations & Reasons for recommended action:

Recommendation: To approve the strategic direction and procurement parameters of a MRF service solution utilising either a new or existing facility located within or outside Plymouth being taken forward into a formal procurement for a replacement MRF solution capable of recycling glass.

Reason: This action will contribute to PCC's delivery of its recycling improvement proposals as outlined to Defra in its final business case which secured PFI grant support for the Council's new Energy from Waste solution whilst also securing a replacement for an ageing strategic waste management facility.

Alternative options considered and reasons for recommended action:

The 'do-nothing' option is not viable as the existing MRF at Chelson Meadow is beyond its economic design life and therefore requires replacement. Furthermore the existing MRF is not capable of sorting commingled recycling material including glass which is planned to be collected as part of the kerbside collection in 2014.

The soft market testing findings and detailed options considered are commercially sensitive and are therefore considered within the associated Part II Report.

Background papers:

Please refer to associated separate confidential Part II Report which is not for publication by virtue of Part I of Schedule 12A of the Local Government Act 1972 (as amended) on the grounds that it contains information relating to the financial or business affairs of any particular person (including the Authority holding that information).

Sign off:

Fin	Cr - CoS F EC1 112 002	Leg	MS/I 4117	HR	MG 12/0 2/00 5	Corp Prop	CJT/ 098/ 2902 12	IT	n/a	Strat Proc	JK/S PU/C P/26 8/03 12
Originating SMT Member: Jayne Donovan											
Have you consulted the Cabinet Member(s) named on the report? Yes											

Part I - Background Report

1.0 Introduction

- 1.1. A Cabinet Paper was approved 13th September 2011 endorsing the establishment of a programme to deliver a series of Waste and Recycling Improvements overseen by an Executive Group with appropriate delegated authority. Cabinet approvals relating to this paper included:
- Endorsement of plans to deliver a kerb side glass recycling service across the city by April 2014, building on the existing strategy of collecting recyclable materials in the single green bin already provided to customers, thereby delivering on PCC's recycling proposals outlined to Defra in its final business case which secured PFI grant support for the Council's new Energy from Waste solution.
 - Officers conducting a soft market testing of options around a replacement MRF.
 - Approval of plans to deliver a pilot operation for kerb side glass collection by September 2012.
 - Approval of the Programme Governance Terms of Reference and delegation of authority as contained therein.
- 1.2. Within the Terms of Reference, Cabinet delegated the necessary authority to facilitate the delivery of the Programme to the Chair of the Environmental Services Executive Board, with the exception of:
- Approval of the report into strategic glass recycling following the soft market test
 - Award of contract for the strategic glass recycling solution
 - Allocation of capital within the Capital Programme (noting capital has been allocated towards this project)
- 1.3. High level project milestones subsequently developed and approved by the Chair of the Environmental Services Executive Board are summarised below:
- | | |
|-----------|--|
| Mar. 2012 | Cabinet to approve the launch of the procurement and project resource implications, whilst noting findings of soft market test exercise, comparative options appraisal together with procurement parameters being taken forward. |
| Mar. 2013 | Cabinet approval to award contract following the procurement |
| Apr 2014 | Commencement of new service to manage kerbside collected glass collected with other dry recyclables for all customers in the city. |
- 1.4. The purpose of this report is to summarise the appraisal work undertaken and set out the strategy to be taken forward into a formal Competitive Dialogue procurement process.
- 1.5. This report also notes the resources required to progress the project through the formal procurement stage and that the definitive resource implications including finance, human, IT and land associated with awarding any contract will be presented to Cabinet following the procurement process.

2.0 Background

- 2.1. Prior to launching the soft market test process, background knowledge and high level considerations were noted in relation to:
- Existing PCC service delivery methods, resources and assets
 - Current and future PCC recycling material collection and processing performance
 - Current regional Local Authority collection methods and recycling performance
 - Current national recycle processing infrastructure

3.0 Soft Market Test and analysis

- 3.1. The purpose of the soft market test exercise is summarised as follows:
- To communicate to the market the objectives of the project (ie our problem definitions);
 - To gather market intelligence as to the potential solution options available and their viability;
 - To gather market guidance on risk as well as exploring any wider opportunities or synergies surrounding the project.
- 3.2. The soft market test was undertaken throughout October 2011 taking the form of a project information document and detailed questionnaire. The questionnaire posed 45 different questions which in many cases requested commentary or explanation as to the views of the respondent. The soft market test questionnaire was made available nationally and internationally through a Prior Information Notice advertised in the European Journal and the process was administered independently by PCC's corporate procurement team.
- 3.3. In order to inform the options to be considered and ensure that any procurement is well aligned to both the market place and corporate expectations, the soft market test responses together with wider operational intelligence subsequently informed which options merited further consideration in the form of a high level options appraisal and comparative cost analysis.

4.0 Options Appraisal

- 4.1. Given that the Council's existing MRF at Chelson Meadow is at the end of its economic design life and is not capable of processing commingled recycling material which includes glass, a 'Do-Nothing' option is not possible and has not been considered in the options appraisal.
- 4.2. The findings of the option appraisal are commercially sensitive and are therefore considered within the associated Part II Report.

5.0 Conclusion and Procurement Parameters

- 5.1. Conclusions and procurement parameters informed by the comparative options appraisal are commercially sensitive and are therefore considered within the associated Part II Report.

6.0 Procurement Resource Implications

6.1. An estimation of financial resource implications associated with progressing the procurement phase as set out in the Part II report is shown below and will be allocated in accordance with the Council’s constitution and scheme of delegation:.

	FY 12/13	
	Revenue	Capital
Specialist Legal Advice + Support	£15,000	
Specialist Commercial + Financial Support	£50,000	
Pensions Liability Calculation	£5,000	
TOTAL	£70,000	

6.2. The definitive resource implications including finance, human, IT and land associated with awarding any contract will be presented to Cabinet following the procurement process however it should be noted that the costs associated with future recycling sorting is likely to be more expensive than current arrangements as current budget allocations do not recognise asset replacement costs. Furthermore the introduction of glass into the recycling waste stream whilst increasing recycling rates and avoiding disposal costs is likely to reduce end commodity values.

Recommendation

RI. To approve the strategic direction and procurement parameters set out in the Part II report of a MRF service solution utilising either a new or existing facility located within or outside Plymouth being taken forward into a formal procurement for a replacement MRF solution capable of recycling glass

Glossary

‘DBFO’	Design Build Finance and Operate
‘ECC’	Exeter City Council
‘LABV’	Land Asset Backed Vehicles
‘MRF’	Material Recycling Facility
‘PCC’	Plymouth City Council
‘PFI’	Private Finance Initiative
‘RTS’	Refuse Transfer Station
‘SMART’	Specific, Measurable, Achievable, Realistic and Time
‘SMT’	Soft Market Test

PLYMOUTH CITY COUNCIL

Subject: Services for Children and Young People Basic Need Programme

Committee: Cabinet

Date: 27 March 2012

Cabinet Member: Councillor Samantha Leaves (Children and Young People)

CMT Member: Carole Burgoyne (Director for People)

Authors: Jayne Gorton (School Organisation, Access and Services to Schools Manager)
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Ref: MC.JEG(CAB)01(01/03/12)

Key Decision: Yes

Part: One

Executive Summary:

In October 2010, March 2011 and in October 2011, Cabinet received reports on the rising numbers in primary schools and the developing need for primary school places in the city. This growth in demand is known as 'basic need'.

This report seeks to update members on the progress of the growth and report on the development of the Wave I and Wave II projects set out in the March and October Cabinet reports. This report also seeks authorisation to vary the proposals of Wave II in the light of development work and the results of public consultation, and continue to develop the projects in a manner that meets the Council's legal obligations.

The report sets out proposals for the development of Wave III and IV projects, to meet the increased number of primary age pupils with effect from September 2013 and September 2014; to seek authorisation to commence consultation with stakeholders on expanding schools for 2013 onwards; and to commence consultation on the statutory proposals for the expansions as appropriate.

The report also sets out the balance between the Council's obligation to meet basic need and to maintain the condition of schools. Consequently, the report seeks Cabinet's recommendation to Council to amend the Capital Programme in order to meet these obligations.

Waves I and II of the Basic Need programme are both delivering on or under the cost allocated in the Capital programme and are progressing well.

Due to concerns, raised during consultation, over access and the amount of available

external play space, a delegated decision has been taken by the Cabinet Member for Children and Young People to delay the expansion of Holy Cross Catholic Primary School, formerly in Wave II, outside of the current planned waves. To compensate for this delay, it is proposed that for September 2012: Montpelier Primary, St Mary's CE Infant School and Victoria Road Primary Schools introduce a 'bulge' year; an extra class of 30 pupils (additional to the PAN) allocated to one year group, which moves through the school's year groups until the pupils' transition to the secondary phase.

There have been two recent announcements regarding the establishment of Free Schools in the city. The Marine Academy Plymouth is developing proposals for a two Forms of Entry (FE) primary school, i.e. PAN 60, and Plymouth College of Art have announced proposals for an all-through (5 to 16) school; the proposal is for 300 primary pupils and 600 secondary pupils. This provision has also been taken into account in the forecasting.

Proposals for Waves III and IV include bulge years and expansions.

The two schools listed below, would be required to increase their Planned Admission Numbers (PANs) for reception admissions in September 2013 for permanent expansion.

Name of School	Current PAN	Proposed PAN September 2013	Additional Places per Year
Pilgrim (Community) Primary School (Wave III)	30	60	30
Lipson Vale (Community) Primary School (Wave III)	55	60	5

The School Admissions Team will consult and plan the full increase in the schools' PANs (not just the reception age) for 2014. This consultation will be in accordance with the statutory notices required in the Department for Education's School Admissions Code.

In addition, the governors at Laira Green and Woodfield (Community) Primary Schools have also agreed the introduction of a bulge year for September 2014.

The capital implications for the programme are as follows:

Name of School	Cost (£ million)
Montpelier Primary (Bulge Year Wave II)	£0.065
St Mary's CE Infant School (Bulge Year Wave II)	£0.020
Victoria Road (Community) Primary School (Bulge Year Wave II)	£0.010
Pilgrim (Community) Primary School (Wave III)	£2.450
Lipson Vale (Community) Primary School (Wave III)	£0.072
Laira Green (Community) Primary School (Bulge Year Wave IV)	£0.030
Woodfield Community Primary School (Bulge Year Wave IV)	£0.000
Austin Farm (Community) Primary School (Removal of temps Wave IV)	£0.010
Total	£2.657

The Basic Need programme has embraced condition work where it has been

necessary to repair buildings in order to facilitate the additional places. The Council has had to use grant allocated to the city for Capital Maintenance for these projects. However, in the October 2011 Cabinet, it was agreed that this was not sustainable over the long term. The proposals for Wave III and IV, set out above, along with the introduction of free schools, makes the Basic Need programme much more achievable within the funding the Council receives and consequently an additional programme of condition works of £3 million has been added to the Capital programme as approved by Cabinet on 27 February 2012. This funding is in addition to the programme of condition support for maintained schools that is set at £500,000 per annum, which schools bid into.

Projects have been selected through a combination of: identified need in condition reports, completed in autumn 2010; condition bids, submitted by schools against governors' prioritised need; and detailed technical surveys commissioned in 2011 to assess need. Consideration has also been given to addressing need where capacity and investment will be required in the future.

The following projects are proposed to be funded from this new £3 million Condition programme:

Funding Allocation	Purpose	Cost (£ million)
Knowle Primary School	Replace heating, water and electrical systems, fire doors and replacement of temps to cater for the negative bulge	£2.52
Holy Cross Catholic Primary School	Erect MUGA in Beaumont Park	£0.12
Dunstone Primary School	Replacement roof	£0.05
Woodfield Primary	Replacement of Kitchen and boiler	£0.31
	Total	£3.00

Corporate Plan 2012 - 2015:

This programme aligns with and supports the following Corporate Priorities:

- **Deliver growth:** promote Plymouth as a thriving growth centre by creating the conditions for investment in quality new homes, jobs and infrastructure. The Basic Need programme delivers education infrastructure that supports the growth of the city, by supplying good quality education provision that meets need, it makes the city an attractive place to live and work. This report brings to Cabinet the next steps in a larger basic need infrastructure programme.
- **Raise aspiration:** raise the skills and expectations of Plymouth residents and ensure our young people achieve better qualifications and find high quality jobs. It is essential that there are sufficient school places that inspire children to attend and enjoy school; without basic need growth there is a serious risk that children in the city will not get access to an education.
- **Reduce inequalities:** reduce the large economic and health gaps between different areas of the city by tackling the causes. The basic need growth areas have been

carefully mapped and the proposals in this report are targeted at narrowing the gaps in inequality of access to education places.

- Provide value for communities: become more efficient and join up with partners and local residents to deliver services in new and better ways. The proposals seek to use the underused value there is in education assets to form the base for expansion so that investment costs are kept to a minimum and resources are targeted to achieve the maximum value for communities.

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

Waves I and II of the Basic Need programme, which are delivering the expansion of eight primary schools in the city, have been approved in the Council's Capital Programme by Council on 20 June 2011 and 10 October 2011. These projects are all delivering on or under the cost allocated in the Capital Programme. The value of Waves III and IV will be £2.6 million as set out in Section 6 of this report.

The cost and anticipated timing of the revised proposals for Waves I to IV are set out in the attached appendix. The table below summarises the proposed changes and their affordability within the Capital Programme.

Services for Children and Young People - Capital Programme Affordability (Basic Need February 2012)

	2011/12 £	2012/13 £	2013/14 £	2014/15 £	
Total Funding Available (Actual + Estimated)	22,701,684	18,207,696	16,243,220	5,978,678	
Current Programme Commitments					
Total Current Programme	15,727,302	25,431,010	15,986,467	5,948,164	Per Approved Budget Book
Less Total Current Basic Need Waves	(1,269,251)	(7,918,976)	(2,298,888)	(4,015,000)	Total Basic Need per Budget Book
Net Commitments Excluding Basic Need	14,458,051	17,512,034	13,687,579	1,933,164	
Funds Available to Support revised Basic Need Programme	8,308,789	746,101	2,745,353	4,045,514	
<u>Cost of Revised Basic Need Proposals</u>					
Wave I	(1,052,660)	(4,924,113)	0	0	Revised contract cost / phasing to date
Wave II	(216,591)	(1,222,863)	(1,508,888)	(1,432,432)	Feasibility cost / phasing to date
Wave III and IV	0	(1,772,000)	(790,000)	0	Initial Project Estimates
Annual Surplus / (Deficit)	7,039,538	(7,172,875)	446,465	2,613,082	
Cumulative Surplus / (Deficit)	7,039,538	(133,337)	313,128	2,926,210	

It should be noted that surpluses in the programme shown in the table above will be the subject of further reports when Waves V and beyond are considered.

In addition to the expansion of schools, a number of 'bulge' classes have been finalised with selected schools, and their governing bodies, which have accommodation available to take up to 30 pupils for a one-year allocation. This achieves an expansion of provision with very little capital expenditure and has enabled Wave II expenditure to be reduced, and Waves III and IV expenditure to be kept as low as possible. There have also been two announcements recently regarding the establishment of Free Schools in the city. Marine Academy Plymouth is developing proposals for a 2FE primary school and Plymouth College of Art have announced proposals for an all-through (5 to 16) school; the proposal is for 300 primary pupils and 600 secondary pupils. Central Government funds free schools directly. Therefore, if delivered as predicted, they will increase the school places

available at no cost to the Council.

Across the primary sector the proposals for Wave III and IV will generate 1,225 permanent school places; this adds to the growth already put in place for Waves I and II and keeps the city on the trajectory to meet the longer term growth. The proposals are in excess of what is needed to create a buffer against the risk of free school places not being achieved.

As schools expand to deliver education to an increased number of pupils, new classes will need to be created, which will have a revenue cost relating to the employment of teachers, teaching assistants and other curriculum resources; costs funded from the ring-fenced Dedicated Schools Grant (DSG), which is allocated to the Council based on actual pupil numbers. Therefore, the Government formula meets the budgetary growth in revenue.

The number of pupils registered on the January census, preceding the start of a financial year, is the basis for schools' funding. Individual schools will receive an increase to meet these additional revenue costs from the financial year following the pupil number increase in the previous September. The Budget Modelling Group, set up by the Plymouth Schools Forum, have considered and approved a model to enable the local schools funding formula to support schools facing increased revenue costs from the September rather than the following financial year.

This report also proposes allocations for condition projects totalling £3 million, as set out in Section 8. These allocations can be met within the approved budget for condition works and will be phased appropriately to ensure that the overall programme affordability (set out in the table above) is not adversely affected.

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

Schools are a key facility in their local communities and support wider cohesion in the area. An equality impact assessment has not been completed as the additional school buildings would be designed to current building regulations, which are fully DDA compliant. In addition, these are community facilities, which are open to all; therefore issues surrounding discrimination on the basis of age, faith, gender, race, or sexual orientation are not applicable.

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

There is a risk that the two Free Schools will not be approved by the Secretary of State or indeed that the schools will be unable to find and establish premises for their proposed opening of September 2013.

Recommendations & Reasons for recommended action:

- I. That due to the delay to the expansion of Holy Cross Catholic Primary School,

Cabinet vary the proposals of Wave II by the addition of 'bulge' years at Montpelier Primary School, St Mary's CE Infant School and Victoria Road Primary School; an extra class of 30 pupils (additional to the PAN) at each school, allocated to one year group, which move through the schools' year groups until the pupils' transition to the secondary phase.

2. That Cabinet approve the in-year expansion of Pilgrim Primary and Lipson Vale Primary Schools' PANs for reception age pupils; and :
 - approves the public consultation on the statutory proposals to expand the above two schools; and
 - authorises the Cabinet Member for Children and Young People, in consultation with the Director for People, to consider the outcomes and responses to any statutory notices, published as part of statutory school organisation processes, and in light of them to make a final determination on proposals.
3. That Cabinet recommend Council to amend the Capital Programme to include the allocations for Waves III and IV of £2.657 million as set out in Section 6 of this report.
4. That Cabinet recommend Council to amend the Capital Programme to include the allocations for condition, of £3 million as set out in Section 8 of this report.

Alternative options considered and reasons for recommended action:

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

In developing the proposals for the Waves III and IV schools, presented in this Cabinet report, all 92 schools have been considered as options to meet growth. In addition, a number of schools have been taken forward for more detailed analysis and evaluated against developed criteria.

Consideration has also been given to the two Free School proposals in the city to meet part of the growing demand.

In the October 2011 Cabinet report it was concluded that the expansion of schools in whole forms of entry was unaffordable in the long term and it was requested that consideration should also be given to the use of bulge classes. This has been included in the analysis and is detailed in this report.

All the projects, as they develop, are analysed for alternative building procurement routes; this includes the use of temporary buildings, system buildings and also more permanent traditional building techniques.

Background papers:

1. [Investment for Children Cabinet Paper approved 11 November 2008](#)
2. [Plymouth City Council Children's Services Strategy for Change Investment for Children](#)

3. [Basic Need Cabinet Paper 19 October 2010](#)
4. [Basic Need Cabinet Paper 8 March 2011](#)
5. [Basic Need Cabinet Paper 10 October 2011](#)
6. [CIL and PINA Cabinet Report July 2011](#)

Sign Off:

Fin	ChS0 379	Leg	LT 1302 4(3)	HR	N/A	Cor p'Pr op	CJT/ 099/ 0803 12	IT	N/A	Stra t'Pr oc	JK/SP U/CP /273/ 0312
Originating SMT Member: Maggie Carter, Assistant director for Education, Learning and Families (Interim)											

1. Introduction

1.1. In October 2010, March 2011 and October 2011, Cabinet received reports on the rising numbers in primary schools and the developing need for primary school places in the city. This growth in demand is known as 'basic need'.

1.2. The detailed analysis of the growth in Plymouth was considered at Cabinet on 19 October 2010 and approval was given to officers to begin consultation on proposals to meet this demand. A further report was presented to Cabinet on 8 March 2011, which approved the expansion of five schools with effect from September 2011. In total five schools' PANs were increased giving an additional 120 places available at reception age for the September 2011 admissions. Whilst this has been extremely tight, the School Admissions Team has experienced that some parents have chosen not to take up places offered, which means that over the year all parents that want them have had places offered. There always remains a risk for future years that there will be insufficient reception places and children would have to be offered non-reception classes.

1.3. In October 2011, Cabinet gave approval for the statutory consultation to take place on a further expansion of four schools: Stoke Damerel Primary, St Joseph's Catholic Primary, Salisbury Road Primary and Holy Cross Catholic Primary Schools. Following the consultation, it was agreed to go to Public Notice on all the schools, with the exception of Holy Cross Catholic Primary School, which would require more discussions with the Governing Body, parents, staff and the local community with regard to access and play space.

1.4. The capital projects to expand the buildings, or in some cases reorganise accommodation to increase capacity, have been progressed sufficiently to make classrooms available in September 2011 and in September 2012. There is expenditure planned for building works over 2011/12, ready for completion in September 2012. This will conclude the building works for Wave II phase one, making rooms available in these schools for the rise in PANs to feed through the schools. The bulk of the building work will then be carried out during 2012/13 in readiness for completion in September 2013, this concluding Wave II phase two.

1.5. There has been an ongoing consultation with schools to put forward proposals to deal with the future growth in 2013 and 2014.

2. Birth Rates in Plymouth

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

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

North East and Central (NEC)

This locality has a capacity based on a PAN that is higher than its actual capacity. This means that at full capacity the locality would be over by 288 places. NEC is an importer of pupils as it contains a high number of popular schools.

North West (NW)

The North West has traditionally exported pupils and has lost a significant number of pupils to surrounding localities. Wave I has increased the PANs of three schools in or near the boundary to the NW, which has reduced the number of children attending schools outside of the locality they live in. The most recent data up to July 2011 continues to show an increase in the number of children born within the NW.

Plymstock

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

Plympton

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

South East

In the South East, the number of children born each year usually exceeds the PAN and this locality exports a large number of children to neighbouring localities. Wave I of the Basic Need programme included a PAN increase at Prince Rock Primary School, which has reduced the pressure on neighbouring localities by retaining children that were expected to attend schools outside the South East, particularly in Plymstock.

South West

The South West has seen the largest growth in the number of children born since 2008. The most recent data indicates that these numbers are still increasing, with the total number of births for the academic year 2010-2011 expected to be the highest seen in the last 20 years.

2.3. It is clear from this analysis that the localities that are in the highest need for additional school places are the North West, South West and the South East. The first wave of investment, which was approved in the March 2011 Cabinet report concentrated on the North West and northern part of the South West locality. The analysis of the 2011 admissions data indicates that the acute need of the North West locality has largely been met and that the greater need now switches to the South West and South East localities. The proposals for Wave II, approved in October 2012, were set to address this need. Data analysis for 2012 will indicate whether these proposals will have been as successful as those for Wave I.

2.4. It remains a priority to deliver the city's aspiration for good quality local provision with healthy and sustainable schools in the heart of their communities. This policy direction also supports the development of the city in sustainable neighbourhoods, reduced car journeys to school, reducing congestion and reducing the impact of the growth of carbon emissions.

3. Housing Growth

3.1. Housing growth is now beginning to have an impact on basic need as the city continues with its aim to provide 17,250 new dwellings by 2021. The most recent Annual Monitoring Report (AMR) indicates that the production of new dwellings has reduced over the last two years due to the unstable economic climate; however this target still remains on track and current market stimulation is helping to kick start developments with completion rates gathering pace again. These housing growth

targets are fully built into the predictions of need for each locality and have aided the decision making process for each basic need project. Particular consideration has also been taking to the major housing developments of North Prospect, Plymstock Quarry, Barne Barton, Widewell, Devonport, Millbay, and the Northern Corridor.

4. Consultation with Schools

4.1. In the same way as was reported in the March and October Cabinet reports, analysis of schools data for capacity, standards, popularity, site and building area as well as neighbourhood growth data has been used to target schools for potential growth. As with Waves I and II, schools that have odd number PANs or half year groups have again been targeted to ensure that the growth offers the opportunity to rectify inefficiencies that lead to poor organisation of classes. A number of further meetings have been held with schools and their governors to establish their appetite for growth. All the meetings held with schools and their governors have received a positive response to growth.

4.2. The results of the consultation held to date remains as reported to Cabinet in October 2011, which is that schools are cautious in their agreement to expand. Governors remain concerned that the capital investment will either not be available to meet the demand, or be insufficient to provide the accommodation that will offer children a varied and rich curriculum. There also remains concern that acceptance of growth will leave a school with a legacy of temporary accommodation that in the past has been hard to resolve with long term capital solutions. Although, this perception is beginning to be dispelled as schools see the capital commitments the Council is making to build new classrooms in response to growth.

4.3. As in Waves I and II, concern has been expressed regarding the very limited capital investment available to basic need. Those schools which are expanded will have less space outside the general teaching classroom to offer an enriched curriculum. This is a common concern, which is considered as a negative on the current position. However, there is an understanding that the financial constraints are a consequence of the economic climate, and as tender returns are also lower, schools recognise they are receiving value for money solutions.

4.4. As a result of the above discussions, the following schools have been identified as achieving permanent expansion for Wave IV:

- Pilgrim Primary School – South West Locality
- Lipson vale Primary School – South East Locality

In addition, we are consulting with Montpelier Primary, St Mary's CE Infant, Victoria Road Primary, Woodfield Primary and Laira Green Primary Schools on 'bulge' years in 2013 and 2014; an extra class of 30 pupils (additional to the PAN) in each school, allocated to one year group, which move through the schools' year groups until the pupils' transition to the secondary phase.

4.5. The next stage is to continue to meet with headteachers and their governing bodies to enable more work to be carried out in relation to the detail of the investment needed to resolve the building capacity issues at these schools. However, initial costs allowed for in this report have already been discussed with the schools.

4.6. The final stage will be to meet the requirements of Schedules 2 and 4 of The School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2007 (as amended); these set out the alterations that can be made by

governing bodies and local authorities. The following sets out the changes:

Enlargement to premises:

Statutory proposals are required for a proposed enlargement of the premises of a school which would increase the capacity of the school by both:

- a. more than 30 pupils; and
- b. by 25 per cent or 200 pupils whichever is the lesser.

Subject to approval by Cabinet, it is proposed to commence consultation in the summer term to ensure all approvals are in place early in the spring term 2013.

5. Planned Admission Number (PAN) increases

5.1. Following the public consultation held in December and January, a delegated decision was taken by the Cabinet Member for Children and Young People to delay the expansion of Holy Cross Catholic Primary School. This was due to the concerns at the school over access and the amount of available external play space. As a consequence, proposals have been brought forward to create additional bulge years in September 2012 at Montpelier Primary School, St Mary's CE Infant School and Victoria Road Primary School to compensate for the expansion that will be delayed at Holy Cross.

5.2. Both of the schools listed below, would be required to increase their PANs for reception admissions in September 2013 for permanent expansion.

Name of School	Current PAN	Proposed PAN September 2013	Additional Places per Year
Pilgrim (Community) Primary School (Wave III)	30	60	30
Lipson Vale (Community) Primary School (Wave III)	55	60	5

5.3. In total this would generate 35 extra reception places for 2013 from school expansions; the remainder will be met from the inclusion of 'bulge' classes and the introduction of two free schools. The School Admissions Team will consult and plan the full increase in the schools' PANs (not just the reception age) for 2014, which will follow the full statutory processes as is being completed for Waves I and II.

5.4. There is a risk that the two free schools will not be approved by the Secretary of State or indeed that the schools will be unable to find and establish premises for their proposed opening of September 2013. The number of reception places has been modelled if these circumstances occur and there would be sufficient reception places in the city; due to a flat lining of births in 2008. Extra capacity in reception creates a window of opportunity; that offers parents greater choice.

5.5. Predictions show a need for a potential 437 further reception places and 2,448 additional primary school places by 2018, which follows a further significant rise in the birth rate from 2009. These will be dealt with by an expansion of schools in Wave V to VIII and will be subject to further Cabinet reports.

5.6. This is best illustrated in the graphs fig 1 and 2 below.

Fig 1

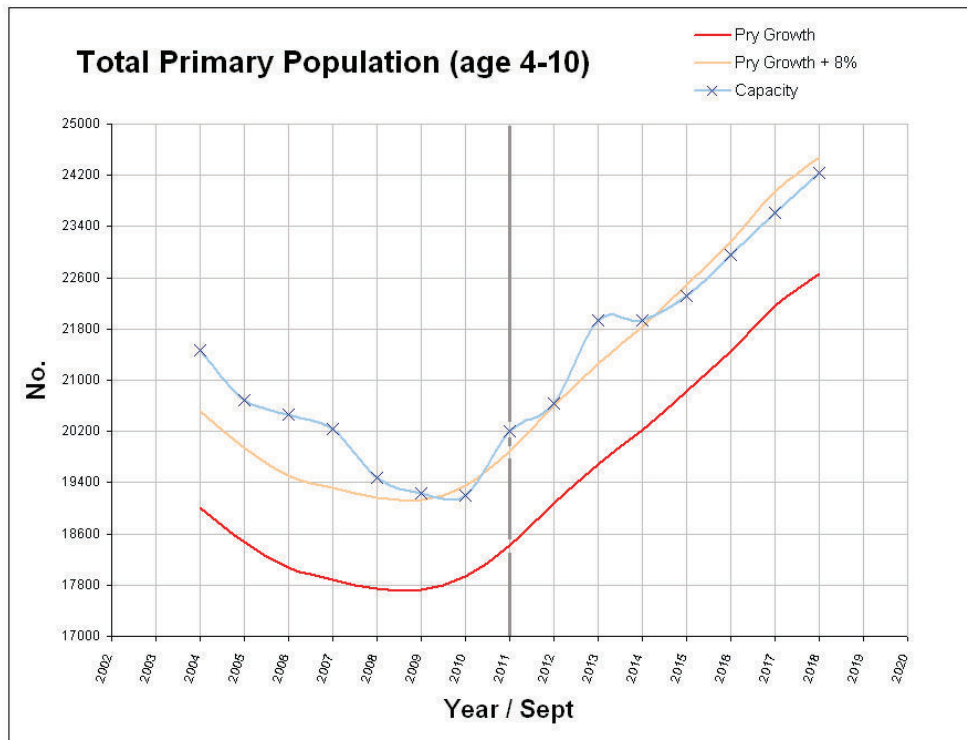
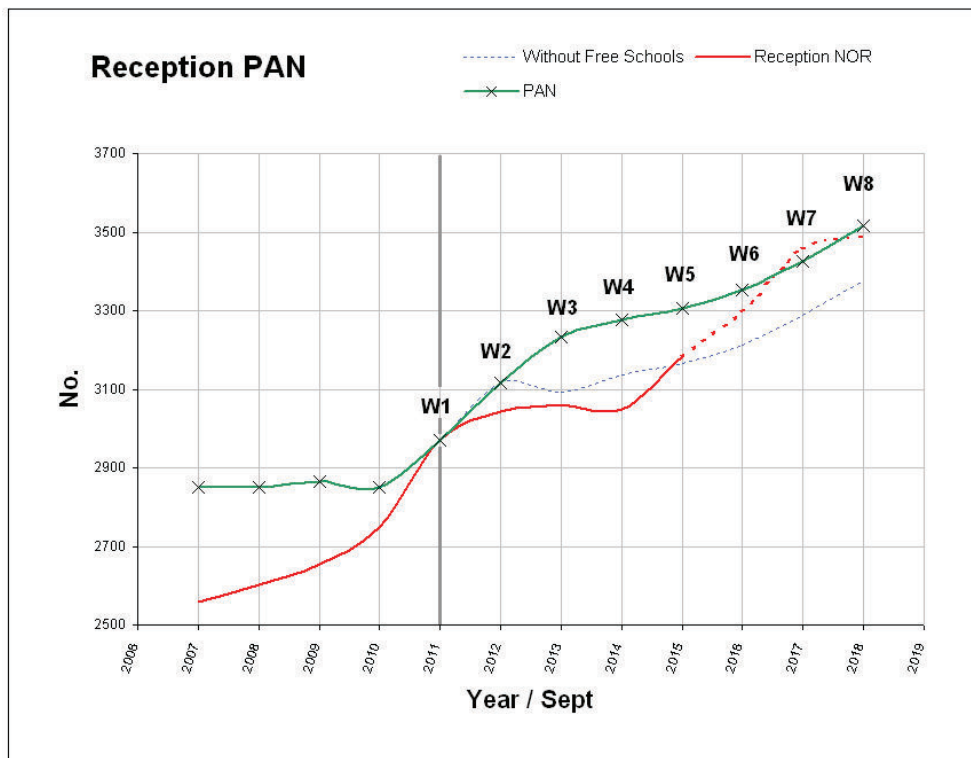


Fig 2



6. Capital Implications

6.1. As reported to Cabinet in March and October 2011, delivering additional school places can potentially have a high capital cost if they are all created by building new classes. Some schools have spaces that do not count towards the available net capacity of the building and these can be converted to classrooms that meet initial basic need growth. The conversion of this space is proving to be at relatively low cost, or indeed in some cases, no cost at all. This means that even in this second year of growth it has been relatively easy to find primary schools that can take an extra reception class in September 2012. This means that the initial growth has relatively low capital impact. However, as reported in March and October there are implications for using this accommodation because, as places are offered to parents with children in reception year a commitment is being made that the school would have spaces available as the child grows through the years while new reception classes are joining each year. It therefore follows that a decision to expand the PAN for reception is implying a capital project that follows on in 2013. This approach has been achieved through out Waves I and II and capital projects are currently on site achieving the follow on capacity.

6.2. In the October 2011 Cabinet report the long term effect of the above approach was considered in some detail and it was concluded that it would only be affordable by the longer term allocation of condition funding to the Basic Need programme. It was concluded that this approach is not achievable over the long term so a change of policy direction was considered that suggested that basic need growth could also be achieved through the use of bulge years and phased building programmes to spread the capital infrastructure cost.

6.3. This Cabinet report recommends a different capital approach, introducing the use of bulge years and the predicted expansion of free schools to meet a significant proportion of Waves III and IV growth.

6.4. The infrastructure investment needed to expand the schools as set out in Section 5 above is as follows:

Name of School	Cost (£ million)
Montpelier Primary (Bulge Year Wave II)	£0.065
St Mary's CE Infant School (Bulge Year Wave II)	£0.020
Victoria Road (Community) Primary School (Bulge Year Wave II)	£0.010
Pilgrim (Community) Primary School (Wave III)	£2.450
Lipson Vale (Community) Primary School (Wave III)	£0.072
Laira Green (Community) Primary School (Bulge Year Wave IV)	£0.030
Woodfield Community Primary School (Bulge Year Wave IV)	£0.000
Austin Farm (Community) Primary School (Removal of temps Wave IV)	£0.010
Total	£2.657

6.5 It is therefore recommended that Cabinet recommend Council to amend the Capital Programme to include the allocations for Waves III and IV of £2.657 million.

7. Government Grant Settlements

7.1. The Comprehensive Spending Review (CSR) announcement in October 2010 that the capital settlement for the Department for Education (DfE) would be

reduced by just over 60 per cent for the spending review period, which was the highest cut across all Government. There has been an easing on this position throughout 2011 and announcements, in July 2011, of an additional £500 million basic need funding along with the introduction of a Private Finance Initiative (PFI) based Priority School Building Programme (PSBP), and a further £500M capital spending on schools in the autumn budget statement, have indicated that capital spend for schools is now increasing.

7.2. In October 2011, on the basis of the announcement made by Michael Gove in July 2011, Cabinet recommended to Council that the SCYP Capital programme be increased by a sum of £2.1 million for basic need. On the 3 November 2011, the Government confirmed the detail of the announcements and that Plymouth's allocation was in fact £2.525 million. This total sum has now been added into the Capital programme.

7.3. On the 13 December 2011, the Government announced all capital grant allocations for councils across the country. Plymouth City Council's grants for all maintained schools amounted to £7.260 million for the year 2012/13. This represents an overall net reduction of £1.134 million against the 2011/12 settlement, but is in line with our expectations, representing no significant change from the total Local Authority (LA) forecast of £7.278 million used to set our current Capital programme budget at the beginning of 2011.

7.4. Whilst the DfE has made capital announcements for the coming financial year 2012/13, there is no indication of 2013/14 and beyond, which is subject to the outcomes of the James Review of Education Capital, which was published on 8 April 2011. Local authorities have indicated to Government that a single year's allocation is insufficient to plan capital expenditure. However, there seems little change to this in the current economic climate. The Council is overcoming this by making an estimation of future capital settlements as indicated above. However, this puts the capital programme at risk should future capital settlements vary significantly.

7.5. Whilst the overall total of the recent announcements was as anticipated, there is a shift in the allocations, with a reduction in Maintenance Funding being offset by an increase in basic need support. This changes the balance of allocations closer to the Council's expenditure profile between these two programmes.

7.6. From the CSR, we know the profile of national spending over a four year period, which drops slightly over the first three years and increases, again slightly, in the fourth year. As a consequence, an assessment of 2013/14 grant allocations can be determined if we assume that Plymouth continues to receive the same proportion of the national expenditure. This method doesn't take into account the increases in funding announced in the Autumn Statement, or the affect schools transferring to academy status. Both these factors will alter the DfE algorithm and will change the allocations. The estimates made early in 2011 for 2012/13 proved to be correct and the Capital programme has remained stable this year. However, until the Government is able to secure more long term funding security, the Council will continue to be cautious in making capital commitments due to potential instability

7.7. The grant allocations made by the DfE are as follows:

Funding Allocation	Value £ (million)
Basic need (non ring fenced)	£3.9
Capital Maintenance (non ring fenced),	£2.8
Devolved Formula Capital (ring fenced including VA)	£0.6
Locally Controlled Voluntary Aided Pot (LCVAP- ring fenced)	£0.6

7.8. It can be seen from these that the bulk of the un-ring fenced funding continues in two grants, Capital Maintenance and basic need. These have been added to the Capital programme through the budget preparation process.

8. Condition based projects

8.1. The Basic Need programme has embraced condition work where it has been necessary to repair buildings in order to facilitate the additional places. The Council has had to use grant allocated to the city for Capital Maintenance for these projects. However, in the October 2011 Cabinet, it was agreed that this was not sustainable over the long term as the number of schools experiencing critical condition issues outside the basic need growth programme was becoming an issue.

8.2. As a consequence the Government allocation, set out in Section 7, has been reconsidered in the Capital programme, and a programme of condition works of £3 million has been included in the Capital programme approved by Council. This funding is in addition to the programme of condition support for maintained schools that is set at £500,000 per annum, which schools bid into.

8.3. It is proposed in this report that the following projects are achieved from this programme:

Funding Allocation	Purpose	Cost (£ million)
Knowle Primary School	Replace heating, water and electrical systems, fire doors and replacement of temps to cater for the negative bulge	£2.52
Holy Cross Catholic Primary School	Erect MUGA in Beaumont Park	£0.12
Dunstone Primary School	Replacement roof	£0.05
Woodfield Primary	Replacement of Kitchen and boiler	£0.31
	Total	£3.00

8.4. These projects have been selected through a combination of: identified need in condition reports completed in autumn 2010, condition bids submitted by schools against governors' prioritised need, and detailed technical surveys commissioned in 2011 to assess need. Consideration has also been given to addressing need where capacity and investment will be required in the future.

8.5. It is therefore recommended that Cabinet recommend Council to amend the Capital Programme to include the allocations for condition, of £3 million.

9. Criteria for Choosing Basic Need Waves

9.1. Chiefly, the priority for demand has been in the hot-spots of the North West, South West and South East localities and schools serving these localities have been given the highest priority for Waves I and II.

9.2. Careful consideration has been given to those schools that could offer space in their existing building for September 2013 and 2014 as well as the opportunity to add either a whole or half a form of entry to the school by 2014. These schools were given a high weighting in the analysis as they offered the greatest opportunity to meet demand and would make the programme affordable in the short term. In addition, for Waves III and IV, consideration has also been given to the popularity of and standards in schools, which complies with the Council's adopted policy to expand popular and successful schools. Following on from this policy, the Council has made major strides in making schools more efficient in their structure. In 1988/89, 75 per cent of schools had an off PAN (meaning multiples other than 30) by 2011/12 this will have been brought down to 20.9 per cent showing a significant improvement due to reorganisation.

9.3. The creation of 'bulge' classes, whilst being cost effective, can add administrative complexities to schools that could distract them from the core business of raising standards. There is the potential that siblings may not be able to follow older brothers or sisters who were successful at gaining a space within the bulge class. Timetabling, staffing and school routines will be impacted but often added benefits can result from opportunities to adapt to the changing class profile. Whilst KS2 standards in 2011 dipped and the number of schools falling below the floor standard increased significantly the expansion of primary places will not distract school leadership teams from ensuring that rapid improvement is secured. Schools with only one form of entry are more susceptible to fluctuations in results year on year as every pupil makes a bigger contribution to the overall school result. Larger school cohorts will allow schools to target resources more effectively to ensure that pupils benefit from a wider range of support.

9.4 Further consultation on the distribution of growth and a proposal for Wave V to VI priorities will be undertaken in the autumn; this will be brought to Cabinet once the development of the free schools is more advanced, enabling officers to assess the impact on growth.

10. The Method of Calculating the Basic Need Allocations

10.1. The Council has well established records on the costs of building schools from recent investment programmes so is in a good position to assess building costs. It is this cost basis that has been used in setting the allocations. The tender prices for Wave I have been received and analysed against costs for works tendered in 2009 and 2010. These show a 15 per cent reduction in rates that demonstrate the market fall, but also the reduction of quality and design of the proposals.

10.2. The formula to arrive at the allocations for each school has used the national guidance of floor area for primary schools (BB99) less five per cent. In the secondary sector, floor area reduction of up to 15 per cent is being achieved, however, it has proved very difficult to achieve below five per cent in the primary sector. The calculation takes the advised floor area for the proposed size of school and subtracts the measured area of the existing building. This creates a new build footprint to

which a new build cost per m² is applied. This method means that inefficiencies in the existing buildings need to be addressed in the proposal as the buildings are only just big enough to meet their purpose.

10.3. In addition to the new build area, a judgement has been made on the area of refurbishment that is needed; this has been divided into major and minor refurbishment, which uses different rates per m².

11. Abnormals

11.1. It is expected that each project will have the need to overcome some specific works that are necessary in order for the planned works to go ahead. Examples of these costs are: planning obligations, significant repair work to existing buildings, or costs associated with unforeseen work in the ground. These are known as abnormals. Such costs have been assessed and added to the capital allocation. Experience from Waves I and II are that these costs are averaging between one and 10 per cent of the works cost.

12. Programme Governance

12.1. The Wave III and IV projects will be managed and delivered through the governance arrangements approved by Cabinet in March 2011 for Wave I. This is overseen by the Capital Delivery Board, which will challenge and approve the capital expenditure in accordance with the Council's priorities. Projects will continue to be reported via the quarterly budget and performance reports.

12.2. Under the Capital Delivery Board, delivery responsibility for the programme will be given to the senior responsible person, the Programme Director for Learning Environments, who chairs the Programme Board, which has delegated authority to make all decisions affecting the procurement and management of the programme. This Board will delegate the day-to-day responsibility for managing the programme to the Programme Manager.

12.3. It will be the senior responsible person who will be responsible for taking projects through the Council's project management processes and gain the relevant approvals through the Capital Delivery Board of the Council. This authority shall be exercised in accordance with Council's Standing Orders and Financial Regulations.

12.4. A detailed Risk Register has been developed that has informed the Corporate Risk Register and a Communications Plan and Engagement Strategy has also been developed.

13. Section 106 and Tariff

13.1. Detailed analysis of all available Section 106 and Tariff money that is banked by the Council has been undertaken and all projects that could be funded through this infrastructure investment have been taken into account for Wave I to IV. Increasingly, future waves of projects will depend heavily on the allocation of Section 106 and Tariff funding as they seek to respond to not only the birth rate growth but the city growth and inward migration, which is subject to major planning applications. Negotiations have taken place on substantial infrastructure need in Morley Park, Millbay, and the Northern Corridor. However, there will continue to be a tension between the tight Government capital settlements and the need to agree planning applications where developers will not bear the total infrastructure costs through

Section 106 and Tariff.

13.2. In July 2011, the Council adopted the Plymouth Infrastructure Needs Assessment (PINA) and set out the development of the Community Infrastructure Levy (CIL). These documents contained the initial assessments of need. However, this Cabinet report develops the proposals and this detail will now be added to the PINA.

14. Use of Temporary Accommodation

14.1. In March 2011, it was reported to Cabinet that a procurement option could be available to the Council that would allow us to seek tenders for the new classrooms from system build or temporary classroom manufacturers. This option is from a market that is relatively untested in Plymouth, although it is a growing market across the country. It had been hoped to soft-market test this option alongside a more traditional 50 year life construction to fully understand the advantages and disadvantages of this type of construction. Projects in Wave 1 were market tested for these types of building delivery, however, companies declined to tender; suggesting that the size of the market in the far south west is of insufficient interest.

14.2. Given the ability in the initial stages to take advantage of existing buildings, options remain broadly traditional in their method. However, the shorter term value for money option of using system build may prove attractive to make the programme as a whole affordable in future Waves, and indeed new schools needed as a result of housing development in the city.

Appendix

Basic Need Project Summary (Revised February 2012)

Wave I Summary

SCHEME	Current Approved Budget	Latest Forecast	Latest Forecast	Latest Forecast	Latest Forecast	Latest Forecast	Total Revised Programme
		2011/12	2012/13	2013/14	2014/15	2015/16	
Details	2010 - 15	Forecast					
	£	£	£	£	£	£	£
Weston Mill- Basic Need	341,033	341,033	100,000	0	0	0	441,033
Riverside-Basic Need	2,382,302	320,000	2,062,302	0	0	0	2,382,302
Mount Wise-Basic Need	1,312,479	137,627	1,174,852	0	0	0	1,312,479
Ernesettle-Basic Need	983,418	50,000	620,369	0	0	0	670,369
Prince Rock-Basic Need	1,170,590	204,000	966,590	0	0	0	1,170,590
See Note*	6,189,822	1,052,660	4,924,113	0	0	0	5,976,773

Wave II Summary

SCHEME	Current Approved Budget	Latest Forecast	Latest Forecast	Latest Forecast	Latest Forecast	Latest Forecast	Total Revised Programme
		2011/12	2012/13	2013/14	2014/15	2015/16	
Details	2010 - 15	Forecast					
	£	£	£	£	£	£	£
Salisbury Road - Basic Need	2,061,600	60,187	1,111,684	368,854	1,300,652		1,841,377
Holy Cross - Basic Need	-	0	0	0	0	0	0
St Peters CE - Basic Need	200,000	3,500	240,000	0			243,500
St Josephs - Basic Need	1,488,000	79,437	597,927	1,140,034			1,817,398
Stoke Damerel Primary - Basic Need	1,238,000	73,467	178,252	0	131,780	981,920	1,365,419
Montpelier Primary - Wave 2		0	65,000				65,000
St Mary's CE Infants - Wave 2		0	20,000				20,000
Victoria Road Primary - Wave 2		0	10,000				10,000
	4,987,600	216,591	1,222,863	1,508,888	1,432,432	981,920	5,362,694

Wave III and IV Summary

SCHEME	Current Approved Budget	Latest Forecast	Latest Forecast	Latest Forecast	Latest Forecast	Latest Forecast	Total Revised Programme
		2011/12	2012/13	2013/14	2014/15	2015/16	
Details	2010 - 15	Forecast					
	£	£	£	£	£	£	£
Pilgrim Primary - Wave 3		0	1,700,000	750,000	0	0	2,450,000
Lipson Vale Primary - Wave 3		0	72,000				72,000
Woodfield Primary - Wave 4		0	0				0
Laira Green Primary - Wave 4		0	0	30,000			30,000
Austin Farm Primary - Wave 4		0	0	10,000			10,000
	4,830,000	0	1,772,000	790,000	0	0	2,562,000

Total Revised Cost Wave I - 4	1,269,251	7,918,976	2,298,888	1,432,432	981,920	13,901,467
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PLYMOUTH CITY COUNCIL

Subject: Capital Investment Delivery for All Saints Academy, Plymouth
Committee: Cabinet
Date: 27 March 2012
Cabinet Member: Councillor Samantha Leaves (Children and Young People)
CMT Member: Anthony Payne (Director for Place)
Author: Gareth Simmons (Programme Director for Learning Environments)
Contact: Tel: 01752 307161
Email: gareth.simmons@plymouth.gov.uk
Ref:
Key Decision: Yes
Part: One

Executive Summary:

On 20 December 2010, 71 academies were given capital allocations by the Department for Education (DfE); All Saints Academy Plymouth (ASAP) was allocated £10.6 million. The Academy's Lead Sponsor, the Church of England Diocese of Exeter, and cosponsors, the University College Plymouth St Mark and St John and Plymouth City Council, appealed against the allocations; following submissions to Ministers these were revised. In May 2011, the allocation for ASAP was increased to £11.3 million.

On 18 October 2011, Cabinet gave approval for the Council to act as procurement agent for ASAP and the Marine Academy Plymouth (MAP).

This report deals with ASAP; a separate report for the MAP was approved by Cabinet on the 21 February 2012.

Ministers signed off the allocation on the basis that the delivery of the capital investment is procured through the Partnership for Schools (PFS) Academies Framework. In discussions, between PFS and the sponsors of ASAP (May 2011), it was indicated that the funding is reliant on the procurement being through this route and managed by the Council.

Technical Advisors were appointed through the Office of Government Commerce (OGC) Advisor Framework to project manage the procurement.

A feasibility study was developed that considered the building options and set out a control scheme that met the objectives of the Academy. This study has also been through a pre-application planning process. The control scheme had been evaluated to ensure that it is deliverable and within the allocated budget. On the 22 December 2011, the feasibility study was submitted to PFS and approved.

The project was put out to the PfS Construction Framework through a Provisional Invitation to Tender (PITT), where all regional framework contractors were invited to express an interest in tendering. Four contractors, Balfour Beatty plc, Keir, Interserve and BAM Construction Ltd chose to tender and a formal PITT evaluation reduced this down to just Balfour Beatty plc and BAM Construction Ltd.

Full Invitations to Tender (ITT) were sent out on the 23 January 2012 and a formal design engagement process has been concluded with both contractors' design teams being offered equal time allotted to the Academy and building end users. The Contractors submitted ITTs on the 5 March 2012, these have been evaluated for quality and value for money using the PfS agreed evaluation criteria. This evaluation demonstrates that BAM Construction Ltd is recommended as the selected panel member (Preferred Bidder). This recommendation has been endorsed by the Academy, and by the Academy's lead sponsor, the Church of England Diocese of Exeter.

The capital investment in the city will have an important impact on the local economy. It is estimated that as much as 80 per cent of this value will be spent in Plymouth and the demand for skilled trades will also allow the Council to negotiate that the contractor will take on apprentices as part of the proposal.

Corporate Plan 2012 - 2015:

This programme aligns with and supports the following Corporate Priorities:

1. Deliver growth and promote Plymouth as a thriving growth centre by creating the conditions for investment in quality new homes, jobs and infrastructure. The Academy Investment will improve education infrastructure that supports the growth of the city, by supplying good quality education provision that meets need, it makes the city an attractive place to live and work. This paper brings to Cabinet opportunities for substantial investment into the city.
 2. Raise aspiration and the skills and expectations of Plymouth residents to ensure our young people achieve better qualifications and find high quality jobs. The investment this paper describes will significantly improve the secondary school infrastructure in the city.
 3. Reduce inequalities by reducing the large economic and health gaps between different areas of the city by improving the educational offer in these parts of the City. The proposals in this paper are targeted at narrowing the gaps in inequality of education that exists in the city.
 4. Provide value for communities and to become more efficient and joined up with partners and local residents to deliver services in new and better ways. These proposals seek to support the Academy, a partner organisation, brokered by the Council to achieve the maximum value for the community it serves.
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**Implications for Medium Term Financial Plan and Resource Implications:
Including finance, human, IT and land**

The sum of £11,332,061, approved by Partnership for Schools (PfS) as the investment budget, is to be allocated in the following way:

Design and Build Contract £10,856,332:

- Construction Costs £7,460,275
- External Works and Abnormal Costs £1,423,500
- Fees £1,002,964
- FFE £701,843
- ICT Infrastructure £267,750

and ICT Hardware £475,1729.

Under the terms of the PfS framework the contract budgets above are fixed contractual sums. The scope of the works delivered by the Design and Build contractor is a variable throughout the procurement, and the quality and quantity of the offer has been evaluated using PfS's strict procurement process.

Whilst the contracting risks are small, it should be understood that acting as procurement agent, the Council will take on liability for the project should there be a legitimate claim. However, PfS have devised a client biased contract that offers a considerable amount of comfort that much of the risk is transferred to the contractor. The procurement will also be undertaken with some rigour; therefore, the onward risk is very small.

Within the fee element for both academies, the sum of £300,000 was top sliced for the Council to use for procurement costs. Based on analysis of costs, this top slice is unlikely to be sufficient to fund the full costs of managing a project. However, the academy sponsors have agreed to meet procurement costs above this provision, based on the view that reduced expenditure in this area would be a false economy.

The Council's time in gaining internal approvals, letting and monitoring the building and technical advisors contracts was assessed to be a total of 210 days of work. As these expenses cannot be recovered against the allocated funding, this represents the Council's contribution in support of the two Academy projects.

The ongoing operation and condition liability of ASAP falls to the Academy and the Government, so there are no direct costs falling to the Council.

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

Schools are a key facility in their local communities and support wider cohesion in the area. An Equality Impact Assessment has not been completed as the investment in school buildings would be designed to current building regulations which are fully DDA compliant. In addition, these are community facilities which are open to all; therefore issues surrounding discrimination on the basis of age, faith, gender, race, or sexual orientation are not applicable.

Capital investment into schools offers the opportunity for them to resolve many issues of health and safety and community safety that have become long standing in schools. The capital investment will resolve building condition issues that in the long term improve the building fabric that could lead to Health and Safety breaches.

A fully compliant risk register has been developed for the project.

Recommendations & Reasons for recommended action:

1. That Cabinet approves the appointment of BAM Construction Ltd as the selected panel member to deliver the capital improvements to All Saints Academy Plymouth and that expenditure of the design fees is awarded to this contractor.
2. That the final approval to agree the scope and quality of works be delegated to the Director for Place.

Reasons for these recommendations are to comply with PFS approval process that contractual decisions should be made with speed and efficiency. Also to fully comply with the Council's constitutional arrangements and to ensure that this centrally allocated investment is delivered through the PFS Construction Framework process and procedure.

Alternative options considered and reasons for recommended action:

The project undertook a detailed Feasibility Study that considered a number of building options before a control scheme was chosen as a preferred design. Through the procurement process two contractors have developed alternative options that have been carefully evaluated for design compliance and value for money.

Consideration of different procurement routes were considered in the 18 October 2011 Cabinet.

Background papers:

1. [Plymouth City Council Children's Services Strategy for Change Investment for Children.](#)
2. [Capital investment delivery for Marine Academy Plymouth and All Saints Academy, Plymouth. Cabinet 18 October 2011.](#)

Sign off:

Fin	ChS 0380	Leg	LT 1422 5	HR	N/A	Corp Prop	CJT/ 093/ 0202 12	IT	N/A	Strat Proc	JK/SP U/27 I/D D/03 12
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Originating SMT Member: Gareth Simmons and David Draffan

1. Background

1.1 On 20 December 2010, 71 academies were given allocations by the Department for Education (DfE). All Saints Academy Plymouth (ASAP) was allocated £10.6 million. The academy's sponsors (of which Plymouth City Council is a co-sponsor) appealed against the allocation, which was revised following submissions to Ministers. The capital allocated was finally approved in May 2011 and increased to £11,332,061.

1.2 Ministers have signed off the allocations on the basis that the delivery of this capital investment is procured through the Partnership for Schools (PFS) Academies Framework. In discussions between PFS and sponsors of MAP in May 2011, it was indicated that the funding allocated is reliant on the procurement being through this route and managed by the Council. This was reinforced through a direct contact with the Council at a meeting with the Director for Services for Children and Young People and the Director for Corporate Support on 21 May 2011.

1.3 Cabinet took the decision to proceed with the procurement on the 18 October 2011 and Technical Advisors were appointed through the Office of Government Commerce (OGC) Advisor Framework to project manage the procurement.

1.4 A feasibility study was developed that considered the building options and set out a control scheme that met the objectives of the Academy. The study has also been through a pre-application planning process. The control scheme has been evaluated to ensure that it is deliverable and within the allocated budget. On the 22 December 2011, the feasibility study was submitted to PFS and approved.

1.5 The project was put out to the PFS construction framework through a Provisional Invitation to Tender (PITT) where all regional framework contractors were invited to express an interest in tendering. Four contractors, Balfour Beatty plc, Keir, Interserve and BAM Construction Ltd chose to tender and a formal PITT evaluation reduced this down to just Balfour Beatty and BAM Construction Ltd. The PITT included to 'batch' St Michael's Free School, Truro. This means that the delivery of this additional project can be undertaken by the same successful contractor saving a considerable amount of procurement time.

1.6 Full Invitations to Tender (ITT) were sent out on the 23 January 2012 and a formal design engagement process has been concluded with both contractors design teams being offered equal time allotted to the Academy and building end users.

1.7 Both Contractors submitted ITT's on the 5 March 2012, which have been evaluated for quality and value for money using the PFS agreed evaluation criteria. This evaluation demonstrates that BAM Construction Ltd is recommended as the selected panel member. This recommendation has been endorsed by the Academy and by the Academy's Lead Sponsor the Church of England Diocese of Exeter.

2. Proposed scope of project

2.1 The feasibility control scheme included the demolition of the majority of the school buildings built in the 1960s, and the ROSLA blocks built in the 1970s. The remaining 1980s building (East Wing) would have been refurbished and remodelled. The Brunel Centre will remain and will include no work. The balance of new build to refurbishment was as follows:

- New build 4,188m²
- Refurbishment and Remodelling 4,084m²
- No work 811m²
- Demolition 5,357m²

2.1 The balance of new build to refurbishment of the recommended selected panel member is as follows:

- New build 4485m²
- Refurbishment and Remodelling 4132m²
- No work 811m²
- Demolition 5357m²

3. Financial position

3.1 **VAT Academies:** the treatment of VAT has been simplified following a change in VAT legislation in April 2011, which means that all academies are now able to reclaim any VAT which they incur.

3.2 **VAT Plymouth City Council:** Although a Tenancy at Will (TAW) has been granted to ASAP, it will be amended during the construction period so that the Council will retain an interest in the land. It will contract with the contractor and incur all the design and build costs. The Council will make contract payments and receive funding in the form of a capital grant from the Department of Education. Once the works are completed, the TAW will expire and 125-year peppercorn lease granted to the Academy.

3.3 Provided that the lease granted to ASAP is a true peppercorn, i.e. a lease granted for no consideration in money or kind, then the Council is able to fully recover the VAT relating to the construction contract. However, if the lease does not represent a true peppercorn lease, then the grant of land would be made in the course of business. The default liability of a supply of land is exempt from VAT, but this could result in a proportion of the Council's VAT becoming irrecoverable, potentially at a cost of more than £1 million.

3.4 The Council will opt to tax the ASAP site as insurance to protect the Council's ability to recover input tax, should it be deemed by HM Revenue and Customs that the lease is not a true peppercorn lease.

4. Legal position

4.1 Whilst changes have been introduced by the Academies Act 2010, the Council retains power to act as a procurement agent in the type of arrangements proposed.

4.2 As the Academy is now separate organisation to the Council, there will be the need to transfer collateral and other warranties from the consultants, contractors and manufactures of the works. The Council would not hold a residual role following the completion of the works as the Academy will retain responsibility for the on going repair and maintenance of the property as set out the standard 125 year academy lease.

4.3 At the completion of the works contract the responsibility of the ongoing contractual obligations are transferred in a standard Development Agreement between the Council and the Academy Trust, this agreement, drafted by PfS, will clearly set out the transfer of the completed building works to the Academy Trust.

4.4 Partnership for Schools have also set out a standard Memorandum of Understanding (MOU) between the Council and themselves that formally sets out the agreement that the Council will follow PfS processes and use all of their standard documents including the frameworks design and build contract.

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CITY OF PLYMOUTH

Subject: Establishment of Shadow Health and Wellbeing Board
Committee: Council / Cabinet
Date: 16 April 2012
Cabinet Member: Councillor Monahan
CMT Member: Director for People
Author: Ross Jago, Democratic Support Officer
Contact: Tel: 01752 304469
e-mail: ross.jago@plymouth.gov.uk
Ref:
Key Decision: No
Part: I

Executive Summary:

The introduction of a Statutory Health and Wellbeing Board is a key aspect of the Health and Social Care Bill. The Board is proposed to introduce democratic legitimacy to health services, support children, young people and adult services joint commissioning through a Joint Health and Wellbeing Strategy and support the integration of public health services into local authorities.

The Bill was introduced to Parliament on the 19 January 2011 and the council is awaiting Statutory Instruments and related regulations before the establishment of a Statutory Board to begin in May 2013.

A development group has been in operation since November 2011 and has led on the development of the Shadow Health and Wellbeing Board, which is proposed to be in place by May 2012.

The group has been successful in fostering relationships with scrutiny structures within the Council and emerging local health structures. The group has also taken part in peninsula wide events to exchange best practice and learning with other authorities, monitored the development of Local Healthwatch and held an event to involve all stakeholders in the development of the Board.

Over the coming months, following the establishment of the Shadow Board, we expect to –

- Contribute to the development Joint Strategic Needs Assessment
- Support the establishment of the Local Clinical Commissioning Group
- Oversee the transition of Public Health into the local authority
- Oversee the creation of a Joint Health and Wellbeing Strategy

- Support integrated commissioning through the established Joint Commissioning Partnership

The Shadow Board's remit will focus on reducing the city's health inequalities by -

- Reducing smoking
- Supporting vulnerable families
- Reducing the harm of alcohol
- Improving housing
- Reducing preventable disease
- Supporting mental health and positive emotional wellbeing

The membership of the statutory health and wellbeing board will be clarified and brought back to council following publication of the regulations and statutory instruments.

Corporate Plan 2012 - 2015:

The establishment of the Shadow Health and Wellbeing Board will support the city priorities, particularly Reducing Inequalities and Providing Value for Communities, by bringing key stakeholders together to ensure that commissioners are held to account and making decisions based on evidence provided through the Joint Strategic Needs Assessment.

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

Pending clarity over resources to be made available to local authorities to undertake this new duty, costs for the establishment of the Shadow Board costs will be met within existing resources.

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

None.

Recommendations & Reasons for recommended action

Subject to the passage of the Health and Social Care Bill, the establishment of a Health and Wellbeing Board as a Committee of the council will be a statutory requirement. The establishment of a Shadow Health and Wellbeing Board will ensure that the council and its partners will be fully prepared to undertake statutory functions.

The City Council is recommended to –

1. Agree the establishment of the Shadow Health and Wellbeing Board from May 2012;
2. Agree the membership of the Shadow Health and Wellbeing Board outlined in the draft terms of reference (attached).

Reasons for recommendation:

Establishment of the Shadow Board will help ensure that the Council achieves the Governments' expectation, that by April 2013 Joint Commissioning will be enhanced by a statutory Health and Wellbeing Board who will develop a Health and Wellbeing Strategy.

Alternative options considered and reasons for recommended action:

An alternative would be not to establish a Shadow Board, this would approach would not allow the Board to develop relationships with all stakeholders in the city and the peninsula.

The Recommended action would allow the council to prepare for an effective statutory Health and Wellbeing Board.

Background papers:

Draft terms of reference attached.

Sign off:

Fin	AB 130 312 52	Leg	TH0040	HR		Corp Prop		IT		Strat Proc	
Originating SMT Member : Giles Perritt											

Shadow Health and Wellbeing Board – Terms of Reference

Purpose

The Plymouth Health and Wellbeing Board is the key partnership responsible for promoting the health and wellbeing of residents and for the integration of health and social care commissioning. Its focus will be on achieving the best possible health outcomes for children, young people and adults, which will contribute to the wider shared strategic priorities of the city –

Reduce inequalities – reducing the gap, particularly in health, between communities.

Deliver Growth – develop Plymouth as a thriving growth centre by creating the conditions for investment in quality new homes, jobs and infrastructure.

Raise aspirations – promote and encourage aiming higher and taking pride in the city.

Provide value for communities – work together to maximise resources to benefit customer and make internal efficiencies.

Principles

The Shadow Health and Wellbeing Board will be guided by the following principles, group members will –

- Acknowledge the shared commitment to improve and maintain the health and wellbeing of those who live, study and work in Plymouth
- Operate an ‘open border policy’ to ensure that organisational boundaries are not a hindrance to the development of the Statutory Health and Wellbeing Board and improved integrated commissioning
- Acknowledge that the sharing of knowledge and data will be essential to the development of an effective Health and Wellbeing Board and associated Health and Wellbeing Strategy
- Respect existing effective local structures
- Ensure that all recommendations are formed from a clear and robust evidence base

Shadow Board Terms of Reference

In order to contribute to the shared strategic priorities of the city the Shadow Health and Wellbeing Board will –

- Co-ordinate the development of the Joint Strategic Needs Assessment (JSNA) to ensure future policy and commissioning decisions are based on evidence.

- Coordinate the creation of a Joint Health and Wellbeing Strategy (JHWS) and associated action plan to guide commissioning decisions. The strategy will be based on evidence from the JSNA and will focus on outcomes
- Promote integration and partnerships across all areas, including joint commissioning plans across the NHS, adult social care and public health commissioners.
- Ensure that commissioning decisions are in line with the evidence from the JSNA and the aspirations of the JHWS
- Review the financial and organisational implications of joint and integrated working across health, adult social care and children's & young people service's ensuring the performance and quality standards are high and represent good value for money
- Review commissioning decisions and resolve disputes locally
- Oversee and implement the development of the statutory health and wellbeing board
- Oversee the transfer of public health responsibilities and arrangements to the local authority

Shadow Board Core Membership

Cabinet Member for Adult Health and Social Care *
Nominated opposition member
Cabinet member for Children and Young Peoples Services (or nomination)
Healthwatch (LINK) *
Chair of the local Clinical Commissioning Group *
Director for People
Director of Public Health *
NHS Cluster Chief Executive (or nomination)
University of Plymouth Representative

Asterisks indicate statutory membership of a Health and Wellbeing Board as proposed in the Health and Social Care Bill.

Beyond this core membership, the Shadow Health and Wellbeing Board will decide who to invite to meetings and have flexibility to include other members, such as local representatives of the voluntary sector to provide a voice for children, young people, adults and carers.

Meeting Administration

Health and Wellbeing Board will be advertised, held in public and administered by Plymouth City Council's Democratic Support Team.

Written notice of meetings, along with the agenda and associated papers will be sent to members of the Board at least five clear working days in advance of any meeting. Late items will be distributed or tabled only in exceptional circumstances with the agreement of the Chair.

Frequency of meetings

The Shadow Health and Wellbeing Board will meet at least quarterly. The date and time of the meetings will be fixed by Plymouth City Council's Democratic Support Team in consultation with partners.

Conduct

Members of the Shadow Health and Wellbeing Board will be expected to adhere to any code of conduct that applies to them and adhere to the working agreement.

Access to Information

The Shadow Health and Wellbeing Board will be subject to access and procedure rules as set down in part F of the council's constitution.

Meeting Rules

The Shadow Health and Wellbeing Board will be subject to the rules of debate as set down in appendix one (4) of the council's constitution.

Quorum

The quorum for the Board's meetings will be one third of the Board's membership. A minimum of one elected member and one clinical commissioner should be present.

HEALTH & ADULT SOCIAL CARE OSP MINUTE

7 March 2012



64. Personal Budget Policy

The Cabinet Member for Health and Adult Social Care, Councillor Monahan, and Assistant Director for Joint Commissioning and Adult Social Care, Pam Marsden, introduced the report on the personal budget policy. It was commented that the policy was in response to a number of national policy initiatives (Our Health, Our Care Our Say (January 2006), Putting People First: A Shared Vision and Commitment to the Transformation of Adult Social Care (2007), Think local, Act Personal (2010)). The policy would assist the council in achieving a national target of 100% of people eligible for council services to be receiving them through a personal budget and a direct payment by April 2013.

The programme lead for Putting People First and Integration, Jo Yelland, reported that there were four elements to the delivery of a mainstream personal budget system, and Adult Social Care would provide –

- (a) a personalised care management system that maximised the potential for people to regain and maintain independence through reablement services;
- (b) a clear and transparent resource allocation system (RAS) based on an objective assessment of need;
- (c) easy access to direct payments to encourage people to exercise maximum independence from the Council and increase their choice and control;
- (d) a clear risk enablement policy that ensured safeguarding processes facilitated informed decision making and risk management without unnecessarily restricting people's lives.

In response to questions from members of the panel it was reported that –

- (e) independent advice would be provided through advocacy services commissioned by the local authority;
- (f) the reduced spend in Adult Social Care related to clerical support, the introduction of a pre-payment card referred to within the report would remove the need for a large amount of financial services within the department;
- (g) the disabled facilities grant was administered through the Homes and Communities Department and possible additional funding sources for adaptations were being investigated;
- (h) funding on payment cards could be used anywhere where a standard debit or credit card was an accepted form of payment. There were safeguards in place when it came to what funding could be spent on and the department would retain an ability to limit where money could be spent.

Agreed –

(1) to recommend that Cabinet agrees the Personal Budget Policy and its implementation from the 1 April 2012;

(2) that the panel is disappointed with the late addition of this policy to the forward plan and that in future late additions to the forward plan are minimised to enable interested parties, including scrutiny panels, to engage with decision makers in advance of such decisions being made.

PLYMOUTH CITY COUNCIL

Subject:	Personal Budget Policy
Committee:	Cabinet
Date:	27 March 2012
Cabinet Member:	Councillor Monahan
CMT Member:	Director for People
Author:	Pam Marsden, Assistant Director, Adult Social Care
Contact:	Tel: 01752 307344 E-mail: pamela.marsden@plymouth.gov.uk
Ref:	
Key Decision:	Yes
Part:	I

Executive Summary:

Personal budgets are a critical part of the policy reform of adult social care as set out in the White Paper *Our Health, Our Care Our Say* (January 2006) and in *Putting People First: A Shared Vision and Commitment to the Transformation of Adult Social Care (2007)*. This vision was reinforced in 2010 with the publication of *Think local, Act Personal*, which emphasises the need for councils to increase the pace of transformation including mainstreaming personal budgets to eligible people deployed through direct payments. The national target is for 100% of people eligible for council services to be receiving them through a personal budget and a direct payment by April 2013.

This Personal Budget Policy sets out how Plymouth Adult Social Care will mainstream personal budgets. The policy describes:

1. The type of resource allocation system and tools that we will use to make sure that money gets allocated based on need in a fair and transparent way and that the system is affordable to the Council
2. A universal offer of reablement at the point of entry (or re-entry) into the system to help more people to stay independent for longer
3. The funding that is excluded from a personal budget
4. What a personal budget can be used for
5. Our 2 tier offer to Carers
6. How Direct Payments will be made easy by the introduction of pre-loaded cards
7. Our approach to enabling risk so people can safely live their lives as they choose

Corporate Plan 2012-2015:

This policy will contribute to the successful delivery of the Corporate Plan 2012-15

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

The implementation of this policy will contribute to more effective planning as, for the first time, this introduces a system that allocates money to eligible clients based on a generic needs based formula. The application of the policy is embedded in the upgrade of the CareFirst IT system and its full implementation will contribute to Adult Social Care's delivery plans. Implementation of this policy will also deliver value for money through reduced spend on back office functions.

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

Regard must be had to the Council's duty to promote disability equality under s49A of the Disability Discrimination Act 1995. The Cabinet must consider the potential impact of the proposed changes on people who share a protected characteristic within the equality act and have due regard to the need to eliminate unlawful discrimination; advance equality of opportunity between people who share a protected characteristic and those who do not and foster good relations between people who share a protected characteristic and those who do not.

The impact on council priorities, legal obligations, customers and other services and providers has been considered. The implementation of this policy will ensure that available resources are allocated to people based on eligibility and need and not on the cost of individual services which will lead to a more equitable use of funds.

The evidence nationally is that personal budgets can have a positive impact on health and wellbeing, ensure improved outcomes for people and are overall value for money.

Recommendations and Reasons for recommended action:

It is recommended that Cabinet agree the policy and for it to be implemented from 1st April 2012:

Reasons for recommendation:

- There is a requirement to have such a policy.
 - These recommendations come from eighteen months of design testing and evaluation.
 - Implementation of this policy will help ensure that the Council achieves the Governments' expectation, that by April 2013 all people receiving funded support will have this delivered through a self directed support process, and that the majority will receive their personal budget via a direct payment.
-

Alternative options considered and reasons for recommended action:

We are required to have a policy and we believe these are sound proposals which will best deliver the required outcome. Over a period of eighteen months we have tried and tested a variety of commercial and home grown options but consider this option to offer best value.

Background papers:

“Putting People First a Shared Vision and Commitment to the Transformation of Adult Social Care” (DH 2007) and “Think Local Act Personal”(DH 2010)

Sign off:

Fin	SRA/ CoSF ACI 112 004/2 7-01- 2012	Leg	LT70 62	HR	MG 1201/ 003	Corp Prop	CJT/ 090/ 1001 12	IT	2012 0116/ ICT0 055/ NJC	Strat Proc	JK265
Originating SMT Member											

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PERSONAL BUDGET POLICY

Adult Social Care



About this policy

Personal budgets are a critical part of the policy reform of adult social care as set out in the White Paper *Our Health, Our Care Our Say*¹ (January 2006) and in *Putting People First: A Shared Vision and Commitment to the Transformation of Adult Social Care (2007)*². This vision was reinforced in 2010 with the publication of *Think local, Act Personal*³, which emphasises the need for councils to increase the pace of transformation including mainstreaming personal budgets to eligible people deployed through direct payments. The national target is for 60% of people eligible for council services to be receiving them through a personal budget and a direct payment by April 2012, and 100% by April 2013.

This policy sets out how Adult Social Care will mainstream personal budgets to assist people to have real choice and control by shifting the balance of power from professionals to people who use services. There are 4 elements to delivering personal budgets:

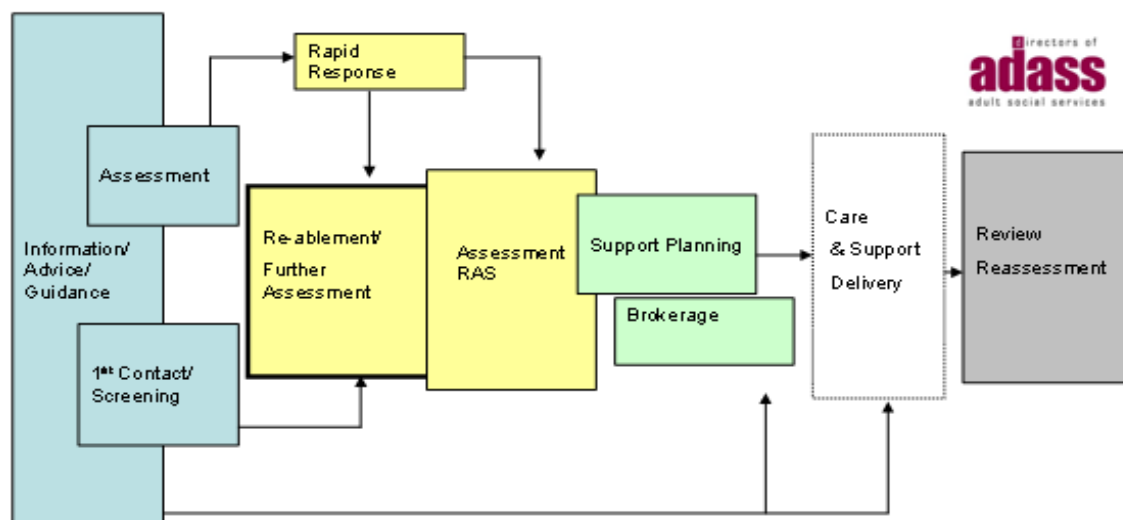
1. A personalised care management system that maximises the potential for people to regain and maintain independence through reablement services.
2. A clear and transparent resource allocation system (RAS) based on an objective assessment of need.
3. Easy access to direct payments to encourage people to exercise maximum independence from the Council and increase their choice and control.
4. A clear risk enablement policy that ensures safeguarding processes facilitate informed decision making and risk management without unnecessarily restricting people's lives.

1. A Personalised Care Management System

In response to the national transformation agendas work has been underway in Plymouth to design a new personalised care management system. Following an extensive programme of research and evaluation using a staff led "customer centric" process a new operating system has been tested and evaluated. Details of this is set out in "*Adult Social Care Transformation, Proof of Concept: final report*" (November 2011)⁴.

The personalised operating system that will be rolled out during 2012 is based on best practice guidance developed through working with other authorities and through the Association of Directors of Adult Social Services (ADASS) and is set out in below.

Figure 1 A personalised social care operating system



In this system, it is only after a person has been given an opportunity to regain their independence through a period of social care reablement do we consider if they may be eligible for long term social care support. In a personalised system this is called Self Directed Support (SDS).

SDS means that through a simple Personal Budget Questionnaire (PBQ), a person's needs will be directly related to a points system known as the Resource Allocation System (RAS) and that people will know up front how much money the Council is likely to make available to meet their needs. This information can then be used by the individual, with help from the Council if they need it, to decide how to use the money to set up the support they need. This process is called support planning and means that individuals will have much more choice and control over how the money is spent.

The SDS system allocates money based on needs and not services therefore the new system will be clearer and fairer as money will be directed by needs and not the costs of services.

A RAS helps the Council to allocate available resources equitably based on eligibility and needs, in a fair, transparent and consistent way.

2. A Clear and Transparent Resource Allocation System (RAS)

The development of personal budgets requires councils to move from a system where the costs of services dictate the resources allocated to a person to one where resources are allocated on the basis of individual need. In recognition of these challenges the ADASS commissioned work to explore the potential of a common framework for resource allocation. This work was carried out during 2009 and it involved 18 councils working with disabled people and family members and In Control⁵. The outcome of this work is the Common Resource Allocation Framework⁶.

As part of regional and national development networks we considered the Common Resource Allocation Framework (Common RAS) approach alongside systems being promoted from commercial providers. We, like the majority of councils decided to adopt the Common RAS due to its simplicity, and generic application for all service user groups, service user acceptability, adaptability, cost and its benchmarking potential.

An independent evaluation of our use of the Common RAS has provided us with a high level of confidence that the tool is effective at allocating resources based on need and that the "pound for points" currently in use is fair and sustainable.

2.1 A Resource Allocation System and personal budget questionnaire

In the new personalised operating system people will usually only be considered for a personal budget following a period of short term reablement. A social worker will discuss needs with the individual and their carer or representatives and will complete a simple personal budget questionnaire (PBQ). The questionnaire is part of the Common RAS and has a simple calculator embedded within it. This means that the information about needs is linked to a points system and this generates a score which in turn will indicate a sum of money that the Council is likely to spend on someone with similar needs. This amount of money is called the Indicative Allocation and is used for support planning purposes.

The PBQ is embedded within the Carefirst IT system which means as workers complete the form real time they will be able to generate the following information at the point of contact with the client:

- A summary of the person's needs (My needs)
- An indication of how much the person may have to contribute to their care and an indication of how much money that the Council is likely to spend on someone with a similar needs score (My money)
- A written copy of the above, printed out in the persons home

The process ensures the worker confirms My Needs before generating the My Money calculation.

This information can then be used by the individual, with help from the Council if they need it, to decide how to use the money to organise the support to meet their needs and achieve their outcomes. This is called support planning. The indicative allocation is a guide and not a definitive amount of money. There will be occasions where support can be arranged costing less than the indicative allocation and there will be cases when circumstances mean that a “top up” will be required to keep people safe and well: particularly during this transitional period when we are moving from one system to another. The Adult Social Care Head of Service Delivery will be responsible for ensuring clear operational policies are in place for the approval of support plans and personal budgets in line with the Council scheme of delegation.

When deciding the amount of money to put into personal budgets the Council has to be clear about its legal duties to provide services to meet assessed needs under Fair Access to Care Services (FACS) and what people can buy with their personal budget. In Plymouth FACS eligibility threshold has been set at critical and substantial since its introduction in 2005 and the current plan is to maintain this threshold whilst introducing more universal services such as social care reablement. There are also some service areas that cannot be purchased through a personal budget or need to be considered separately and these are set out in **appendix 1**. Within these exceptions a personal budget can be used to purchase support as long as:

1. The client or their representative has the capacity to make financial decisions
2. The support plan will work: i.e. the support will meet the assessed needs
3. It does not bring the Council into disrepute (i.e. not used for alcohol, drugs, etc.)
4. It is legal
5. It cannot be used to pay for everyday things like food and drinks, clothing housing related expenses such as rent, utility bills or repairs etc.

In some circumstances the personal budget could be deployed through the Council acting as a broker to commissioned services or by a third party acting as private broker on the persons behalf, however the preferred deployment method for a personal budget is through a Direct Payment. When a support plan contains activities for the carer to meet assessed need then it is possible for the carer and the cared for to have separate direct payment accounts.

2.3 Carers and personal budgets

The Carer Recognition and Services Act 1995⁷ give carers a right to an assessment by their Local Authority under certain circumstances, although it does not give a right to services. The Council has a duty under the Carers and Disabled Children Act 2000⁸ and Carers (Equal Opportunities) Act 2004 Combined Policy Guidance⁹ to inform carers that they may be entitled to an assessment of their needs.

Personalisation for carers means tailoring support to a person’s individual needs with the carer being part of the discussion about support for them and support for the person they are looking after. Our offer to carers operates on two levels:

Level 1 for all carers
Universal services: these are a wide range of services funded by the Council that people can access themselves. These services include: emotional and practical support, counselling, advice and information, support groups, money and benefit advice, assisting hospital discharge, carers participation groups and befriending.

Level 2 for carers of people (FACS) eligible for funding from the council

Level 1 plus:

A proportion of the personal budget and support plan of the cared for will focus on things that will enable the carer to continue in his/her caring role. The amount will vary from person to person depending on each individual situation.

The PBQ takes into account the amount of informal care provided and the self-reported impact this has on the informal carer(s). This means that the carers' entitlement to an assessment from the Council is built into the self directed support process. The amount of money available to support the carer is directly related to the level of need of the cared for. For example when a carer is providing a lot of care and requiring a lot of support to continue to do so, this would result in the indicative allocation being amended to recognise that without support for the carer the cared for would require a higher level of support from the Council. In this case we would expect the support plan to contain a considerable amount of help focused on enabling the carer to continue in their caring role e.g. some Personal Assistant time to provide direct care to allow the carer some form of regular short break or money set aside to purchase a washing machine to help with laundry etc.

3. Easy Access to Direct Payments

Direct Payments (DPs) provide better outcomes for people because people who need support are the experts in how to make the most of limited resources within the context of their own lives¹⁰. A major survey¹¹ of people with personal budgets, shows that people, including many older people, taking their personal budget as a DP, report consistently better outcomes than people receiving a Council managed or commissioned service, including in areas such as physical and mental wellbeing and being supported with dignity.

Therefore the Department of Health is requiring Councils to ensure that the preferred method to deploy a personal budget is a DP. However this is not yet possible when the person has chosen long term residential care. This is because a change in the law is required. In order to meet national expectations we will need to treble spend through DPs from £4.4 million to £13 million during 2012 and about £20 million by 2013.

In 2010/11 we began streamlining the DP process which has reduced back office and operational costs and improved outcomes for our customers. As part of the design of the new operating system and the upgrade of the Carefirst IT system we have identified further potential for improvement through the introduction of preloaded payment cards.

3.1 Preloaded Payment Cards.

A preloaded card is similar to a debit card and will allow a DP recipient to pay providers, suppliers and employees. It negates the need for a person to open a separate bank account and this removes one of the greatest barriers to people wanting to take up a DP. The preloaded card system is very efficient to operate and is quick to set up. It provides an easy, real time monitoring system. Whilst money is credited to a customer's card it does not leave the Council's account until the card is used by the recipient to make a payment to a provider. This will ensure that money does not 'sit' unused in a person's DP bank account; this will mean that there is no requirement to raise an invoice for a customer to pay back unused money. Cards can be tailored to restrict use with certain suppliers or products and for cash withdrawals. The risk of financial abuse through the preloaded card scheme is significantly reduced.

The agreed personal budget will be credited to the person's individual card at regular intervals; probably on a four weekly cycle, though this can be tailored to an individual if necessary. Pre-loaded cards will be the deployment method for DPs for all new customers once the system is implemented

in early 2012. We intend to phase out the use of DPs via a bank account for existing customers and replace with a pre-loaded card during 2012/13.

The Council will give people maximum freedom on how they use their money, providing that the Council is satisfied over time, that use of the money is appropriate and in pursuit of agreed outcomes.

4. Risk Enablement

A personalised way of working requires a fresh approach to the management of risk. A governing principle to choice and risk is “...that people have the right to live their lives to the full as long as that does not stop others from doing the same. Fear of supporting people to take reasonable risks in their daily lives can prevent them from doing the things that most people take for granted.”¹². In guidance to Councils the DH is clear that professional perspectives on risks should not be used to restrict the way people choose to live their lives.

Our underpinning risk enablement principles are to ensure that we:

- Keep the person at the centre
- Treat family and friends as partners
- Focus on what is important to the person
- Build connections with the community
- Are prepared to go beyond conventional service options
- Continue to listen and learn with the person

Our aim is to help decision making in relation to the management of risk and to support those involved to explore the issues and make arrangements which go as far as possible towards meeting the individual’s aspirations, whilst balancing the needs and risks to themselves, others and the Council. We want to ensure that specific risks are identified and that subsequent appropriate action is then taken.

In the majority of cases any issues of risk will be identified during the detailed conversation phase that commences on entry to the new operating system. This will always be conducted by a professional worker and in most cases this will be a qualified social worker. The social worker will help the person to consider their needs and aspirations and will provide information and advice on how risks could be managed to help the person to stay as independent as possible for as long as possible.

However there are occasionally situations where there are different views held between the individual, the family carers or the professionals. The Council has a duty to keep people safe and in some circumstances we will exercise this by not agreeing aspects to a support plan if there are serious concerns that it will not meet an individual’s *specific* need or if it places the individual at unacceptable and *specific* risk of harm. It is important to note that should this situation occur every effort will be made to support the individual’s choices in the context of their legal rights.

4.1 Capacity, Consent and Decision Making

This means that a person must be assumed to have capacity unless it is established that he/she lacks capacity. Capacity will be determined in line with the requirements of the Mental Capacity Act 2005¹³. An individual who has the mental capacity to make a decision, and chooses voluntarily to live with a level of risk, is entitled to do so. The law will treat that person as having consented to the risk and so there will be no breach of the duty of care by professionals or public authorities. However, the Council remains accountable for the proper use of its public funds, and whilst the individual is entitled to live with a degree of risk, the Local Authority is under no obligation to fund it. There is an important distinction between putting people at risk and enabling them to choose to take reasonable risks.

4.2 Protection of Vulnerable Adults (POVA)

The Council will maintain a balance between empowerment and safeguarding; choice and risk; we are committed to the protection of vulnerable adults from abuse. Our personalised operating model does not replace our existing POVA guidelines. Where a specific risk to a service user is identified that is within the POVA scope they will be addressed under these guidelines.

4.3 Commissioning

To ensure a common approach to risk enablement within the context of a personalised social care market place commissioner are developing framework agreements based on the principles of risk enablement set out in this document. Only those providers who meet the standards set out in the quality assurance frameworks will be accredited by the Council. Only those providers meeting these standards will be promoted on the Plymouth Online Directory.

4.4 Timeframe

As part of our Transformation programme and restructure the new personalised operating system will become fully operational during 2012. This policy will be applied to all customers at whatever point they are at within our new operating model

Conclusion

Implementation of this Personal Budget Policy will ensure that by April 2013 all people receiving Council funded support will have this delivered through a self directed support process, and that the majority will receive their personal budget via a DP. Deploying the majority of personal budgets via DPs puts real choice and control into the hands of our customers; they start thinking about what they want to do and could do, to meet their needs and achieve their outcomes. Personal budgets have a positive effect in terms of impact on well-being, increased choice and control, cost implications and improving outcomes¹⁴.

Implementation of this policy will also deliver value for money as it will reduce spend on back office functions allowing for more money to be re-directed to front line services. Monitoring of spend will be streamlined and electronic giving commissioners easy access to information about how people spend their money to achieve better lives, which in turn will enable them to continue to stimulate the development of the social care market place.

Appendix 1 Services that cannot be purchased through a personal budget or need to be considered separately

Service type	Universal services commissioned and contracted by the Council	Individual service user funding
Extra Care Housing	<p>Extra Care Housing schemes with care service such as 24 hour on-site wardens will be block contracted by the Council.</p> <p>These contracts will be kept to the minimum to allow maximum choice and control through personal budgets</p>	<p>People eligible for services under FACS will have a personal budget usually delivered through a direct payment so that they have maximum choice and control over the support they receive.</p> <p>People will have choice over who provides their personal care and they could chose to buy this from the company contracted by the Council to provide the 24 hour on site support but there will be no requirement to do this.</p>
Shared Lives (Adult placement/fostering)	<p>Shared Lives schemes will have the management costs of setting up and running the service (e.g. finding, training and supporting host families) block contracted by the Council.</p>	<p>People eligible for services under FACS will have a personal budget usually delivered through a direct payment so that they have maximum choice and control over the care they receive. The personal budget will be used to contribute to the care and support costs of the placement.</p>
Long term residential care	<p>The Council will directly contract with care home providers through its standard care home contract which dictates quality and fee levels.</p>	<p>It is not legal for people to purchase long term residential care from direct payments. However as individuals eligible for support under FACS go through the SDS process they will have an indicative allocation to help with support planning. When the decision is made that the best way the person can achieve their outcomes is by permanently living in a care home the money available from the Council will be the care home fee level agreed as part of the normal contracting process.</p>
Section 117 (MHA '83) after care packages	<p>The MHA (83) requires the NHS and Local Authority to work together to provide aftercare services for people discharged from hospital under certain sections of the Act. Local Authorities are currently not allowed to charge for services provided under a section 117 arrangement.</p>	<p>Whilst the MHAct places certain duties on Councils, access to services to support aftercare is no different to any other service user (although no charging will apply) which means the person will be offered opportunities for reablement before completing the SDS process. When people are FACS eligible they will have access to a personal budget in the same way as any other service user.</p>

Direct Payment Support	The Council will block contract a DP support service to provide information and advice to service users. The universal offer includes undertaking and funding Criminal Records Bureau checks for Personal Assistants.	People who require additional services such as recruitment, payroll and insurance for employer related issues would pay for this from their personal budget.
Equipment	Where equipment is required for a short term intervention as part of a reablement package this will be provided by the Council through its commissioning of the Integrated Community Equipment Service	People who require equipment for long term use (that is not provided free under the NHS) will be able to purchase this from their personal budget.
Short term Supported Housing	For people with eligible housing needs this will be funded by the Council via commissioned services	Personal Budgets cannot be used to pay for support costs linked to the accommodation if the accommodation is deemed temporary or part of a pathway to independent living.
Reablement	Offers of opportunity for short term interventions to help people to regain independence will be offered through the new personalised social care operating system and funded jointly by the NHS and the Council.	People who have long term care needs and are FACS eligible following an episode of reablement will have a personal budget usually delivered through a direct payment so that they have maximum choice and control over the support they receive.

References

¹*Our Health, Our Care Our Say (DH 2006)*

²*Putting People First: A Shared Vision and Commitment to the Transformation of Adult Social Care. (Dec 2007)*

³*Think local, Act Personal (2010DH)*

⁴*“Adult Social Care Transformation, Proof of Concept: final report” Plymouth City Council (Nov 2011)*

⁵*In Control - a national charity; whose mission is to create a fairer society where everyone needing additional support has the right, responsibility and freedom to control that support*

⁶*Common Resource Allocation Framework (ADASS 2010)*

⁷*The Carer Recognition and Services Act 1995*

⁸*Carers and Disabled Children Act 2000*

⁹*The Carers and Disabled Children Act 2000 and Carers (Equal Opportunities) Act 2004 Combined Policy Guidance*

¹⁰*Think Local, Act Personal – Improving Direct Payment Delivery (DH 2011)*

¹¹*Think Local, Act Personal – The Personal Budget Survey (DH June 2011)*

¹²*Independence, choice and risk: a guide to best practice in supported decision making (DH 2007)*

¹³*Mental Capacity Act 2005 – Summary (DH 2007)*

¹⁴*Office for Public Management - Briefing paper 1: Positive impacts of cash payments for service users and their families longitudinal study in Essex - (OPM May 2011)*

PLYMOUTH CITY COUNCIL

Subject: NHS Money for Social Care
Committee: Cabinet
Date: 27 March 2012
Cabinet Member: Councillor Grant Monahan
CMT Member: Carole Burgoyne, Director for People
Author: Pam Marsden, Assistant Director for Joint Commissioning and Adult Social Care
Contact: Tel: 01752 304407
e-mail: pamela.marsden@plymouth.gov.uk
Ref:
Key Decision: Yes
Part: I

Executive Summary:

The Department of Health publishes an annual Operating Framework for the NHS which sets out the strategic priorities for the service in England. In 2011/12 this document sets out the plan to ring-fence money, through PCT allocations, to be spent on social care services to benefit health and social care. This paper sets out what this money is for, how it has been spent in 2011/12 and plans for its use into 2012/13.

The NHS operating framework requires PCTs and Councils to take into consideration existing commissioning strategies and the Joint Strategic Needs Assessment when making decisions on the deployment of this money. These priorities have been agreed for investment:

- Involve older people in decisions about future support
- Provide high quality information, advice and advocacy
- Actively promote health and well-being
- Provide practical support at home
- Reduce social isolation and improve well-being
- Use technology to support people
- Provide rapid access to housing adaptations
- Integrate intensive rapid response crisis support and reablement

In 2011/12 £4,793,000 has been invested in service developments and plans are in place to invest a further £3,409,314 in 2012/13. This includes carry forward from 11/12 for schemes running over several years. Decisions on investments for 2012/13 will be made in year following evaluation of current initiatives.

In January 2012 the DH announced a further sum of £818,000 to be transferred to social care in 2011/12 to address national pressures on Disabled Facilities Grants (DFGs) and to facilitate hospital discharge.

The transfer of money is made via a S256 agreement with the NHS. This sets out the investment priorities and the deployment of the funds. Business cases are presented for approval through NHS.

Notable investment within the programme includes approximately £3,578,000 on intensive rapid response, crisis support and reablement, prioritisation of £1,000,000 to DFG's over two years in addition to DFG allocations already in the Council's existing capital programme and £367,000 on information advice and advocacy, which includes the Plymouth Online Directory and utilising Libraries as information hubs

The Plymouth Clinical Commissioning Group are responsible for the monitoring of quarterly reports, covering details of activity, expenditure and outcomes for the people of Plymouth.

Corporate Plan 2012-2015:

The NHS money for social care addresses priorities which will help us to deliver the Corporate Plan 2012 -15

<http://www.plymouth.gov.uk/corporateplan.htm>

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

The purpose of this funding is to invest in social care services to benefit health and social care. The investment is to support early intervention, prevention and reablement and will impact positively on the medium term financial plan and the resources of the Council.

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

The impact on Council priorities, legal obligations, customers and other services has been considered. These resources will be allocated to impact positively on health and wellbeing in the City.

Recommendations & Reasons for recommended action:

It is recommended that Cabinet:

1. Note and support the investment plans as outlined
2. Approve the carry forward of £1,420,000 from 2011/12 to 2012/13 subject to final outturn

Alternative options considered and reasons for recommended action:

The funding can only be spent on health and social care priorities. These have been jointly agreed taking into account existing commissioning strategies and the Joint Strategic Needs Assessment through the Plymouth Clinical Commissioning Group Shadow Board

Background papers:

None

Sign off:

Fin	djn l 112. 023	Leg	1435 4/DV S	HR	n/a	Corp Prop	n/a	IT		Strat Proc	
Originating SMT Member											
Have you consulted the Cabinet Member(s) named on the report? Yes / No* please delete as necessary											

NHS Money for Social Care

- 1.0 The Department of Health publishes an annual Operating Framework for the NHS which sets out the strategic priorities for the service in England. In 2011/12 this document announced funding to support the development of social care reablement services and post hospital discharge support. The operating framework also set out the terms of the money allocated to PCTs for spending on social care to benefit the NHS.

Where does the money come from and what is it for?

- 1.1 In January 2012 the DH announced a further sum to be transferred to social care to address national pressures on Disabled Facilities Grants (DFGs) and to facilitate hospital discharge. This paper sets out how this money has been spent in 2011/12 and plans for its use into 2012/13.

Post discharge support and reablement (Carry forward 2010/11)	£359,000	
Post discharge support and reablement	£747,000	£1,530,000
Social care services to benefit the NHS	£3,539,000	£3,364,400
Initial Allocation	£4,645,000	£4,894,400
NHS Gateway Reference 17071 and February s256.	£1,568,000	-£750,000
Total Allocation	£6,213,000	£4,144,400

- 1.2 The DH set out clear conditions for the transfer of allocations made to PCTs for adult social care. The aim is to enable the NHS to invest in social care services that will provide benefits to the health and social care system. The investment from the NHS is designed to reflect the evidence base that shows investment in social care services can reduce demand on NHS services such as A&E attendances and unplanned hospital admissions.
- 1.3 The Plymouth Clinical Commissioning Group shadow board approved the section 256 transfers at the board meeting of 29 February 2012, meaning the finds of £1,568,000 can be added to the programme of £4,645,000 in the current year

How will the funds be used in Plymouth?

- 1.4 The NHS operating framework requires PCTs and Councils to take into consideration existing commissioning strategies and the Joint Strategic Needs Assessment when making decisions on the deployment of this money. These priorities have been agreed for investment:
- Involve older people in decisions about future support
 - Provide high quality information, advice and advocacy
 - Actively promote health and well-being
 - Provide practical support at home
 - Reduce social isolation and well-being
 - Use technology to support people

- Provide rapid access housing adaptations
- Integrate intensive rapid response crisis support and reablement

1.5 The priorities have been divided up into four evidenced based programme areas:

- Information and advice
- Practical Support at home
- Use of technology to support people
- Intensive rapid response crisis support and reablement.

1.6 In line with national and local expectations the intended outcomes are:

- Reductions in unplanned acute hospital admissions for older people
- Reduction in length of stay in acute hospital for older people
- Reduction in delayed hospital discharges for older people
- Reductions in readmissions for older people within 30 days of discharge
- Reductions in number of people admitted into care homes following hospital discharge
- Reduction in long term admission to care homes

1.7 In 2011/12 £4,793,000 has been invested in service developments and plans are in place to invest a further £3,409,314 in 2012/13. This includes carry forward from 11/12 for schemes running over several years. Decisions on investments for 2012/14 will be made in year following evaluation of current initiatives. The table below sets out how the money has been invested. Further detail can be found in appendix I.

Programmes	2011/12	2012/13
Information Advice and Advocacy	£215,000	£152,228
Practical Support at home	£1,105,000	£960,000
Use technology to support people	£135,000	£500,000
Rapid Response & Reablement	£2,718,681	£859,155
Quality in Care Homes		£337,931
Facilitation	£19,319	
Maintenance of ASC FACS eligibility criteria	£600,000	£600,000
Totals	£4,793,000	£3,409,314
Available funding	£6,213,000	£4,819,400
Carry forward to 2012/13	£1,420,000	
Total uncommitted 2012/13		£1,410,086

1.8 Some of the key headlines include:

- A total of £1,000,000 over two years to be spent on Disabled Facilities Grants
- £367,000 Investment in information advice and advocacy, which includes the Plymouth Online directory and utilising Libraries as information hubs
- Approximately, £3,578,000 on intensive rapid response, crisis support and reablement.

1.9 The Adult Health and Social care 2011/12 year end outturn is forecast to breakeven against a net budget of £71,903,000 after allowing for achievement of delivery plans and utilising NHS money for social care to address the agreed priorities. Any residual slippage or uncommitted NHS money for social care is ring-fenced and should be carried forward into 2012/13 in order to achieve the objectives as set out in the S256 agreements (subject to final year end outturn). At this stage this is estimated to be in the region of £1,420,000 which will be finalised at outturn.

1.10 It is recommended that Cabinet:

- Note and support the investment plans as outlined
- Approve the carry forward of £1,420,000 from 2011/12 to 2012/13 subject to final outturn

Appendix I Detail of agreed project funding 2011/12 and 2012/13

Programme	Project	Estimated spend 2011/12	Estimated spend 2012/13
		£	£
1.Information, advice and advocacy	1.1 Development of PoD	£215,000	
	1.2 Person centred care planning		£40,000
	1.3 Council Libraries project		£112,228
Sub Total		£215,000	£152,228
2. Practical support at home	2.1 Time banking	£20,000	£20,000
	2.2 Practical help at home	£40,000	£40,000
	2.3 ICES Investment	£545,000	£400,000
	2.6 Disabled Facilities Grant	£500,000	£500,000
Sub Total		£1,105,000	£960,000
3.Use technology to support people	3.1 Telecare Business Case	£15,000	
	3.2 NHS Telehealth pilot agreed July	£120,000	
	3.3 Telecare market mobilisation business case		£500,000
Sub Total		£135,000	£500,000
4.Intensive rapid response crisis support and reablement	4.1 Red Cross Home from Hospital	£85,014	£85,014
	4.2 Social Care Reablement	£2,546,667	£600,000
	4.3 Evaluations		£20,000
	4.4 Programme management to support providers	£77,000	£115,000
	4.5 Quick win funding to support PCH	£10,000	£39,141
Sub Total		£2,718,681	£859,155
5. Other	5.1 Quality in care homes team		£337,931
	5.2 Facilitation	£19,319	
	5.3 Maintenance of Eligibility Criteria	£600,000	£600,000
Sub Total		£619,319	£937,931
Total Committed Funding		£4,793,000	£3,409,314

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