

Public Document Pack

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Date: 31-8-2012

Please ask for: Judith Shore, Democratic and Member Support Services Manager
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CABINET

Date: Tuesday 11 September 2012

Time: 2pm

Venue: COUNCIL HOUSE, PLYMOUTH

Members:

Councillor Evans, Chair

Councillor Peter Smith, Vice Chair

Councillors Coker, Lowry, McDonald, Penberthy, Vincent and Williams.

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.

Bob Coomber

Interim Chief Executive

CABINET

AGENDA

PART I – PUBLIC MEETING

1. APOLOGIES

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

2. DECLARATIONS OF INTEREST (Pages 1 - 2)

Cabinet Members will be asked to make any declarations of interest in respect of items on this agenda. A flowchart providing guidance on member interests is attached to assist councillors.

3. MINUTES (Pages 3 - 8)

To sign and confirm as a correct record the minutes of the meeting held on 23 August 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 Services 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.

6. EARLY INTERVENTION AND PREVENTION STRATEGY (Pages 9 - 50)

The Director for People will submit a written report about the Early Intervention and Prevention Strategy.

7. OPERATION ENCOMPASS

To receive a presentation from Sergeant David Carney-Haworth about Operation Encompass, an initiative that aims to improve links and early sharing of information between the Police and schools to enable the provision of care and support for children who witness domestic abuse.

8. COMMISSIONING PLAN FOR THE PLYMOUTH DOMESTIC ABUSE PARTNERSHIP (Pages 51 - 88)

The Director for People will submit a written report about the future provision of services necessary to combat the persistent problem of domestic abuse in Plymouth as set out in the Commissioning Plan for the Domestic Abuse Partnership 2012 – 2019.

9. THE CHARTER FOR OLDER PEOPLE - 2012 (Pages 89 - 94)

The Director for People will submit a written report about the adoption of The Charter for Older People.

10. CONTRACT AWARD - MENTAL HEALTH SUPPORTED ACCOMMODATION (Pages 95 - 100)

The Director for People will submit a written report about the recent tender process for a remodelled Mental Health Supported Accommodation Service and recommend award of the contract to a single provider.

11. CHILD POVERTY STRATEGY AND ACTION PLAN - PROJECT BRIEF (Pages 101 - 112)

The Director for People will submit a written report about a proposal to develop a three year local child poverty strategy and action plan by April 2013 following a comprehensive needs assessment which forms part of the Joint Strategic Needs Assessment.

12. FIRST QUARTER JOINT PERFORMANCE AND FINANCE REPORT (Pages 113 - 138)

The Corporate Management Team will submit a written report about the monitoring of the performance and financial position of the Council as at the end of June 2012.

13. THE PLYMOUTH PLAN (Pages 139 - 152)

The Director for Place will submit a written report about Plymouth's exciting approach to preparing the new "Plymouth Plan"; explaining how it will provide an integrated and holistic long term plan as to how the city will change between 2012 and 2031.

14. THEATRE ROYAL REGENERATION PROJECT (Pages 153 - 162)

The Director for Place will submit a written report about the exciting opportunity for Plymouth City Council to facilitate £5 million of external grant funding into a total £7 million regeneration scheme of one of Plymouth's most important physical assets, economic and cultural drivers – Theatre Royal Plymouth.

15. INVESTMENT IN CUSTOMER TRANSFORMATION AND ICT CORE INFRASTRUCTURE (Pages 163 - 194)

The Director for Corporate Services will submit a written report about the business case for the investment in the core ICT infrastructure and capacity to enable the Council to modernise working practises, transform how it interacts and works with customers and drive efficiencies across the departments of the Council.

16. PROCUREMENT OF THE COUNCIL'S ENERGY REQUIREMENTS (Pages 195 - 202)

The Director for Corporate Services will submit a written report on the procurement of energy for Plymouth City Council and its schools.

17. THE LOCAL AUTHORITIES (EXECUTIVE ARRANGEMENTS) (MEETINGS AND ACCESS TO INFORMATION) (ENGLAND) REGULATIONS 2012 (TO FOLLOW)

The Monitoring Officer will submit a report about the recently published regulations relating to executive arrangements.

18. EXEMPT BUSINESS

To consider passing a resolution under Section 100A(4) of the Local Government Act 1972 to exclude the press and public from the meeting for the following item(s) of business on the grounds that it (they) involve 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)

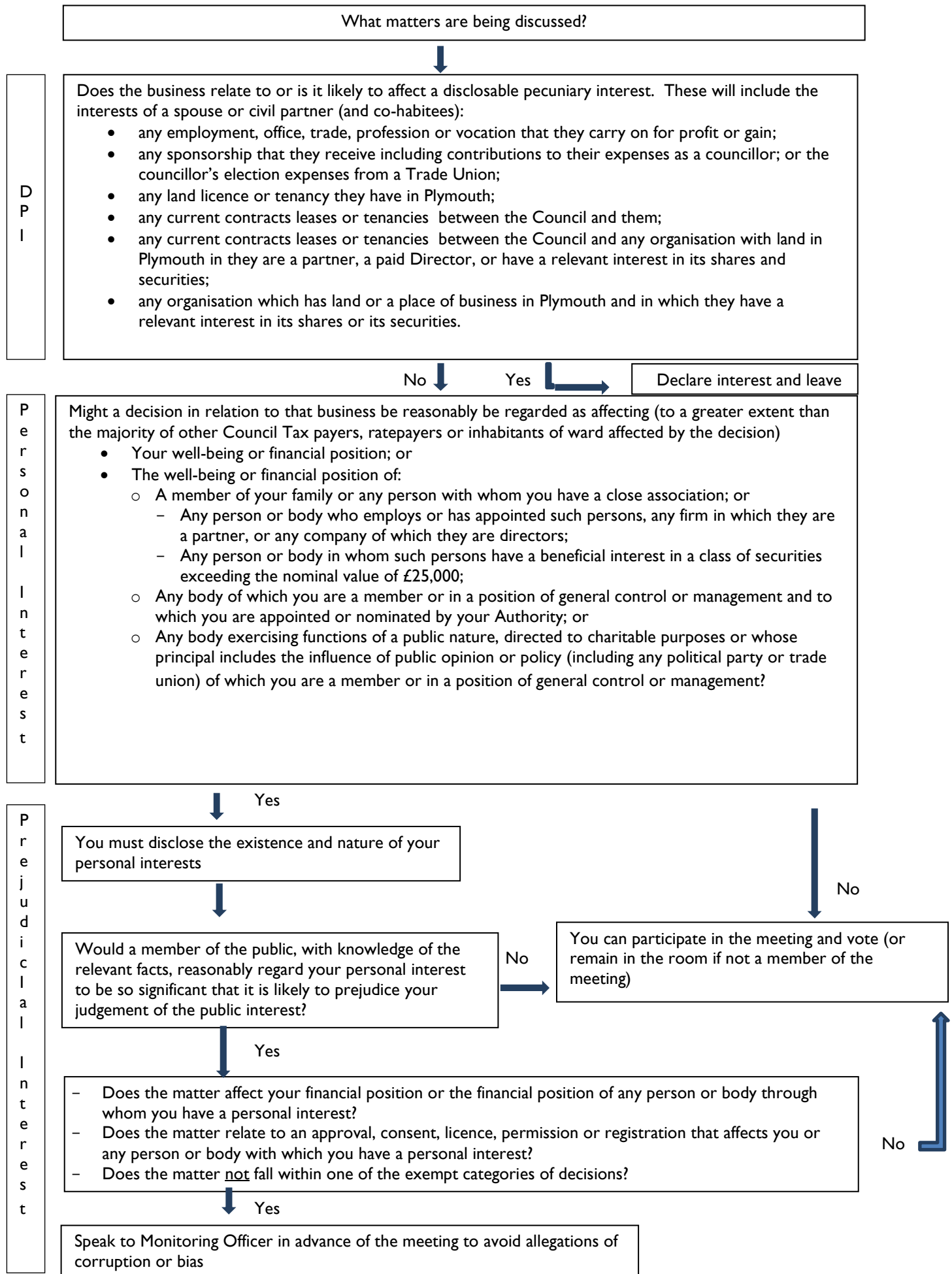
AGENDA

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.

19. CONTRACT AWARD - MENTAL HEALTH SUPPORTED ACCOMMODATION (E3) (Pages 203 - 212)

The Director for People will submit a written report about the recent tender process for a remodelled Mental Health Supported Accommodation Service and recommends award of the contract to a single provider.



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Cabinet**Thursday 23 August 2012****PRESENT:**

Councillor Evans, in the Chair.

Councillor Peter Smith, Vice Chair.

Councillors Coker, Lowry, McDonald, Penberthy and Williams.

Apologies for absence: Councillor Vincent

Also in attendance: Bob Coomber (Interim Chief Executive), Tim Howes (Assistant Director for Democracy and Governance), Adam Broome (Director for Corporate Services), Mark Turner (Waste Projects and Commercial Development Manager)

The meeting started at 5.00 pm and finished at 6.00 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.

44. **DECLARATIONS OF INTEREST**

Name	Minute	Reason	Interest
Councillor Lowry	Minute 49	Employed by Babcock International Group	Personal

45. **MINUTES**

Agreed that the minutes of the meeting held on 14 August 2012 are confirmed as a correct record.

46. **QUESTIONS FROM THE PUBLIC**

No questions were submitted from members of the public.

47. **CHAIR'S URGENT BUSINESS**

There were no items of Chair's urgent business.

48. **ENERGY FROM WASTE PLANT - INDEPENDENT LEGAL ADVICE**

The Leader welcomed Mr Gareth Pinwell and Mr Chris Hoare, from Foot Anstey Solicitors, engaged to provide independent legal advice to the Council. The Leader advised that the Planning Committee had met earlier in the day to receive legal advice regarding revocation of the planning consent.

Mr Hoare provided the committee with advice on the contractual arrangements. He advised that –

- (a) whilst withdrawing from the Joint Working Agreement (JWA) and the Project Contract was theoretically possible, it would be prohibitively expensive and the levels of compensation (potentially to be claimed by MVV Umwelt or one of the other partner authorities or the loss of PFI credits) could exceed £400 million
- (b) one of the local authorities withdrawing from the contractual arrangements would risk one or more of the other parties seeking to challenge by way of judicial review
- (c) a decision to withdraw would need to be proportionate, robust and based on the “Wednesbury principles”
- (d) withdrawal from the JWA and/or the Project Contract would not necessarily stop the construction of the facility at North Yard
- (e) the Council would lose its membership of the South West Devon Waste Partnership and, therefore, lose any input regarding operational or other matters
- (f) the Council would need to seek other arrangements for the disposal of the city’s waste

The Leader welcomed Councillor Stevens, the Chair of the Planning Committee, to the meeting.

The Leader asked the Assistant Director for Democracy and Governance about the decision made by the Planning Committee. The Assistant Director advised Members that the Planning Committee had agreed to note the advice and had asked to receive regular reports on the compliance of planning conditions with recommendations for appropriate action where there was evidence of non-compliance.

In response to questions from Members it was reported that:

- (g) the Wednesbury principles were a matter of public law and provided that local authorities decisions must be rational and take financial consequences into account. In this case, the potential for incurring compensation of over £400 million with no reason for withdrawal would make a decision to withdraw irrational or unreasonable.
- (h) regarding health impact and the future introduction of more rigorous standards:
 - prior to the contract being finalised, advice had been sought from the Primary Care Trust and the Health Protection Agency and the committee report had advised the adoption of a cautionary approach. In the SI06 agreement, the Council’s officers asked MVV to provide air monitoring stations so that air quality could be monitored independently and MVV had to agree an air management plan with the authority before operations could commence.

- if more rigorous environmental regulations were imposed in the future, the contract included provision for the nature of the change to be appraised and the SW Devon Waste Partnership would work through the cost and implementation with MVV.
- (i) it wasn't possible to detail the potential losses of over £400 but they would include £177 million of PFI grant, the MOD's loss of discounted energy supplies; and additional costs to be borne by the other partners including local authorities and MVV.
- (j) the Council's net revenue budget was £200 million so the potential consequence would be that the Council would stop providing services for a period of two years. The Council had set aside the sum of £11 million for unprecedented events which would be insufficient or it could approach the government for assistance. Failing that, it would have to seek to borrow the appropriate sum.
- (k) Cabinet made the decision to approve the final business case in February 2011 and the decision was made by the then Leader, Councillor Mrs Pengelly and Councillors Fry, Ian Bowyer, Brookshaw, Jordan, Mike and Sam Leaves, Monahan and Mrs Watkins. They considered a final business case (redacted) and the report from the joint scrutiny committee. The approval of the unredacted version of the business case was delegated to this Council's Chief Executive in consultation with the relevant officers from the other two local authorities.
- (l) the business case had been drafted according to a very prescriptive DEFRA template and included much more detailed information than would normally be considered by the Cabinet
- (m) the information considered by the Cabinet was sufficient to allow them to agree that the decision was within the affordability criteria.
- (n) redacted meant not complete; that certain, commercially sensitive elements had been removed.
- (o) each authority's executive had agreed to make the decision in public and delegate the final business case decision, including the private, commercially sensitive information to the Chief Executive.

Members commented that:

- (p) it was remarkable that the then Leader of the Council and the Cabinet had made a decision based on redacted information and had tied the city into a contract for a 25 year period
- (m) the decision made to give the authority to proceed to unelected officials was made by elected members. It was the previous Cabinet who gave the decision to the Chief Executive. The question regarding who knew what information and at what stage would be pursued at a different time.

The Leader thanked the representatives from Foot Anstey for their presentation and for their advice to both the Cabinet and the Planning Committee. He commented that the Cabinet noted the advice.

The Leader then made the following statement:

We note with enormous regret that it is not possible for the Cabinet or the Council to take any decision to withdraw from this contract which would result in the plant not operating.

This is because the waste plant will be operating on MOD land under a long lease with the MOD which has an agreement with the South West Devon Waste Partnership – not just Plymouth City Council. The other councils in the partnership and the contractor would almost certainly continue the waste incineration operation even if the Council withdrew from its part of the contract.

Withdrawing from this contract would, therefore, serve no purpose in furthering the interests of local residents but would inevitably result in compensation running into hundreds of millions of pounds being paid which would devastate the entire council and cause enormous and unacceptable suffering to the many thousands of residents and businesses who depend upon the services the city council provides.

We also note the limited evidence which was available to the Council on how the plant might affect the health of local residents in the future – a theme echoed in the report to the Planning Committee today. The vast majority of studies have been short term and have related to different technology and different circumstances. The health of our residents has always been our main concern and this remains the case.

We therefore ask the scrutiny committee, as the Council has already asked, which is to investigate this matter to ensure that they seek robust assurances from all the appropriate health agencies – particularly the Health Protection Agency, the Environment Agency and our Environmental Health Service that there will be robust monitoring of air quality throughout the life of this project and robust action taken if evidence emerges of any adverse health effects.

49. **EXEMPT BUSINESS**

There were no items of except business.

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PLYMOUTH CITY COUNCIL

Subject: Early Intervention and Prevention Strategy
Committee: Cabinet
Date: 11 September 2012
Cabinet Member: Councillor Nicky Williams
CMT Member: Carole Burgoyne, Director for People
Author: Fiona Fleming, Commissioning Manager
Contact: Tel: 01752 307341
e-mail: fiona.fleming@plymouth.gov.uk
Ref:
Key Decision: Yes
Part: I

Purpose of the report:

The report seeks agreement to the Early Intervention and Prevention Strategy (Appendix A). This Strategy has been endorsed in draft by the Children's Trust Partnership. This strategy has been jointly developed and committed to by all partners including: schools, police, VCS and health services. Subject to approval this Strategy will then be formally agreed by the Partnership.

The Strategy sets a new joint partnership system for investment that will meet the needs of families earlier and improve outcomes for children. Whilst at the same time allowing greater reach for valuable resources by achieving savings in the need for intensive support.

Early intervention is defined as responding as soon as possible to vulnerable children, young people and families. It aims to put services in place and offer support before things get worse, to help the family move on from their difficulties and lead happier and healthier lives. Early intervention aims to prevent families from needing more intensive and higher cost services in the future, such as children's social care or the criminal justice system.

The strategy sets out the evidence base for resource allocation to early intervention. The City has seen increasing need in families in the last two years and draws on work that has already begun to commissioning services for vulnerable families. This work has demonstrated initial impact shown through a reduction in youth homelessness for 16/17 year olds, an increase in breastfeeding, improved results in the Early Years Foundation Stage Profile (EYFSP), and a narrowing of the gap between the lowest achieving 20% in the EYFSP and the rest. However individual projects alone would not have the coordinated whole system approach that this strategy will achieve.

The number of children is set to rise in the city by 6.5% over the next four years. This rise shows a higher proportion rise in areas where children are more likely to experience vulnerability and poverty. It is expected that this rise in demand could have an impact on service demand with an estimated pressure on budgets of £6m by 2016. The forecast additional pressure is not including the anticipated impact of welfare reform on vulnerability factors. Therefore it is even more critical now to agree a joint approach.

The Strategy sets out the joint commissioning intentions for the Local Authority, Schools, Health Services and the Police and seeks to further engage providers including the Community, Voluntary

and Social Enterprise sector in delivering innovative family centered services through the early support model.

The Strategy is designed on commissioning principles. This results in flexible financial model with tight performance frameworks and evaluation of efficacy built in. All providers within the Early Intervention System are jointly commissioned against the same principles to meet need early, de-escalate vulnerability, cooperate at a multi-agency level and achieve the best outcomes for families with the most efficient use of joint resources (Programme Plan Appendix C)

The cost benefit analysis of the strategy sets out the investment profile needed to ensure that the right services are available for families to prevent this rise in vulnerable children. By de-escalating vulnerability this strategy will have a significant impact on the life chances, outcomes and aspiration of a whole generation.

Corporate Plan 2012-2015:

This Strategy seeks to deliver the Councils commitment to families and young people to make positive change to their lives together.

The Strategy will have a significant impact on Child Poverty and seeks to deliver the actions from the emerging Child Poverty Strategy also ensuring an enhanced approach for young people who are vulnerable through a caring role. The investment outlined within this plan of partnership resources ensures our ability to give children the best start in life with Early Years Early intervention being the most critical to achieve long term impact on outcomes for children. The partnership approach to this strategy with schools seeks to ensure that children with additional vulnerabilities are able to achieve and aspire.

The Strategy also delivers the Corporate Plan Priorities through:

Raise aspirations - by responding early to addressing difficulties experienced by children and young people that present barriers to achievement and aspiration.

Reduce inequality – by reducing vulnerability and improving outcomes for children, young people and families.

Deliver growth – by responding early to young people's needs to make sure they are equipped to make a successful transition to adulthood.

Provide value for communities – by delivering targeted and intensive support to address behaviours that have a negative impact upon communities and to prevent the need for high cost crisis interventions and engaging community and voluntary sector providers in designing innovative solutions with families.

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

There is considerable evidence indicating early intervention is cost effective and when delivered in a timely and effective way, will help to transform the lives of vulnerable young people, families and communities. Studies illustrate many examples of specific interventions preventing escalation of vulnerability. The effectiveness of investing in a parenting programme at £1,344 to divert from the long term costs of residential care for a young person putting themselves at significant risk due to their behaviour being in excess of £125,000.

Graham Allen's second report "Early Intervention, Smart Investment, Massive Savings (July 2010) states that intervening later is more costly and the potential to achieve success is reduced due to the entrenched behaviours which become impossible to remedy.

The Local Authority budget (Revenue Grant, the ring-fenced Dedicated Schools Grant and the Early Intervention Grant) has a current allocation of £70m directed to early intervention services for children, young people and families. Of this £33m is spent on Targeted Support meeting need below the threshold for specialist interventions and working with complex children and families. £37m is directed to Early Support to provide short term interventions in universal settings.

The Strategy sets out how the partnership can maximise the resources available through joint working and how the total investment can work collectively to achieve greater impact.

The investment of £70m in Early Intervention compares with £32m in Specialist Services and £143m on universal services (including schools). On a triangle investment model this is an appropriate proportion allocation. 13% specialist, 28% targeted and early support, 58% universal.

Given the estimated 6.5% increase in demand for services the actions stated in the strategy set out how the demand for specialist services could be reduced therefore mitigating the pressure and in addition how the re-profiling of investment through a push back model could see overall savings during the three year period and increasing into years four and five of the strategy. This could address the £6m anticipated pressure on services and release savings or re-investment options. Graham Allen's second report "Early Intervention, Smart Investment, Massive Savings (July 2010) recommends a 1% migration of resources and this could therefore result in 12% specialist, 27% targeted and early support and 60% universal.

The resources outlined in the cost modelling in this strategy currently relate to the Local Authority and School funding only. The Commissioning Intentions of the Strategy however include partnership resources and there is a strong commitment from partners to this strategy and to aligning investment and specifications for services to the single model. Further detail financial plans will be achieved through the implementation process.

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

Implementation of this Strategy will ensure clear links to the work of the child poverty cross-party working group in the development of the Child Poverty Strategy: contributing to a comprehensive understanding of how early intervention and prevention resources are currently being commissioned against child poverty outcomes; ensuring the causes and effects of child poverty are tackled through the delivery of early and targeted support to families; and identifying areas and opportunities where further pooling and alignment of resources can be delivered.

Community Safety - the programme plan for implementing the strategy will seek to ensure interventions to minimise harm and prevent escalation of crime and disorder, domestic abuse and anti-social behaviour.

The Strategy has been developed with due regard to the Public Sector Equalities Duty and an Equalities Impact Assessment has been undertaken. No negative impacts identified; however performance monitoring arrangements will continue to assess any impact.

The Commissioning Plan for Domestic Abuse includes interventions to reduce the harm for children and young people experiencing domestic abuse, including Perpetrator Programmes and the Freedom

Programme for victims, delivered through partnership between children's centres and the Plymouth Domestic Abuse Service.

Recommendations & Reasons for recommended action:

Recommendations:

1. To agree the Early Intervention and Prevention Strategy.
2. In the light of this Strategy being agreed, commissioning and delivery plans are reviewed to ensure investment in early intervention and prevention minimises the need for high cost specialist interventions, with monitoring arrangements established through respective partnership boards.

Alternative options considered and reasons for recommended action:

None

Background papers:

None

Sign off:

Fin	PeopleF EC1213 003 AM 22/08/12	Leg	Leg LT 15420 (2)	HR		Corp Prop		IT		Strat Proc	
Originating SMT Member Dave Simpkins Acting Assistant Director Children's Social Care											
Have you consulted the Cabinet Member(s) named on the report? Yes											

Introduction

- 1.1 The report seeks agreement to the Early Intervention and Prevention Strategy (Appendix A). This Strategy has been endorsed in draft by the Children's Trust Partnership. This strategy has been jointly developed and committed to by all partners including: schools, police, VCS and health services. Subject to approval this Strategy will then be formally agreed by the Partnership.
- 1.2 The Strategy sets a new joint partnership system for investment that will meet the needs of families earlier and improve outcomes for children. Whilst at the same time allowing greater reach for valuable resources by achieving savings in the need for intensive support.

2.0 Making positive change for families together.

- 2.1 A structured programme approach to Early Intervention and Prevention has been designed to enable maximisation of changing partnership resources in this area of work. In Autumn 2010 the Early Intervention Grant (EIG) was introduced and required Local Authorities to continue to prioritise the early years offer through children's centres, focus on short breaks for disabled children and services for vulnerable children. This gave the opportunity to re-shape services and deliver improved outcomes for Plymouth families. The needs analysis for the Children and Young People Plan was used to inform this.
- 2.2 Having moved swiftly during spring 2011 to design and commission the offer through EIG it has then been important to align other provided and partnership commissioned services to a single model. This would enable maximum impact for the resources available. The strategy development process has sought to meet this and achieve clarity on the onward direction for the next three to four years. This also sets a structure for re-alignment of investment to early help and diverts demand from specialist services.
- 2.3 Some of the programmes of work already delivered in line with this strategy are:
 - The Children's Centre tender aligned to this with re-shaped services having greater emphasis on meeting the needs of the most vulnerable families. This was awarded in March 2011. Aligned to this is the expansion of the health visiting service led by NHS Plymouth delivered by Plymouth Community Health Care.
 - Continued commissioning of the Family Intervention Project
 - Alignment of the developments of the Families with a Future Project to this overarching Early Intervention approach.
 - Health continuing to commission the Family Nurse Partnership
 - Commissioning a Parent Alcohol Programme in line with the emerging Alcohol Strategy.
 - Commissioning Perpetrator Programme for Domestic Abuse and building capacity in services to deliver the early intervention model for Freedom programmes through partnership between children's centres and the Plymouth Domestic Abuse Service delivered by Sanctuary. This is in line with the emerging Domestic Abuse Commissioning Strategy.
 - Delivering Intensive Youth Support to de-escalate the needs of young people vulnerable to entering care due to homelessness. Developing an integrated offer with Youth Services and Secondary Schools to increase young people's participation in Education Employment and Training, including services currently provided by Careers South West.
 - Expanding the programme of short break opportunities for disabled children enabling them to participate in community based exciting opportunities
 - Commissioning school based services to meet the emotional well being and mental health of young people (TAMHS)

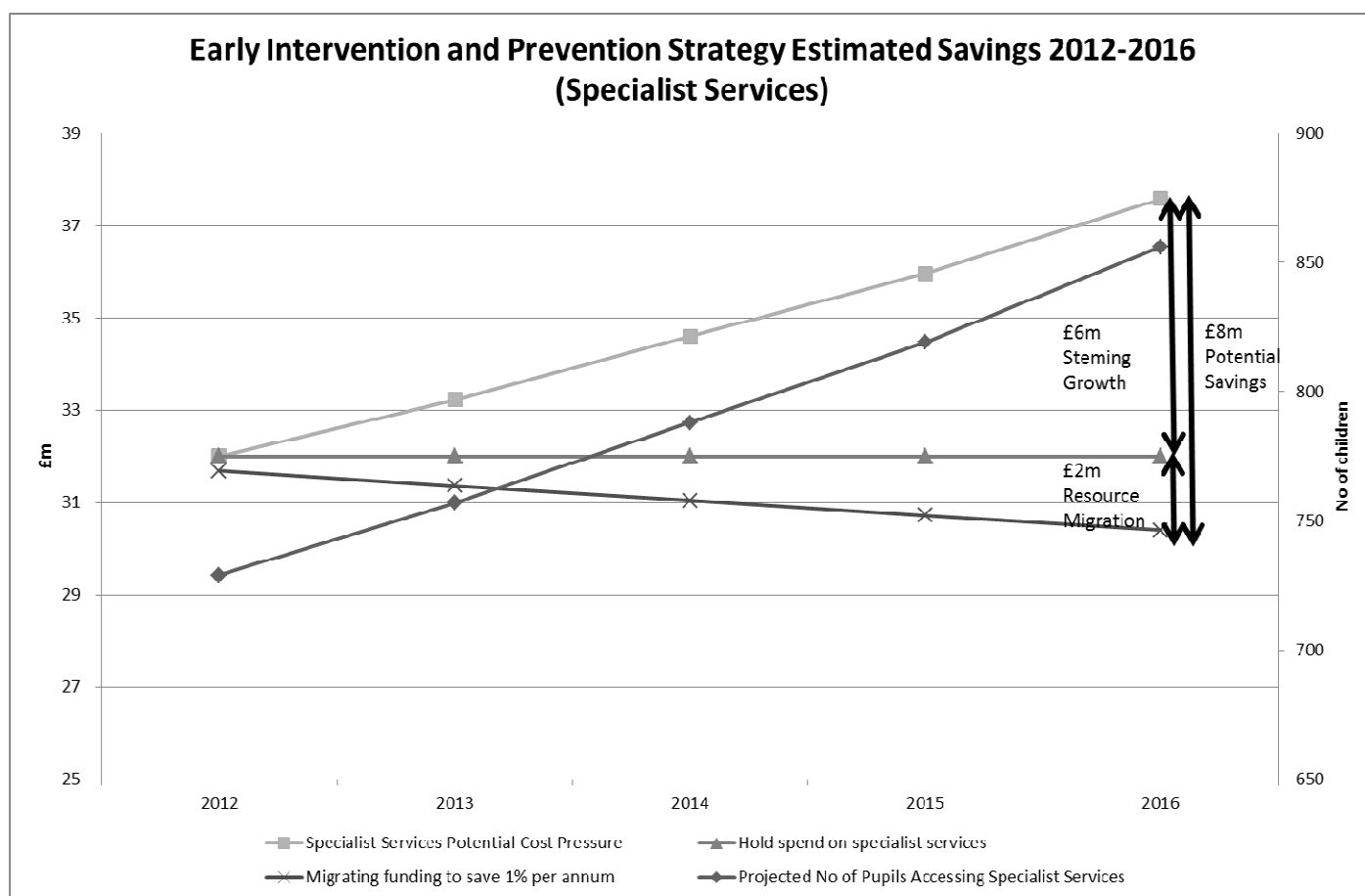
- 2.4 The Strategy been endorsed in draft by all partners through the Children's Trust and through the consultation (Consultation Plan Appendix B) the joint commissioning action plan has been agreed. The Strategy therefore sets out the joint commissioning intentions for the Local Authority, Schools, Health Services and the Police and seeks to engage providers including the Community, Voluntary and Social Enterprise sector in delivering innovative family centered services through the single early support model.
- 2.5 The strategy is designed on commissioning principles. The result is a flexible financial model with tight performance frameworks and evaluation of efficacy built in. All providers within the Early Intervention System are commissioned against the same principles to meet need early, de-escalate vulnerability, cooperate at a multi-agency level and achieve the best outcomes for families with the most efficient use of joint resources (Programme Plan Appendix C)
- 2.6 The joint commissioning intentions for 2013/14 include re-design of provided services to maximise impact. Significant areas for transformation for 12/13 is the re-design of the offer for children of primary school age 5-11 building on the existing design of the Multi-Agency Team delivered by the Excellence Cluster. Continuing to enhance and shape the youth offer for secondary school age children 11-19 and building greater partnership with schools in co-working with the most vulnerable and complex young people and their families. The Programme Plan for the strategy sets out the joint commissioning plans with Schools to meet this gap and a commitment from Schools Forum for the LA to retain funds to deliver this. Further priority areas of work are within youth services, and to implement the commissioning plans for domestic abuse and alcohol services.

3.0 Early Intervention Smart investment

- 3.1 There is considerable evidence indicating early intervention is cost effective and when delivered in a timely and effective way, will help to transform the lives of vulnerable young people, families and communities. Studies illustrate many examples of specific interventions preventing escalation of vulnerability. The effectiveness of investing in a parenting programme at £1,344 to divert from the long term costs of residential care for a young person putting themselves at significant risk due to their behaviour being in excess of £125,000. Graham Allen's second report "Early Intervention, Smart Investment, Massive Savings (July 2010) states that intervening later is more costly and the potential to achieve success is reduced due to the entrenched behaviours which become impossible to remedy.
- 3.2 This is however a challenging time to determine the framework for investment and savings. It is increasingly difficult to achieve longer term planning of joint resources with partners. The Governments policy direction clearly indicates with reducing resources to public services it will be critical to release savings and achieve re-investment in the longer term.
- 3.3 The lessons from the last ten years show increases in vulnerability and demand on services as a result of economic downturn. Alongside this the expected impact of the welfare reform indicates a pronounced increase in complexity of vulnerability with also an increase in the numbers of people who are vulnerable. See page 8 of Strategy. The Strategy sets the joint commissioning of services with partners, including Health and the Police & Crime Commissioner that will achieve increased capacity to respond earlier.
- 3.4 The Local Authority budget (Revenue Grant, the ring-fenced Dedicated Schools Grant and the Early Intervention Grant) has a current allocation of £70m directed to early intervention services for children, young people and families. Of this £33m is spent on Targeted Support meeting need below

the threshold for specialist interventions and working with complex children and families. £37m is directed to Early Support to provide short term interventions in universal settings.

- 3.5 The investment of £70m in Early Intervention compares with £32m in Specialist Services and £143m on universal services (including schools). On a triangle investment model this is an appropriate proportion allocation. 13% specialist, 28% targeted and early support, 58% universal. This investment profile has been achieved over the last two years where as previously there was a gap in targeted support. The impact of the investment has been to mitigate the anticipated increase in numbers of children requiring Care Services.
- 3.6 This investment profile has been achieved over the last two years where as previously there was a gap in targeted support. The impact of the investment has been to mitigate the anticipated increase in numbers of children requiring Care Services.
- 3.7 The resources outlined in the cost modelling in this strategy currently relate to the Local Authority and School funding only. The Commissioning Intentions of the Strategy however include partnership resources and there is a strong commitment from partners to this strategy and to aligning investment and specifications for services to the single model. Further detail financial plans will be achieved through the implementation process.
- 3.8 Children experiencing vulnerability which would result in demand for specialist and targeted services is set to increase by 6.5 % in the next four years, as a result of the increased birth rate, which could equate to an additional pressure of £6m on budgets by 2016. The forecast additional pressure is not including the anticipated impact of welfare reform on vulnerability factors. Continuing to invest in early intervention and prevention should minimise increases in demand for specialist services and stem the escalation of growth.
- 3.9 In the report Early Intervention: Smart Investment, Massive Savings (Allen 2011) it states that “By building out the immense costs of failure, it is in fact the best sustainable structural deficit programme available”. The report recommends an incremental migration of 1% of late intervention budgets to early intervention at government department level.
- 3.10 Given the estimated 6.5% increase in demand for services the actions stated in the strategy set out how the demand for specialist services could be reduced therefore mitigating the pressure and in addition how the re-profiling of investment through a push back model could see overall savings during the three year period and increasing into years four and five of the strategy. This could address the £6m anticipated pressure on services and release savings or re-investment options. Allen recommends a 1% migration of resources and this could therefore result in 12% specialist, 27% targeted and early support and 60% universal.
- 3.11 The graph below demonstrates this long term financial plan. How the investment in the short term is critical to divert the long term pressure however through this investment the pressure is diverted and savings and re-investment plans can be achieved.



- 3.12 This can be achieved is through very small fluctuations in numbers of children receiving support through Children's Social Care. Where children are to be protected from harm the Permanency and Placements service ensure efficient move on for children. This is a critical aspect to this strategy alongside building capacity to meet need in families earlier therefore preventing intervention from Children's Social Care. Our robust monitoring of the services shows that demand for Children's Social Care continues to be high. It would be expected that this could therefore show an increase in the number of children with a Child Protection Plan and an increase in the numbers of Children in Care. The profile in the last twelve months overall suggests that early intervention services implemented in 2010/11 is having an impact to hold this steady.
- 3.13 The next step for the strategy is to respond to the needs of families prior to the need for a referral to Advice and Assessment. Our improved performance in the numbers of Common Assessment Framework (CAF) assessments undertaken indicates that the capacity to respond earlier is building in the right way. Ambitious targets for 2011/12 were achieved and the target for quarter one 2012/13 has been exceeded. The Strategy sets out the actions that will be taken to continue to build this capacity.
- 3.14 The cost benefit analysis of the strategy sets out the investment profile needed to ensure that the right services are available for families to prevent this rise in vulnerable children. By de-escalating vulnerability this strategy will have a significant impact on the child poverty therefore improving the life chances, outcomes and aspiration of a whole generation.

APPENDIX A
EARLY INTERVENTION AND
PREVENTION STRATEGY 2012-2015

For Children, Young People and Families



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I BACKGROUND

I.1 Aim

This Early Intervention and Prevention Strategy sets out Plymouth's ambition for the development of early intervention services. Aiming to improve outcomes for vulnerable children and young people and families and to create savings in high cost specialist services by intervening earlier when issues arise. The strategy has been produced in response to the national policy context and the local needs analysis.

Prevention and Early Intervention are critical. We will provide the right help at the right time – to ensure the needs of children young people and families who are vulnerable to poor outcomes are identified early.

(Plymouth Children and Young People's Plan 2011-14)

This Strategy seeks to deliver the Plymouth's commitment to families and young people to make positive change to their lives together. It will have a significant impact on Child Poverty and seeks to deliver the actions from the emerging Child Poverty Strategy also ensuring an enhanced approach for young people who are vulnerable through a caring role. The investment outlined within this plan of partnership resources ensures our ability to give children the best start in life with Early Years Early intervention being the most critical to achieve long term impact on outcomes for children. The partnership approach to this strategy with schools seeks to ensure that children with additional vulnerabilities are able to achieve and aspire.

The Strategy also delivers the Corporate Plan Priorities through:

- Raise aspirations - by responding early to addressing difficulties experienced by children and young people that present barriers to achievement and aspiration.
- Reduce inequality – by reducing vulnerability and improving outcomes for children, young people and families.
- Deliver growth – by responding early to young people's needs to make sure they are equipped to make a successful transition to adulthood.
- Provide value for communities – by delivering targeted and intensive support to address behaviours that have a negative impact upon communities and to prevent the need for high cost crisis interventions and engaging community and voluntary sector providers in designing innovative solutions with families.

This Strategy defines what we mean by early intervention in Plymouth and sets out the principles that underpin early intervention services. Key to this has been the design and commissioning of services to meet this agenda to date, in line with the key priorities of The Children's Trust, as outlined in appendix one.

It is designed to provide the strategy within which all partners can co-operate, prioritise and co-ordinate their collective efforts. It will help to provide a coherent service system that can identify and respond flexibly to potential difficulties and ensure wherever possible children and families can thrive.

We aim to ensure that the needs of children, young people and families who are vulnerable to poor outcomes are identified early and that those needs are met by agencies working together effectively and in ways that are shaped by the views and experiences of children, young people and families themselves.

Finally the strategy describes existing commissioning and sets out future commissioning and resource intentions.

1.2 Definitions

Prevention is defined as interventions for the whole population, or groups and individuals who may have characteristics that identify them as vulnerable or at risk, to stop or limit specific needs that may arise without intervention. Prevention is key to Public Health strategies that seek to ensure activity is targeted to address the determinants of poor health.

This strategy does not seek to encompass the wide ranging approaches to prevention, but focuses on early assessment and intervention that prevents further escalation of need and by default, the necessity for high cost interventions. In “health definitions” this would not include primary prevention (population based activities).

Early intervention is defined as responding as soon as possible with children, young people and their families where difficulties are emerging or have already emerged, prioritising families from populations most at risk of developing problems. This type of intervention is below the threshold of specialist services and is a process and may occur at any point in a child or young person’s life. Early intervention will minimise harm, prevent escalation of need and improve outcomes for families.

Research is clear that certain circumstances, such as family conflict, parental ill health or chaotic patterns of behaviour, and poverty are risk factors to positive outcomes for children and young people. There are also significant protective factors¹, such as emotional and social competence, school attendance and achievement, positive relationships with a significant adult.

Early intervention aims to reduce risk factors and increase protective factors before the need escalates and problems become entrenched. It therefore happens across a wide spectrum of need from where a problem may be just emerging and requires a short term remedy to where a child or their family have multiple and complex needs which require a longer term, multi-agency intervention.

The National Policy Context and Needs Analysis used to inform the detail of the Strategy are contained in Appendix Two and Three.

Further definitions for this document are contained in the glossary in Appendix Seven.

1.3 Target cohorts for early intervention

The Children and Young Peoples Plan identifies vulnerable groups of children and young people in the City this strategy aims to ensure that services are accessible and targeted to children in these populations in need of support. The CYPP also sets the priority to provide early support for young people and families with multiple problems, putting an emphasis on hidden harm and domestic abuse. (CYPP 2011-14)

Children and young people:

- with alcohol, drug and substance misuse issues or those living with a parent or carer who has alcohol, drug and substance misuse issues
- who are affected by domestic abuse
- engaged in anti-social behaviour, in receipt of a police reprimand or on the edge of criminal activity and or with a parent or carer in prison
- who have an identified mental health problem or whose parents or carers have mental health issues
- in families experiencing severe or persistent poverty or whose families are homeless or long term unemployed.
- at risk of entering or re-entering Children’s Social Care
- teenage parents and pregnant teenagers

¹ Youth Justice Board, 2005 Risk and Protective Factors

- missing education
- who are young carers
- with disabilities or special educational needs (SEN)
- who are asylum seekers and refugees
- with past trauma and low resilience
- in families where parenting capacity is limited

1.4 Outcome indicators for the effective Early Intervention

In order that we measure the impact of the early intervention framework delivery the following indicators will be considered. Firstly impact indicators from the CYPP performance framework:

- Increase the rate of participation in education, training and employment by 16-18 year olds
- Reduce gap in attainment at key stage 4 between the most and least deprived neighbourhoods in the City.
- Narrow the gap in the lowest achieving 20% in Early Years Foundation Stage.
- Increase the take up of child related benefits previously unclaimed
- Reduction in the number of hospital admissions caused by unintentional and deliberate injury to children and young people
- Reduce number of families with children in temporary accommodation.
- Reduce domestic abuse
- Reduce the % of children and young people who are persistently absent in secondary school
- Reduce first time entrants to the criminal justice system
- The reduction in the rate of teenage pregnancies

(CYPP Indicators)

In addition the following will be considered for this framework:

- Reduction of persistent absenteeism in primary schools
- Reduction in fixed term exclusions
- Engagement in continuous employment
- Increase the number of children benefiting from an early years place
- Reduce the number of inappropriate contacts made to Children's Social Care
- Monitor the number of children requiring statutory child protection intervention
- Reduction in youth crime and anti-social behaviour
- Improve chances for families to engage in work to improve their future
- Improve health through take up of immunisation, breastfeeding and weight management.
- Increase choice and personalisation for disabled children and their families.
- Reduce harmful effects of mental ill health by increased numbers of CYP accessing to psychological therapies (IAPT) for children, young people and families
- On inspection Children's Centre's will achieve Good or Outstanding by Ofsted

1.5 Partnership Working

Accelerating progress in early intervention not only requires local partnerships to take action, but to take coordinated comprehensive and prolonged action to ensure delivery of substantially better outcomes.

Ofsted said the Children's Trust partnership working in Plymouth is outstanding at both the strategic and operational level (Ofsted 2010). This has been achieved through a strong track record of collaborative working with key organisations: Primary and Secondary Schools, Public Health, NHS Plymouth, Plymouth Hospitals Trust, Plymouth Community Healthcare, GP's, Police, Voluntary and Community Sector and the Local Authority Adults and Children's Services.

At the heart of this service improvement has been the clear commitment to ensure children and young people are enabled to fulfill their potential and achieve positive outcomes. The principle of ensuring early support to meet need before it escalates and significant difficulties for children and young people develop is clearly outlined in 'The Children and Young People Plan 2011-2014'. This plan articulates a clear strategy to develop models of early intervention to meet the additional needs and build resilience across all age ranges. This is set out in Appendix Three.

All partners see the benefit of continuing to collaborate to improve outcomes for children and all partners have a significant contribution to make to achieve this ambition. In order to deliver early intervention, Plymouth Children and Young People's Trust commit to:

- Seeking opportunities to align resources and join up commissioning.
- Prioritising and targeting resources to those who need them most.
- Ensuring efficient use of resources and value for money.
- Working collaboratively with children, parents and local communities to develop solutions to improve outcomes, giving people a stronger sense of ownership and control of their services.
- Continue to develop collaborative relationships between; Schools, GP's, Acute and Community Health Services, the Police, Voluntary and Community Sector and the Local Authority to ensure interagency service delivery to meet the needs of those most vulnerable or at risk.

1.6 Principles of Early Intervention

United Nations Convention on the Rights of the Child asserts that every child in the world has rights to survival and development, to protection, to health and well-being and to be active participants in all things that happen to them, including all decisions that affect them. Unless their needs are met, they will be denied a childhood and the opportunity to develop their full potential. Those needs will not be met unless adults take responsibility for providing the necessary conditions for their fulfillment.

Quality early intervention gives every child the best start in life and ensures they develop resilience and reach their full potential. Key principles integral to the priorities of the Children and Young People's Plan 2011-14 are:

- ensure that children and young people are effectively safeguarded by all of the agencies and staff that work with them
- adopt a whole family approach, whilst keeping the needs of the child or young person firmly at the centre of any intervention
- use evidence-based, child centered practice to inform planning for future service provision
- ensure children, young people and families will be supported to participate ensuring that the views and experiences of children, young people and families inform and influence the design and delivery of services
- work together to reduce duplication in areas such as the assessments of need and care planning and eradicate gaps

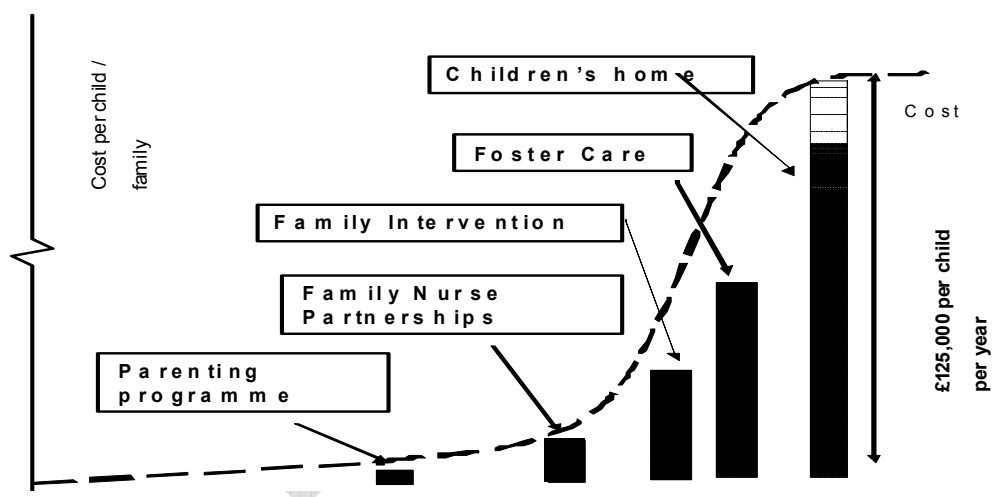
2 THE EVIDENCE BASE FOR EARLY INTERVENTION

2.1 Cost Benefit

There is considerable evidence indicating early intervention is cost effective and when delivered in a timely and effective way, will help transform the lives of vulnerable young people, families and communities. It is an important investment in the future of children, families and the community as '*later interventions are considerably less effective if they have not had good foundations*'. (The Marmot Review : Fair Society, Health Lives 2010)

Studies also illustrate the cost benefits

- an Incredible Years Parenting Programme with children diagnosed with disrupted behaviour costs an average of £1,344 over a six month period to improve a child's behaviour. Without intervention, it is estimated that an individual with conduct disorder costs an additional £60,000 to public services by the age of 28 Early Intervention: (Securing Good Outcomes for all Children and Young People, DCSF2010)
- the cost of poor literacy is estimated to be between £5,000 and £64,000 for each individual over a lifetime, with the vast majority of these costs due to lower tax revenues and higher benefits. In comparison, the cost of the Reading Recovery Programme is approximately £2,609 per pupil, with evidence that 79% of children who participate will be lifted out of literacy failure
- the cost of permanently excluding a child is £300,000, which includes educating the child elsewhere and the bill from deploying services such as social care, benefits and the probation service. The estimated cost to the individual ranges from a reduced chance of securing stable employment the risk getting into substance abuse. (The National Behaviour and Attendance Review, Interim Report Sept 2007)



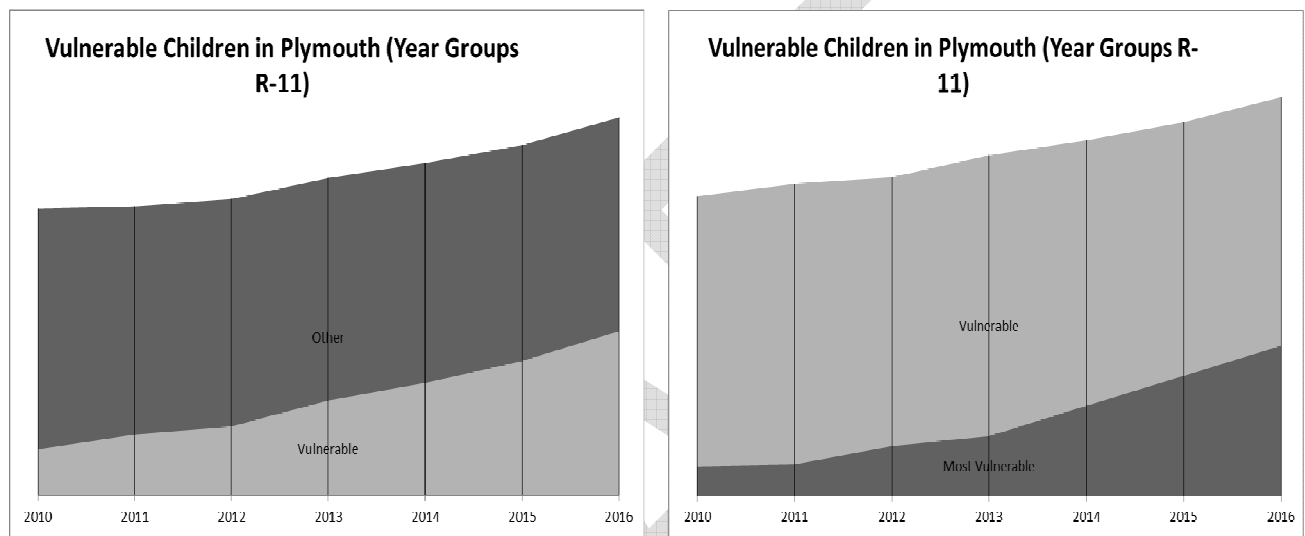
In *Grasping the Nettle* several characteristics emerged as common to successful examples of intervention strategies. These were identified as the five *golden threads*: the best start in life, language for life, engaging parents, smarter working with better services, knowledge is power requiring effective data analysis and information sharing. (Grasping the Nettle: Early Intervention for Children, Families and Communities C4EO 2010)

Graham Allen's second report *Early Intervention: Smart Investment, Massive Savings* (July 2011) makes recommendations to Government and states that "By building out the immense costs of failure, it is in fact the best sustainable structural deficit programme available." He also states that

“Intervening later is more costly and that the rate of return on remedial, rehabilitative and reactive treatments declines as the children get older, and entrenched behaviours become harder, or impossible, to correct.”

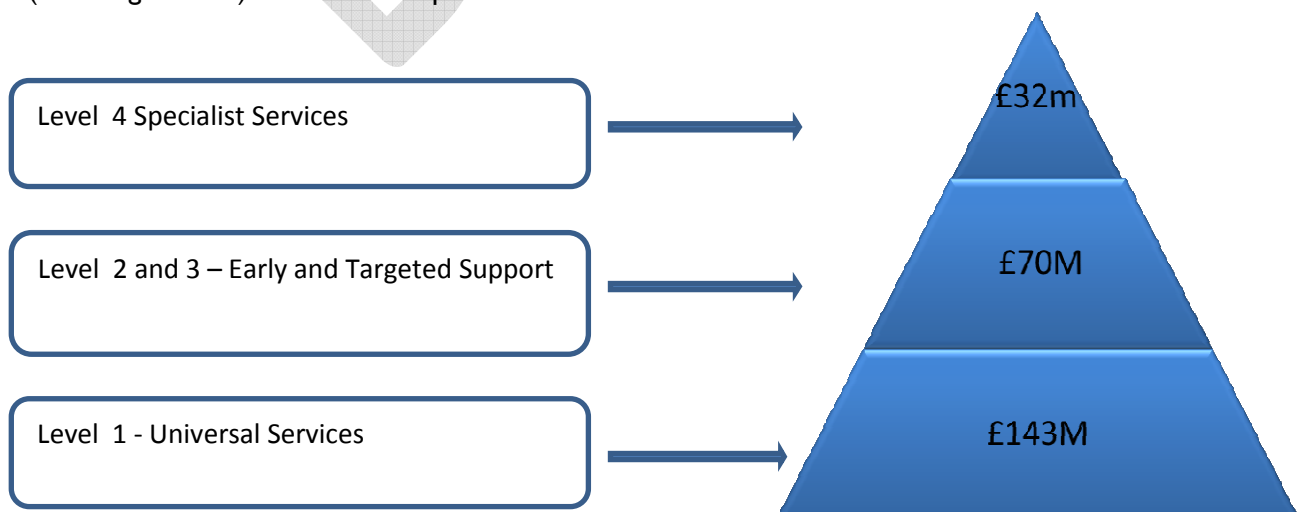
As can be seen the impact on the outcomes for children and families are significant in getting the right support at the right time to prevent problems escalating. Further that the impact on the resources available for families can achieve greater reach when directed earlier in the system. The Governments policy direction clearly indicates that with reducing resources to public services it will be critical to release savings and achieve re-investment in the longer term.

The profile of changing need in the City shows increasing population of children and within this group an increasing group of the most vulnerable children. More concerning is that the most vulnerable children group is forecast to grow at a higher percentage than the overall growth rate, as illustrated in the diagrams below.



This is a challenging time to determine the framework for investment and savings. It is increasingly difficult to achieve longer term planning of joint resources with partners. The lessons from the last ten years show increases in vulnerability and demand on services as a result of economic downturn. Alongside this the expected impact of the welfare reform indicates a pronounced increase in complexity of vulnerability with also an increase in the numbers of people who are vulnerable.

In order to meet need and statutory duties the current commitment through Local Authority Revenue Grant, the ring-fenced Dedicated Schools Grant and the Early Intervention Grant shows that £70m is spent on early intervention services for children, young people and families, of which £37m is spent on Early Support and £33m is spent on Targeted Support. This compares to £143m on universal services (including schools) and £32m on specialist services.



Children experiencing vulnerability which would result in demand for specialist and targeted services is set to increase by 6.5 % in the next four years, as a result of the increased birth rate, which could equate to an additional pressure of £6m on budgets by 2016. The forecast additional pressure is not including the anticipated impact of welfare reform on vulnerability factors. Continuing to invest in early intervention and prevention should minimise increases in demand for specialist services and stem the escalation of growth.

Furthermore the strategy seeks to reduce demand on specialist services to 2010 levels and aims to reduce spend by driving efficiencies, joint working with partners, including Health and the Police & Crime Commissioner, to have maximum impact and the competitive procurement of services.

The investment profile outlined in this report relates to the Local Authority and School funding only. The aim is to update the profile and include Health and Police partners to demonstrate the impact on the City as a whole.

The demand reduction would impact on call outs to the police, demand on hospital provision and social care.

Graham Allen's second report recommends an incremental migration of 1% of late intervention budgets to early intervention at government department level. If this same principle is applied to the partnership resources available in Plymouth for Early Intervention there is sufficient capacity to de-escalate need over a four year period. Therefore improving outcomes for children and families and creating a sustainable financial profile for services.

3 FRAMEWORK FOR RESPONDING TO THE NEEDS OF FAMILIES

3.1 Defining Need

Children, young people and their families have different levels of need and their needs often change over time depending on their circumstances. Plymouth has agreed an arched model to enable a common understanding of levels of need, illustrated and described in Plymouth's "Threshold of Need" guidance. The guidance was accepted by The Children's Trust in February 2010 and describes the types of need in more detail and where the use of the Common Assessment Framework (CAF) to manage the required multi-agency response to this need. This model identifies four levels of need.

Level 1: This describes a level of need where children and young people's health and development is age appropriate and their family circumstances are stable. These children and young people represent the majority and are able to go through their childhood needing only the support of their family, their community, their school and other universal services to which all children are entitled, such as schools and GP.

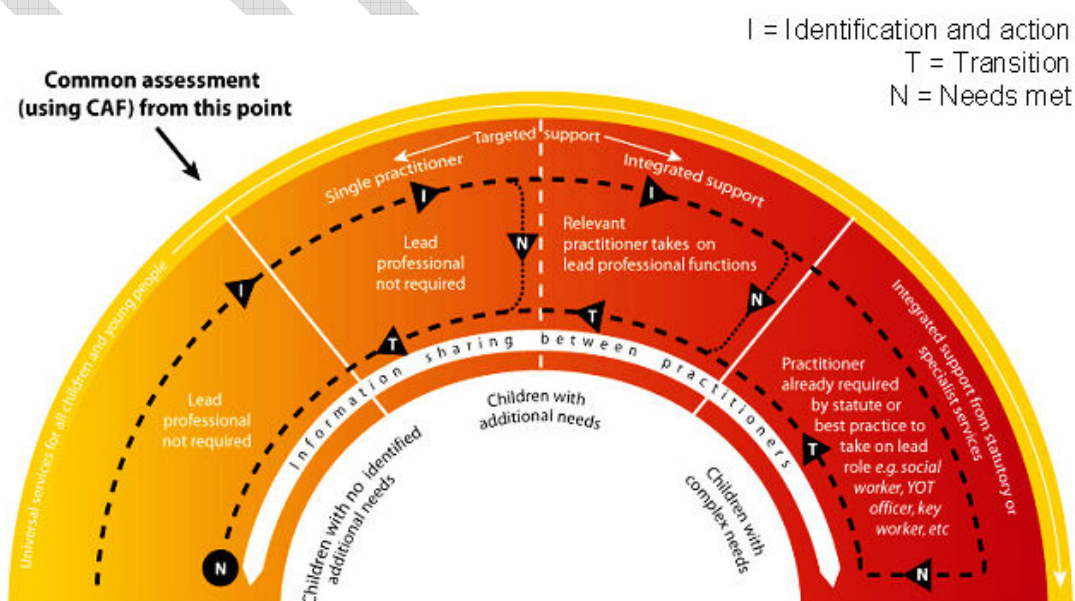
Level 2: This describes a level of need where the children and young people are experiencing difficulties with development, health, behaviour, emotional wellbeing and family relationships. For example they could be living with family poverty, witnessing domestic abuse, have developmental delay, absconding from school or not reaching their educational potential.

Level 3: This represents a level of need that is more complex or they have multiple needs. A child or young person may be experiencing more chronic ill health impacting upon education attendance and achievement, or they may be engaging in substance misuse or other risk taking behaviour such as crime or anti-social behaviour. There may be parental problems with mental health, substance misuse domestic abuse or patterns of family offending.

Level 4: This represents a level of need that is ongoing, entrenched or escalating. Children and young people may be experiencing significant harm and in need of child protection processes, risk taking behaviours may be prolific or well-established or they may pose a risk to themselves or others.

Diagram 1 represents the types of categorisation of early intervention services to improve outcomes at these levels of need.

Diagram 1: Plymouth Multi-agency Thresholds of Need



3.2 Coordinated response to need through the Common Assessment Framework

The Common Assessment Framework (CAF) implements a common framework for assessing the holistic needs of the child and their family across level 2 and 3 need. It implements a coordinated response for agencies to intervene with the family, ensuring consent to share information between agencies and allowing an integrated service response to improve outcomes for the child and family.

3.3 Identification and Assessment of Need

When difficulties emerge the needs of the child and family should be screened, to ensure a holistic view of family need. Children can show behaviour problems or absenteeism that are caused by parental mental illness or family violence. Very often the service response is to the presenting issue with the child and does not address the cause in the family. This has two effects, sustained family change is not achieved and the child develops a sense of the problems being caused by them. Both of these effects see ongoing intervention from services into adulthood. Addressing root causes as well as the individual identified need is critical to effective intervention. (The Marmot Review, 2010, *Fair Society, Health Lives* (accessible at

<http://www.ucl.ac.uk/ghcg/marmotreview/>).

The pre- CAF assessment process enables professionals to think about all of the difficulties and vulnerabilities facing the family and to decide whether their service can respond to all of the needs, whether they can be met with the involvement of another single agency or whether a full CAF multi-agency process is required.

A full CAF assessment is implemented when the family has multiple needs that will require interventions from a number of services. The assessment is based upon the Framework for Assessment for children in need and their families (2000) and is undertaken with the child, young person and family. The CAF assessment does not replace the need for specific assessments for defined need, such as drug screening, but allows the family practitioner initiating the CAF to identify what need they have and who should be involved in an initial planning meeting.

3.4 The Lead Professional

The Lead Professional for the CAF acts as a single point of contact for the child and family and coordinates the delivery of actions agreed by all of the professionals involved. Their role will be important in reducing duplication and ensuring a consistent approach.

3.5 Team around the Child

The initial CAF meeting is designed to bring together children and their families with key professionals. The purpose of the meeting is to draw up a plan with child and family to develop a range of solutions to meet their needs and improve outcomes. In this

WHAT ARE WE DOING WELL?

A small team of CAF officers support practitioners.

The CAF team advise Lead Professionals if concerned about the managing complex cases.

CAF activity increased during 2011/12.

The Plymouth Family Intervention Project uses a full family assessment and care planning approach.

Operation Encompass. Police notify Key Adult in school when a child has experienced domestic abuse so that support can be offered the next day.

Drug and Alcohol Services have a family response. The impact of the parental substance misuse on the child is assessed.

way the professionals working with the child and family become a virtual “team around the child”. As illustrated in Appendix 4.

This approach is based upon the needs of the child whose difficulties prompted a CAF assessment response. The child or young person is at the centre of this process. This framework was designed nationally to prevent early intervention models from focusing solely on the needs of adults at the expense of the needs of children. Areas with strongly embedded and effective CAF processes have been able to move to family CAFs.

3.6 Team around the Family Approach

The research undertaken by the DfE Families at Risk Division has identified a basket of indicators, including parental substance misuse, long term unemployment, parental mental health problems, that affect the resilience, insight and capability to overcome problems. Children from these families are 10 times more likely to be in trouble with the police and eight times more likely to be suspended from schools.

This level of chaos and family need, by the very nature of the fact there are a range of individuals within the family unit, will effect a range of cross cutting outcome targets across departments and agencies. Such as homelessness, emergency presentations at hospital, the numbers of children in care, crime and anti-social behaviour.

Traditionally this type of presentation has led to an intervention focused on the individuals, often adult’s needs. Often these families experience ongoing crisis and present at a range of different services. These families can move in and out of interventions regularly and in some cases the presenting issues for these families have become inter-generational.

Family based interventions have provided a clear evidence base that delivering packages of support to the whole family, co-ordinated through a key worker, produce longer term change and impact on outcomes for all members of the family can be achieved. This provides a clear driver for an approach to developing closer alignment of the system of services around the families needs to meet a wide range of outcomes.

3.7 Professional Collaboration

Professionals are trained to adopt a discipline based view of their clients with strong theoretical and discipline based frameworks. This can encourage narrow interventions where professionals only view clients through own way of working.

In order to be able to deliver coordinated care for families with multiple needs there is a need to shift from these professional boundaries and activity engage with and respect the perspectives and skills of other professionals. Within this the perspective and views of the family should remain central rather than becoming overwhelmed by professional approaches.

WHAT ARE WE DOING WELL?

The Excellence Cluster implement a Multi-Agency Support Team (MAST) with police, educational psychology, counselling and therapy professionals.

The Integrated Disability Team, implements multi-agency care for children with disabilities

The Youth Offending Service integrates professionals from youth justice, the police, education welfare, and mental health services to better enable multi-agency support

Children’s Centres act as a hub for Early Years Services; developing multi-agency delivery with health services, early year’s nursery settings and closer collaboration with specialist services such domestic abuse services

Successful joint working relies on four key principles

- Sharing responsibility, decision making, planning of services and intervention
- Partnership – constructive relationships between professionals that relies on trust and respect and valuing contributions in pursuing common goals
- Interdependency – when children, young people and family's needs are complex, each professional relies on the others contribution and expertise to achieve improvement in family outcomes
- Power – is shared by all those in partnership, this enables and empowers the family and achieves the best contribution from all workers.

3.8 Integrated Teams / Systems

Learning from best practice, research and local services evidenced that where co-ordination of response is built into the design of services responses are more effective. During 2010/11 a range of integrated teams or integrated responses have been designed and implemented. Whilst the CAF process should be the most efficient method of responding to need services are often designed with very narrow specialisms and therefore a more integrated approach within similar disciplines creates a further efficiency. This has also been key principle in increasingly organising services into integrated teams. The action plan set out the development areas for these services and shows how additional need will be met. The focus will be across the spectrum of level 2 and 3 with integration ensuring improvement in service communication, information sharing and coordination of support between universal (in particular schools and GP's) and targeted services.

This service model supports clearer mechanisms and routes for referral from universal services, supporting access to targeted services, as well as ensuring less duplication of support. In this way support is more available through early intervention before needs escalates as well as allowing a system to provide consistency of support as need de-escalates. As illustrated in Appendix 5.

3.9 How to Ensure Better System Coordination

Professionals report difficulties in coordinating the right support for families. Improved communication and service briefings alongside developments in the Plymouth Online Directory and the Family Information Service have improved this. However further coordination is needed. Feedback from agencies that they did not feel equipped to respond to high levels of risk and there was therefore a reluctance to use the CAF process to coordinate care. Feeling they were left holding the risk. This resulted in dispute in responses from Social Care. The following action plan sets out how this will be addressed and resolved.

**Improving Co-ordination of Early Help
Actions and Next Steps**

1. Continue to develop mechanisms for information sharing and collaboration between Schools, GPs and Police.
2. Develop our ability to support families who engage in harmful risk-taking behaviours, through developing staff skill and confidence and ensuring the right people are involved in the plan for the family.
3. Monitor the effectiveness of CAF in meeting need early and therefore reducing the need for late or crisis interventions.
4. Continue to develop closer working relationships between Children and Adult Services to enable a “Team around the Family” approach. Specifically improving responses for young carers.
5. Improve collaboration between Midwifery, Health Visiting and Children’s Centres through developing good working protocols to identify those most in need of support and deliver improved outcomes. Ensure delivery of increased capacity of Health Visitors.
6. Jointly commission with schools an integrated response to the needs of children aged 5-11 and their families, through defining a core offer from the Multi-Agency Support Team.
7. Ensure an outcomes framework for School Nursing is delivered.
8. Develop a core offer to young people aged 11-19 through integrating Youth Support Services, ensuring a clear offer in secondary schools that complements education based services.
9. Implementation a single multi-agency response to Safeguarding.
10. Examine multi-agency (CAF) plans that are not meeting the needs of the family or enabling them to achieve outcomes, in order to review and revise support or allocate additional resources where necessary.
11. Implement a single assessment process with education and health to ensure a joint care plan for children with a statement.
12. Develop with Clinical Commissioning delivery of a single point of access to health services.

4 COMMISSIONING AND DESIGNING SERVICES TO MEET NEED

Children, young people and families may move between services depending on their needs, but the emphasis is one of continuous and planned care, with agencies across the spectrum working together to ensure that children and young people stay within universal services.

4.1 Early Support

Families with need that requires an early support response have either an emerging issue or where a fast effective solution from a single agency or two agencies working in partnership will de-escalate the problem. An example maybe where parental separation has triggered absenteeism with a child. A brief period of family support from the Parent Support Advisor in the school or from a counseling/ family mediation service could resolve this short term problem. If this intervention identifies ongoing instability in the family for example in housing or adult mental health the lead agency may determine that a multi agency response is required. As the assessment of the vulnerability of the family increases so too will the effective co-ordination of the multi-agency response.

Pastoral support systems in schools provide a key role in early support. Developing an understanding of the range of needs experienced by children and young people is important to enable schools to be creative in developing pastoral support roles.

Early Support also describes how a service will respond. Services are commissioned to provide short term intervention and to sign post families to support and help with families equipped with the skills to self help.

A key development area has been and continues to be to support universal services to identify when a family may need an intervention. This has been done through commissioning a range of training, provided by the CAF team, the Child and Adolescent Mental Health Service, Harbour Drug and Alcohol Services and Safeguarding Children's Board.

Staff have been up-skilled but also are provided with ongoing consultation support from specialist services to respond appropriately to this level of need, for example through the Emotional Literacy Support Assistants Programme.

Many expert or specialist services work alongside universal services to respond to this level of emerging and additional need. A universal service such as the Youth Service may receive consultation support from Specialist Drug and Alcohol Services to provide a brief intervention with a young person.

Similarly a universal service for Early Years such as a Children's Centre may receive consultation support from a Primary Mental Health Worker in CAMHS service to support a mother with post natal depression or a child with an emerging mental health difficulty.

WHAT DO WE DO WELL?

The employment of a range of pastoral support workers in schools to provide timely interventions.

Excellence Cluster Learning Mentors, school based counsellors and therapists; providing additional support for those struggling to achieve.

Short Breaks for Children with Disabilities to provide child focussed activities.

Children's Centres act as the hub for Early Years Services identifying problems early and offering relevant support

Health Visitors and School Nursing Service assess the needs of children and families offering additional support to those who need it.

Targeted Mental Health in Schools: provides training and consultation to schools-developing capacity through enabling Teaching Assistants to become Emotional Literacy Support Assistants and Secondary Age Mental Health Supporters.

Early Help – Next Steps

1. Support schools develop their capacity to deliver the Healthy Child Programme.
2. Ensure GPs are fully aware of services and interventions available for children, young people and families, including support in schools.
3. Increasing take up of childcare places for disadvantaged two year olds.
4. Review of workforce capacity to identify and respond to need and develop appropriate training, consultation and support, where necessary.

4.2 Targeted Support

At the higher end of the spectrum of need, level 3 upwards, specific interventions and services targeted to meet specific need will be required.

Targeted services are characterised as those that are more intensive, often implementing evidence based interventions that can require specific skills and training.

It is expected at this level of need, services will be coordinated through a CAF process. However families with complexity which triggers this level of response do not always recognise the escalation of the issues or wish to receive support. An example being problematic substance misuse with children regularly not attending school, where the family are not always able to provide for their own basic needs and financial difficulty is leading to vulnerability with tenancy arrangements. The Education Welfare Officer (EWO) may initiate a CAF. However the family may not consent to the CAF process. It is then critical for the professionals involved singly with the family, for example the GP, School and the EWO, to establish an engagement plan. Without this the single issue maybe temporarily addressed i.e. child's absence addressed without the underlying issues resolved.

Some services have been commissioned to have greater clarity in their role to coordinate or lead engagement of a family, for example Careers South West and Children's Centres. The lead service for intervention may not be the service who can achieve engagement.

Another key area of development has been for the commissioned Drug and Alcohol Services to take a whole family approach. When providing interventions with adults who are parents as part of the change plan addressing the harm and impact of alcohol on their parenting and their children. The provider is also acting as the lead engagement service.

Where need remains below the threshold of statutory intervention and consent to a CAF is not achieved services implement a consultation approach to ensure professionals working with the family are enabled to support need as far as possible. In this way a "Team around the Professional" is developed, with a view to eventually engaging the family in the CAF process. Consent is ideal but does not prevent coordination of interventions.

WHAT WE DO WELL

The Excellence Cluster, MAST Model.

Children's Centre's outreach for vulnerable families.

Careers South West deliver Transition Support for Young People into Education, Employment and Training.

Targeted Mental Health in Schools and Talking Therapies for Young People.

Targeted parenting programmes identified as best practice nationally.

Targeted Support – Next Steps

1. **Develop earlier responses for families who are victims of domestic abuse and increase availability of perpetrator programmes.**
2. **Further develop education and support packages to young people about relationships and sexual health.**
3. **Help young adults say no to violence in their relationships.**
4. **Reduce the harm alcohol misuse causes in families.**
5. **Increase interventions with young people to prevent harmful use of alcohol and the use of alcohol with other drugs.**
6. **Improve our identification of and responses to young people at risk of committing crime.**
7. **Ensure a coherent accessible offer for early intervention for emotional wellbeing and mental health difficulties.**

4.3 Intensive Support and Specialist Services

When need escalates or presents at level 4, specialist services undertake a specific and more in depth assessment of need and risk and allocate a worker to manage a multi-agency care plan. These services can involve coercion to engage through a legislative framework that implements sanctions to personal rights. (E.g YOS, Children's Social Care, FIP)

However it is clear that some families do not fall easily into the categories described in this model and move quickly between the levels of support in response to crisis or changes in circumstances. These families can respond well to interventions from specialist services, however on exit they maintain stability for a period of time but present again to specialist services quickly following a further crisis.

To meet the needs of these families a more intensive level of support is needed. Evidence from projects working with this level of need, such as Family Intervention Projects suggests that the implementation of a “key worker” role to coordinate services and support the family is essential to support change. As with the Lead Professional, this role provides a single point of contact, but also lengthy, sustained and assertive outreach and involvement with complex families. Importantly, as children and families move in and out of specialist services, these roles remain in contact with the child, young person and family, providing continuity for and supporting them to maintain changes made through specialist interventions.

WHAT WE DO WELL

FIP (for families with high levels of complex need)

Intensive Support Team for 16/17 year olds (Youth Service)

Intensive Transition Support Service for Young People (Careers South West)

The Family Nurse Partnership (for teenage parents)

Family Group Conferencing

Parent Alcohol Interventions

Domestic Abuse Services

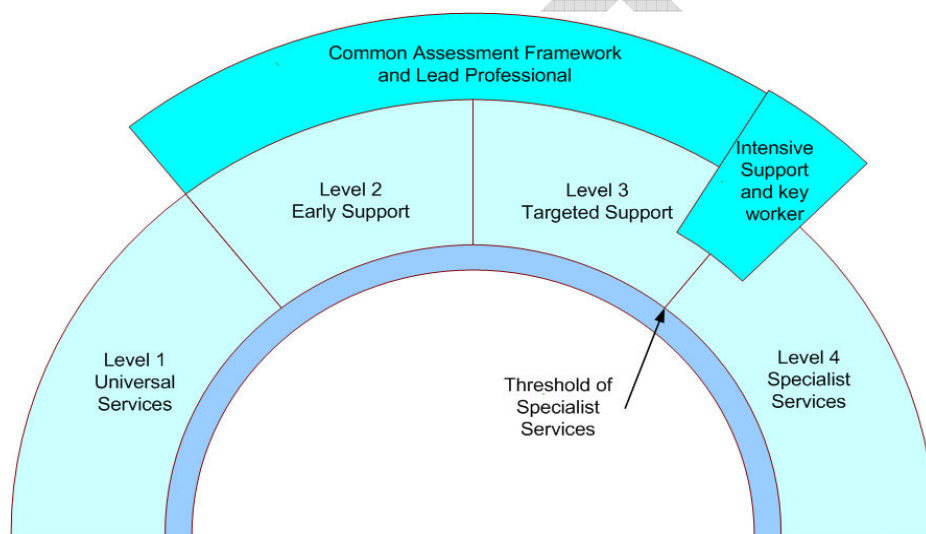
Diagram 2 (below) illustrates where, on Plymouth Multi-Agency Thresholds of Need arc, intensive support is delivered

As it has been stated outcomes for children can be significantly improved by providing the right intervention earlier before vulnerability and need escalate. The cost of specialist services intervening is significantly greater than early intervention.

Another area of commissioning at this level of need has been to increase the availability of specialist interventions for families whose needs are at risk of escalating. For example Family Group Conferencing is now available to vulnerable families at this level of need rather than just those with Child Protection Plans.

A key area for development is our local response for Families with a Future. To intervene with families with multiple vulnerabilities and a history of crime and worklessness and whose children are not attending school. With the aim to reduce vulnerabilities and break intergenerational cycle of poor outcomes.

Diagram 2: Different types of support to meet need on the CAF arc



Intensive Support – Next Steps

1. Develop services to ensure we can offer families with 5 – 11 year old (primary school age) children a family key worker if they need one.
2. Develop training, support and supervision to ensure the multiagency workforce have the skills to work intensively with families who present with high level of complex need.
3. Increase the ability to offer a Family Key Worker to families in order to deliver the Families with a Future programme.
4. Expand the role of the Integrated Youth Services to offer key workers and create information sharing with schools and health services for vulnerable young people.

DRAFT

Appendix One: Children And Young People's Plan

Children & Young People's Plan 2011-14		
Corporate Plan Priorities	C&YP Plan feeder priorities	What this means across services for children and young people
Deliver growth	Equip young people with skills, knowledge and opportunities to make a successful transition to adulthood	- Maximise engagement opportunities with employers, especially for vulnerable 14-19 year olds. - Develop high quality apprenticeships for young people. - Encourage enterprising skills among young people. - Commission Independent Advice and Guidance to ensure young people are supported to make informed choices, particularly for young people vulnerable to being Not in Education Employment or Training (NEET). - Excite and prepare young people for transitions, particularly the transition to secondary school, and from children's to adult's services.
Raise aspiration	Improve levels of achievement for all children and young people	- Improve educational achievement levels, particularly in Maths, English and Science. - Improve the educational achievement of vulnerable groups, including young carers and children in care. - Build self-confidence and promote the well-being of children and young people especially through a sense of belonging and inner confidence
Reduce inequalities	Tackle child poverty	- Make child poverty everybody's business. - Reduce the number of children living in workless households. - Reduce housing related child poverty. - Reduce the inequalities that have the most negative impact on children's life chances. - Improve young people's capability to manage finances sensibly.
	Provide all children with the best possible start to life	- Improve the physical and mental health and wellbeing of children and young people. - Strengthen multi-agency child protection across the city. - Provide early support for young people and families with multiple needs, with an emphasis on hidden harm and domestic abuse.
Provide value for communities	Tackle risk taking behaviours through locality delivered services	- Deliver intensive youth support to meet the needs of vulnerable young people aged 11-19yrs. - Promote citizenship and volunteering opportunities - Enable young people to take responsibility and to make safe and informed decisions through the provision of timely and appropriate information and guidance.

Appendix Two: National Policy Context

Early Intervention: Securing good outcomes for all children and young people (DCSF 2010) set clear ambitions to move support provided by the system of services for children and young people to Early Intervention, targeting resources to those children, young people and families where problems have begun to emerge. It clearly highlights the need to tackle risk factors for children, including *“living in poverty; growing up in a disadvantaged neighbourhood; experiencing problems in school; parental conflict; poor parenting; parental and/or child substance misuse; anti-social behaviour and domestic violence”*.

During 2010 and 2011 a number of reviews were initiated that have resulted in a series of recent major reports. These include:

- The Marmot Review, 2010, “Fair Society, Health Lives” - highlighting that giving every child the best start in life is crucial to reducing health inequalities
- Maternity and Early Years, Making a good start to family life (HM Government 2010) - making a strong case for focusing investment in children’s earliest years
- The Foundation Years: preventing poor children becoming poor adults” (December 2010) by Frank Field MP - A review of Child Poverty
- Early Intervention: The Next Steps (January 2011) by Graham Allen MP. – A review of Early Intervention Services

These reports all highlight the importance of the first years of a child’s life and the need to ensure secure strong foundations for child’s cognitive, language, health, social and emotional development. They emphasise the correlation between exposure to parental poverty, mental ill health (including postnatal depression), addiction and violence in the first five years of life with negative outcomes for young people including to poor examination results, higher rates of teenage pregnancy, lower rates of employment, higher rates of depression and suicide and substance misuse.

However Early Intervention is not limited to early years. Early Intervention: Securing good outcomes for all children and young people (DCSF 2010) is clear that early intervention can occur at any point in the Child’s life at the point where difficulties arise. Key to the process is early identification of need, high quality assessment and providing the individually tailored intervention plan.

Allen (2011) also identifies the need to use evidence-based interventions throughout the lifecycle of a child’s first 18 years to intervene early before problems escalate and become more expensive to cope with, and difficult, or impossible, to remedy. Early intervention therefore should offer opportunities to intervene as soon as need is identified, at any point in the child’s development.

The Munro Review of Child Protection by Professor Eileen Munro (May 2011) also recommends early help is provided to both prevent abuse or neglect and improve the life chances of children and young people and is clear about the critical part this plays in child protection. She emphasizes the need for co-ordination of early help and ensuring clear mechanisms to identify children suffering or likely to suffer harm.

The Child Poverty Act 2010 creates a duty for Local Authorities and their partners to cooperate to tackle child poverty in their area. The National Child Poverty Strategy in 2011 sets out the ambitions to eradicate of child poverty by 2020 and ensure that as far as possible no child experiences socio-economic disadvantage. At the centre of the strategy is the strengthening of families, combating worklessness and educational failure, encouraging responsibility, guaranteeing fairness and providing support to the most vulnerable. Local Authorities are required to prepare and publish a local needs assessment and also to prepare a joint local child poverty strategy.

The Green Paper regarding Special Educational Needs and Disability (March 2011); highlights the stress caused to children and their families where need is not identified early. Key aspects are early identification

and intervention, single assessment process and reduced duplication between agencies working with the child. This enables more young people to lead successful and independent adult lives.

The Healthy Child Programme 2009 is the early intervention and prevention public health programme that lies at the heart of universal services for children and families. It provides an invaluable opportunity to identify families that are in need of additional support and children who are at risk of poor outcomes. The programme covers three areas of work, pregnancy and early years, the 2 year old review and 5-19 year olds, setting out a range of services and activities that can have a positive impact upon children's health.

The information contained within this body of knowledge have also underpinned Government funding, commissioning and inspection frameworks.

The guidance for the Early Intervention Grant gave flexibility for local authorities to secure Early Intervention services. The aim is to have greatest impact and secure better results in the long term for children, young people and families, whilst promoting flexibility the guidance recommends key areas of spend:

- Free early education for disadvantaged 2-year olds
- Short breaks for disabled children
- Maintaining the existing network of Sure Start Children's Centres
- Supporting vulnerable young people to engage in education and training, intervening early with those who are at risk of disengagement
- Preventing young people from taking part in risky behaviours, like crime or teenage pregnancy
- Supporting families facing the poorest outcomes who pose the greatest cost to local services

As well as making several changes to the NHS, The Health and Social Care Act 2012 Act introduces new Health and Wellbeing Boards who will be responsible for leading on the Joint Strategic Needs Assessment; developing a new joint health and wellbeing strategy to inform local commissioning plans; developing agreements to pool budgets.

Recently the Governments "Troubled Families" agenda has focused on families who are engaged in crime or antisocial behaviour, whose children are not in school and who are out of work. This agenda has been developed with the learning from Family Intervention Projects and other initiatives to create a payment by results mechanism to reward affective intervention. Changes to the trajectory of families so that outcomes improve result in fewer high cost service interventions. As need escalates families require more intensive, longer term interventions. Intervening differently or earlier can prevent or reduce use of these resources.

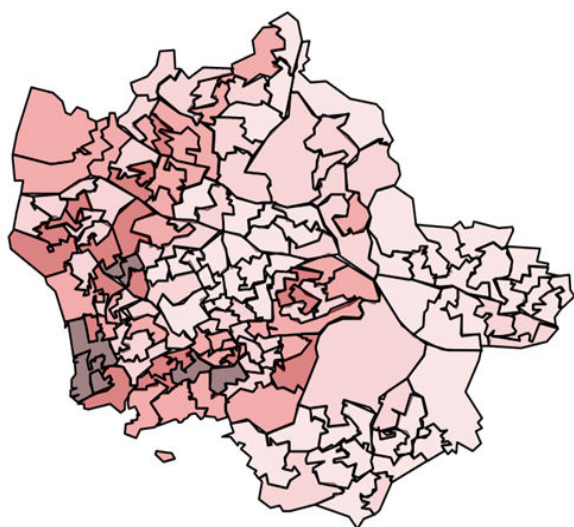
Appendix Three: Overview of Children and Young People's Need in Plymouth

Child Poverty

There is a strong correlation between deprivation, poverty, poor mental health, substance misuse and domestic violence. Evidence clearly demonstrates these factors in families contribute to very poor outcomes for children.²

The initial key findings of Plymouth's Child Poverty Needs Analysis highlights:

- Plymouth has higher rate of child poverty than the national average (22.1% compared to 21.2%). Latest figures show 11,700 children live in poverty, a rise of 600 children from the previous year.
- Five Local Super Output Areas have over 50% of children in poverty including Devonport, Stonehouse, City Centre & North Prospect / Weston Mill. The highest level of child poverty is in North Prospect
- Development levels at early year's foundation stage are lower in the group of most deprived neighbourhood compared to the least deprived (50.5% and 60.4% respectively).
- There are significant attainment gaps between those children eligible for free school meals and those not eligible. The gap at key stage 2 is 17 percentage points, the gap widens to 32 percentage points at key stage 4 with just 29% of eligible children achieving 5 A*-C GCSE grades.
- Child Poverty has significant impact upon attainment with the gap between those eligible for free school meals and those not at 32% points at key stage 4.



proportion of whom have children .

- Areas of the city identified as having lower educational attainment and higher unemployment reappear as being among the worst performing against health indicators such as life expectancy, childhood obesity, low birth weight and breast feeding prevalence.
- As at December 2011, Plymouth had 22,300 families with 39,100 children receiving child or working tax credits. A further 10,301 children aged 0-15 live within workless households according to latest DWP statistics.
- In 2010/11 Citizen's Advice Bureau data shows that 7,525 people received debt advice.
- Use of the food bank in Plymouth has recently increased by 36% including an increase in the

Map 1: Child Poverty Distribution in Plymouth³

The next steps for Plymouth are to understanding of how resources are currently being commissioned against child poverty outcomes and identify areas and opportunities where further pooling and alignment of resources may be required.

² Think Family (2008): Improving the life chances of families at risk: Cabinet Office Social Exclusion Task Force.

³ NII 16 DWP 2012

Safeguarding

Final audit on 2011/12 Social Care figures yet to be done however early indications suggest;

- There was 15-20% increase from 2010/11 in referrals to Social Care Advice and Assessment
- There was approx 6% increase from 2010/11 in numbers on CPP - but greater throughput keeping outturn stable
- There was approx 4.5% increase in Children coming into care - however national trend increase (confirm national trend). Plymouth below national trend.
- Approximately 50% of Children subject to a Child Protection Plan are aged 0-5
- In 2010/11 325 families were subject to CAF plans, this increase to 557 families in 2011/12

The main problems facing families with children subject to a Child Protection Plan were; Domestic Abuse (31%), Unsafe Parenting (25%), Drug Misuse (13%), Alcohol Misuse (11%), Sexual Risk from an Adult (8.5%) and Parental Mental Health Problems (8%).

Despite increase in CAF assessments and plans there are still considerable number of referrals at Advice and Assessment. Information from the threshold manager indicates many referrals coming to Advice and Assessment are for families without a CAF.

The increase in Child Protection Plans has meant that the social care have worked to ensure a child protection plans meet the children's need as soon as possible so that statutory intervention becomes unnecessary. This requires the service offer below the threshold of social care needs to be robust enough to continue work with families and continue to support de-escalation of need.

Domestic Abuse

There are over 2000 domestic abuse incidents per year in Plymouth where children are present. This figure may include the same children over several incidents. Local evidence from parental classifications for child protection plans show that 30% of all domestic abuse cases include alcohol as a significant factor. We can use this to estimate that at least 600 incidents per year are alcohol related.

The impact of domestic violence on children is reported to be:⁴

- Children and young people are likely to experience a range of emotional and behavioural responses including fear, anxiety, worry, anger and aggression;
- Children may feel isolated and stigmatised while many have to take on caring responsibilities;
- The risk of psychological harm is high for those who also experience other forms of abuse and neglect.

This impact differs by developmental stage:

- Infants may show delayed development, sleep disturbance, temper tantrums, and distress;
- School-age children may develop conduct disorders and difficulties with their peers and find it hard to concentrate;
- Adolescents often experience depression, delinquency, and aggression.

Parental Substance Misuse

Evidence clearly demonstrates that children whose parents drink too much can suffer a range of physical, psychological and behavioural problems as a result of living in such an environment.⁵

Key risks experienced by children are⁶:

⁴ Stanley, N (2011) Children Experiencing Domestic Violence: A research Review, Research in Practice

⁵ Velleman, R. (2002). *The children of problem drinking parents: an executive summary*. Executive Summary Series; Centre for Research on Drug and Health Behaviour, Executive Summary 70, 1 -5.

- Neglect of parental responsibilities, leading to physical, emotional or psychological harm
- Exposing children to unsuitable care givers or visitors
- Use of the family resources to finance the parents' drinking
- Effects of alcohol which may lead to uninhibited behaviours e.g. inappropriate display of sexual and/or aggressive behaviour and reduced parental vigilance
- Unsafe storage of alcohol thus giving children ease of access
- Adverse impact of growth and development of an unborn child

The Plymouth Safeguarding Board Hidden Harm Needs Assessment undertaken in 2008 highlighted that between 3,900 and 6,500 children are affected by significant parental alcohol misuse.⁷ This covers parents who have an alcohol dependency and parents who are involved high harm high risk binge drinking at weekends.

When a snapshot of need was undertaken by Harbour in February 2011 40% of parents with children with a child protection plan have never been seen by the service because they were not referred or did not attend Harbour.

Research evidence shows that domestic violence abuse is more likely than not to occur within intimate partner relationships where one partner has a problem with alcohol or other drugs⁸
In 2009/10 53% of all young people in treatment were themselves the children of adults who had significant alcohol or drug problems.

Child and Adolescent Mental Health

Prevalence⁹ figures suggest 3866 (10%) of children and young people in Plymouth will have an emotional wellbeing or mental health need.

In 2010/11, at the high end of this need, the CAMHS Outreach service received 154 appropriate referrals for emergency assessments, 111 of these were for self harm. There were a further 587 appropriate referrals for non-emergency assessments.

Approximately 530 referrals were made to CAMHS whose need did not meet the threshold of requiring a specialist intervention.

Recent analysis of the waiting list for CAMHS has highlighted that many of the young people referred to CAMHS have had involvement with social care in the past and have experienced complex family problems, such as domestic abuse, parental substance misuse or parental illness.

There is therefore a potential to ensure earlier intervention with these young people before they present with complex needs that have escalated with time.

School Exclusion

Nationally it is estimated that 0.8% of the population of children and young people are educated out of mainstream school of which:

- 75% have special educational needs (62% without statements; 13% with statements);
- 91% are aged 11-15

⁶ Hidden Harm issues for professionals working with parents who misuse alcohol (2006). Alcohol Concern / Parenting Fund.

⁷ Analysis of Need (2008): Plymouth Safeguarding Children Board Hidden Harm Working Group.

⁸ Galvani, S. (2010) Grasping the nettle: alcohol and domestic violence. 2nd Edition. London: Alcohol Concern (forthcoming)

⁹ Research by the Child and Maternal Intelligence Unit

- 69% are boys¹⁰.

In 2011 schools were asked what they felt were the presenting issues causing most problems for children and young people. Whilst this information needs verifying, schools identified that the top main concerns were Social/Emotional Issues, Parenting Issues, Behaviour Problems, Mental Health, Attendance and Communication¹¹.

Youth Offending

Numbers of children and young people engaged in the Youth Offending Service have declined (*insert final numbers when available*). Assessment information indicates the needs of young people in the Criminal Justice System are increasingly complex.

This may indicate that the early intervention offer for those with less need is impacting upon numbers who would previously been referred to YOS.

However the offender profile for serious acquisitive crime indicates that whilst more crimes are being reported, less are being detected. This could indicate that some young people's crime is not being detected and they are therefore not receiving an appropriate criminal justice intervention.

Special Educational Needs

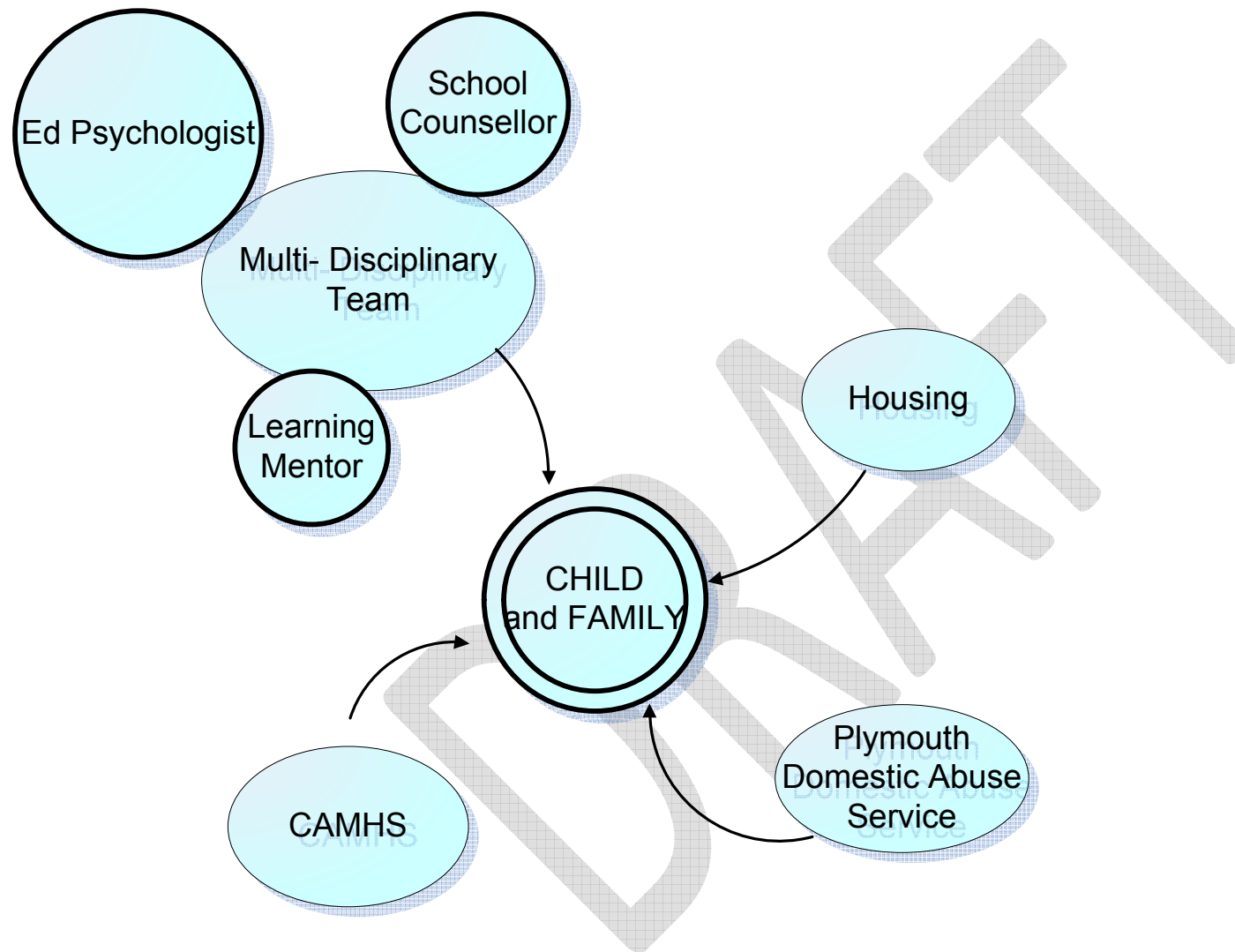
In January 2011 there were 3573 children and young people recorded as having a Special Educational Need. The top five categories of need were: Behaviour, Emotional and Social Difficulties (28%); Speech, Language and Communication Needs (24%); Moderate Learning Difficulties (14%) Autistic Spectrum Disorder (11%) and Specific Learning Difficulties (7%).

Forecasts of need based on the trend over the last 5 years and the increased population of children and young people indicate an increasing number of children with these needs.

¹⁰ Back on Track: A Strategy for Modernising Alternative Education DCSF 2008

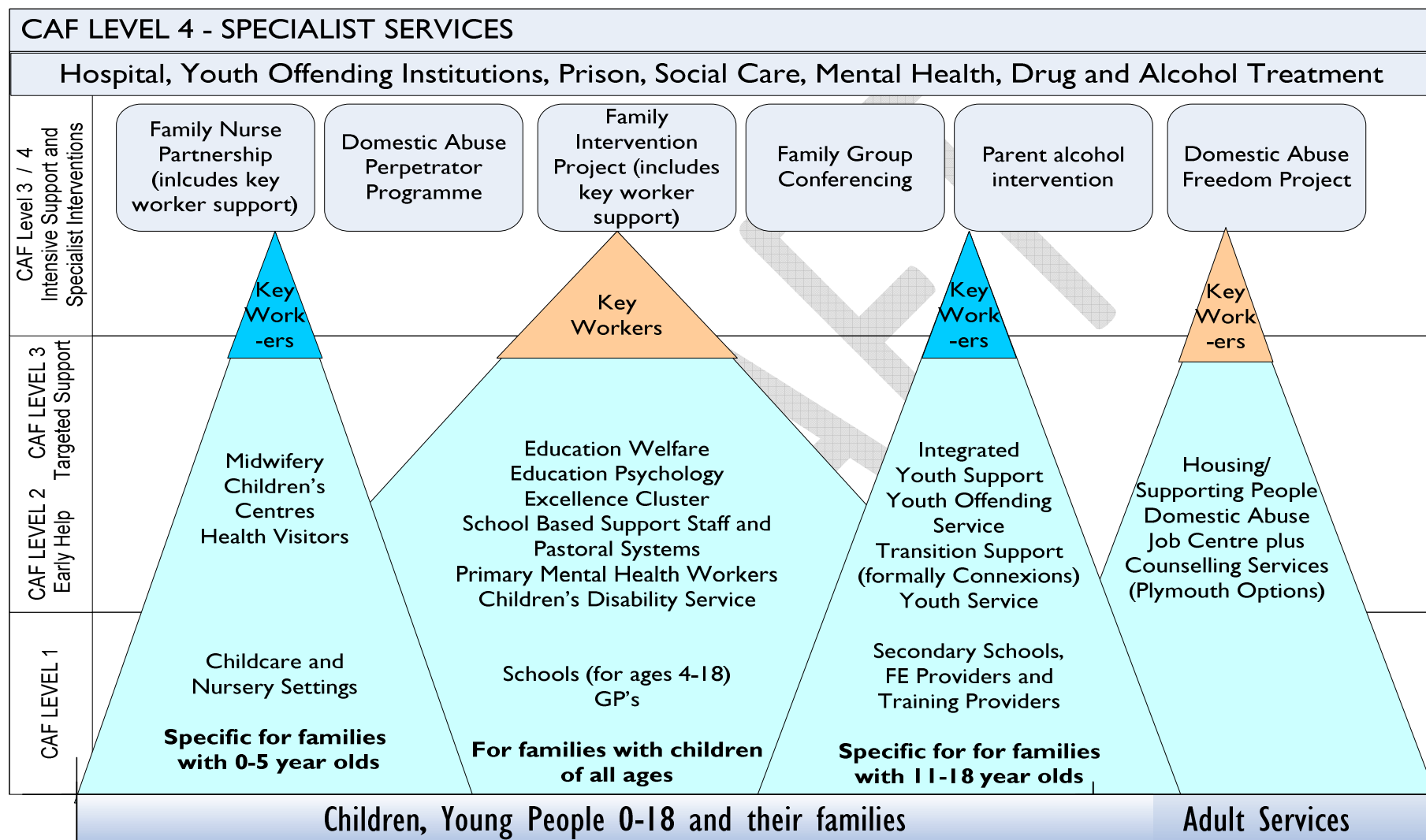
¹¹ School Audit of Priority Need

Appendix Four: Example of Team around the Child



Appendix Five: System of Services

Meeting need across levels 2 – 3/4 of Plymouth's Multi-Agency Thresholds of Need



NB Key workers within services for children 5-11 or Adult Services have not yet been identified, except within the Children's Integrated Disability Service

Appendix Six: Links to Other Strategies

This Strategy does not mean to replicate action plans help within related strategy documents and overseen by related groups. These are:

Alcohol (2020 Alcohol Champions Group)
Domestic Abuse (Safe and Strong)
Anti-Social Behaviour (Safe and Strong)
Emotional Wellbeing and Mental Health (Children's Trust)
Child Poverty (Plymouth City Council)
Worklessness (Growth)
Teenage Pregnancy and Sexual Health (Children's Trust)
Carers Strategy

Disability Strategy (Children's Trust)
14-19 Strategy Group (Wise)
Early Years Partnership (Children's Trust)
Housing Strategy
Healthy Child Programme (Children's Trust)

This list is not exhaustive

Appendix Seven: Glossary

Children	Anyone below the age of 18 years unless stated otherwise.
Children in Care	Children who are looked after by a local authority in accordance with section 22 of the children act 1989(b).
Child Poverty	HM Government: The proportion of children living in families in receipt of out of work benefits or tax credits where their reported income is less than 60% median income' Local Definition: 'Child Poverty is essentially a result of poverty in families. Child Poverty is not simply due to a lack of money in the family. It is the outcome of economic, environmental and social factors and can damage a child's development and limit or prevent children and young people from having many of the experiences and opportunities that others take for granted.'
Early Years Services	Services aimed at families from children who are pre-birth to aged 5
Families	Children and their parents or carers and people self-defined by these people to have significant role in their lives
Intensive Support	Case work with individuals and their families who have high levels of need and need concentrated period support to maximise engagement.
Lead Professional	The person responsible for coordinating the actions identified in the (common) assessment process, who acts as the single point of contact for children and Young People with additional needs being supported by more than one practitioner e.g. the careers South West Advisor.
Key Worker	The professional identified as the single point of contact for the family, who coordinates the assessment and care plan as works intensively with the family over a significant period of time to ensure they achieve positive outcomes
Mental Health	"state of well-being in which the individual realises his or her own abilities, 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." World Health Organisation
Multi-Disciplinary Team	Teams with members who have a variety of professional backgrounds and differing skills working together and managed by same manager / organisation
Inter-agency Team	Teams with members who come together from differing professions and agencies to deliver a package of care for the family.
Parents	Mothers, fathers carers and other adults with responsibility for caring for a child
Resilience	Universal capacity which allows a person, group or community to prevent, minimize or overcome the damaging effects of adversity
Trauma	An event or situation that causes great distress and disruption which can lead to substantial, lasting damage to the psychological development of a person
Transition	Period of significant change in universal service provision, particularly related to ages when children move from early years to primary school, primary school to secondary school and secondary school to further education, training or employment.
Young People	Any child aged between 11 and 19.
Young Carer	Young People under 18 who provide regular and on-going care and emotional support to siblings, parents or other family members who are physically or mentally ill, disabled or misuses substances. The term does not apply to the everyday and occasional help around the home that may often be expected of or given by children in families.
Universal Services	Services open to all children, young people and families, regardless of need

APPENDIX B: PREVENTION AND EARLY INTERVENTION

Consultation Record and Plan



Who	Action	Date	Feedback Inserted
Plymouth City Council service managers	Framework circulated by email and feedback requested	28 May 2012	
NHS Plymouth	Document circulated to children and young people clinical commissioning group and feedback taken at meeting	Circulated 28 May CCG meeting 13 June	July
Portfolio Holder	Briefing and initial feedback	31 May 2012 Update 13 June	June
Schools /head teachers	HAD meeting Full consultation event with 40 schools represented	14 June 2012 10 July 2012	July
Children's Trust Board	Document circulated and discussed	15 June	July
Children And Young People	Consultation and participation schedule of work with children and young people to influence Early Intervention Provision	Autumn 2012	
Parents and Carers	To be undertaken to inform details of implementation	Autumn 2012	
Police	As part of Children's Trust Meeting with Andy Bickly	15 June 25 July	July
Voluntary And Community Sector	As part of Children's Trust Further consultation to be undertaken to inform details of implementation	15 June Autumn 2012	July
Cabinet		11 September	

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APPENDIX C: EARLY INTERVENTION OVERVIEW PROGRAMME PLAN



Programme Plan Commissioning Early Intervention Services			
Work stream	Action	Lead	By when
Early Years Services	Increasing take up of childcare places for disadvantaged two year olds	Maggie Carter	Sept 2014
	Improve collaboration between Midwifery, Health Visiting and Children's Centres through developing good working protocols to identify those most in need of support and deliver improved outcomes.	Maggie Carter	March 2013
	Ensure delivery of increased capacity of Health Visitors	Paul O'Sullivan	March 2015
Services for Children 5-11 and their families	Jointly commission with schools an integrated response to the needs of children aged 5-11 and their families, through defining a core offer from the Multi-Agency Support Team	Maggie Carter	Dec 2012
	Develop services to ensure we can offer families with 5 – 11 year old (primary school age) children a family key worker if they need one.		Dec 2012
Services for 11-19 year olds and their families	Develop a core offer to young people aged 11-19 through integrating Youth Support Services, ensuring a clear offer in secondary schools that complements education based services.	Stuart Palmer	Jan 2013
	Improve our identification of and responses to young people at risk of committing crime.		Dec 2012
	Expand the role of the Integrated Youth Services to offer key workers and create information sharing with schools and health services for vulnerable young people		Feb 2013
	Help young adults say no to violence in their relationships.	Fiona Fleming	March 2013
	Further develop education and support packages to young people about relationships and sexual health	Maggie Carter	March 2013
	Support schools develop their capacity to deliver the Healthy Child Programme.	Maggie Carter / Paul O'Sullivan	March 2013
	Increase interventions with young people to prevent harmful use of alcohol and the use of alcohol with other drugs	Fiona Fleming	March 2014
Offer to Families	Develop earlier responses for families who are victims of domestic abuse and increase availability of perpetrator programmes	Fiona Fleming	March 2013
	Reduce the harm alcohol misuse causes in families		March 2014

Common Assessment Framework development	Develop our ability to support families who engage in harmful risk-taking behaviours, through developing staff skill and confidence and ensuring the right people are involved in the plan for the family.	Dave Simpkins	March 2013
	Continue to develop closer working relationships between Children and Adult Services to enable a "Team around the Family" approach. Specifically improving responses for young carers.		December 2013
	Monitor the effectiveness of CAF in meeting need early and therefore reducing the need for late or crisis interventions		March 2013
	Increase the ability to offer a Family Key Worker to families in order to deliver the Families with a Future programme	Pete Aley	October 2012
Health Interventions	Ensure a coherent accessible offer for early intervention for emotional wellbeing and mental health difficulties.	Paul O'Sullivan	March 2013
	Ensure an outcomes framework for School Nursing is delivered. (On transfer from Public Health)	Paul O'Sullivan and Deb Lapthorne	March 2013
System Coordination	Develop mechanisms for information sharing and collaboration between Schools, GPs and Police	Fiona Fleming	March 2013
	Ensure GPs are fully aware of services and interventions available for children, young people and families, including support in schools.	Maggie Carter	March 2013
	Mechanism to unblock CAF plans that are not meeting the need, to review and allocate additional resources for the family.	Fiona Fleming	Sept 2012
	Implementation a single multi-agency response to Safeguarding	Dave Simpkins	TBC
	Implement a single assessment process with education and health to ensure a joint care plan for children with a statement.	Maggie Carter	Dec 2012
	Develop with Clinical Commissioning delivery of a single point of access to health services	Paul O'Sullivan	March 2013
Workforce Development	Review of workforce capacity to identify and respond to need and develop appropriate training, consultation and support, where necessary.	TBA	TBC
	Develop training, support and supervision to ensure the multiagency workforce have the skills to work intensively with families who present with high level of complex need.	TBA	TBC

PLYMOUTH CITY COUNCIL

Subject:	Commissioning Plan for the Plymouth Domestic Abuse Partnership
Committee:	Cabinet
Date:	11 September, 2012
Cabinet Member:	Councillor McDonald
CMT Member:	Carole Burgoyne, Director for People
Author:	Claire Hodgkins, Supporting People Project Manager
Contact:	Tel: 01752 307354 E-mail: Claire.hodgkins@plymouth.gov.uk
Ref:	Commissioning Plan for Domestic Abuse
Key Decision:	Yes
Part:	Part: I

Purpose of the report:

This report makes recommendations regarding the future provision of services necessary to combat the persistent problem of domestic abuse in Plymouth as set out in the Commissioning Plan for the Domestic Abuse Partnership 2012 – 2019.

Corporate Plan 2012-2015:

The project will support the achievement of the following Council commitments:

- Safer Plymouth: reduce crime and keep Plymouth safe; addressing anti social behaviour; helping people to feel safe
- Young Plymouth: developing ways to address child poverty; support early intervention programmes to reduce the number of children at risk; encourage engagement and ensure that all children can benefit from educational and other opportunities
- Living Plymouth: improve advice for people who are homeless or in housing need
- Caring Plymouth: support people to stay in their own homes

The project will also support the achievement of the priorities the Council shares with its partners:

Deliver growth – by commissioning support services which employ local people and support clients into employment.

Raise aspirations – by working with younger people in schools and colleges, providing advice and guidance on the importance of creating and maintaining healthy relationships

Reduce inequality – by targeting interventions in the areas of highest need, to improve the health and well-being of victims and their families, to rebuild their lives and reduce the harm caused by domestic abuse.

Provide value for communities – by selecting the most economically advantageous tenders, by supporting the use of volunteers, by seeking to invest in preventative services that will decrease the demand on the more costly statutory interventions.

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

Currently Plymouth City Council spends £1.04m per annum on domestic abuse services (this includes investment which will also be incorporated in associated reports).

Additionally, the Police provide £50,000 per annum towards the Plymouth Domestic Abuse Service.

This investment currently totals £1.09m per annum.

Data shows that there continues to be a high prevalence of domestic abuse in Plymouth (27% of all violent crime in the City is domestic abuse related, compared to a national figure of 16%). A Home Office report published in 2010 estimated that the cost to Plymouth of domestic abuse; including the criminal justice system, civil and legal services, social services, lost economic output, housing and refuge provision and human and emotional costs; was £49 million per annum.

The most recent data on the costs and benefits of early intervention in domestic abuse cases are provided by CAADA (Coordinated Action Against Domestic Abuse). A report published by CAADA, Domestic Abuse Saving Lives Saving Money (2010), estimated that the MARAC (Multi Agency Risk Assessment Conference) process saves public services on average £6,000 per case in direct costs (i.e. excluding emotional costs to victims, the costs to employers etc). The NHS receives 20% of this cost saving, with the police and the wider criminal justice system receiving 32% and 40% respectively. In addition, research has evidenced that the cost of providing an Independent Domestic Violence Advisor for a high risk victim of domestic abuse is approximately £500 per victim, and the cost per successful outcome (i.e. where all forms of abuse stop) is less than £1000. Conversely, the most complex cases can cost £43,000 per annum and lower risk MARAC cases can cost public services £4,000 per annum.

At the same time as demand and the associated costs of domestic abuse are predicted to rise, central government funding; such as resourcing from the Home Office, is reducing, impacting on service provision.

In addition, the areas in the city most affected are those with the highest deprivation and the current economic climate, with rising unemployment and welfare benefit cuts, may see a rise in domestic abuse.

The pattern emerging is that domestic abuse is an issue increasingly affecting younger people, with the highest age range for both victims and perpetrators being 18-24. In an NSPCC study of teenage relationships in 2009, 25% of teenage girls and 18% of teenage boys had experienced some form of physical violence. Building on the work currently undertaken within schools regarding domestic abuse and healthy relationships will see a reduction in people accessing crisis support in later years.

In addition, work to raise awareness amongst lower risk victims of domestic abuse will help to prevent escalation of need.

Current service provision has continued to result in a reduction in repeat victims, but there is an identified need for ongoing support in relation to crisis work. Additionally, investment now in early intervention and prevention will impact during the period of the Commissioning Plan, reducing demand in later years on more costly interventions in addition to wider socio-economic benefits.

The investment profile outlined in the Commissioning Plan relates to the Local Authority funding and highlights the need to work with partners, including Health and the Police & Crime Commissioner, to achieve efficiencies and shared outcomes, reduce demand and associated spend.

Efficiencies are anticipated both through joint working and an increased focus on early intervention and prevention strategies, but also as a consequence of competitively procuring services.

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

- Early Intervention and Prevention Strategy – the recommended services support the Early Intervention and Prevention Strategy by responding as soon as possible to vulnerable children, young people and families, thus preventing families from needing more intensive and higher cost services in the future.
- Child poverty – analysis shows that domestic related violence is particularly prevalent in areas of high multiple deprivation and the current economic climate, with rising unemployment and welfare benefit cuts, is likely to see a rise in domestic abuse. The recommended services contained in the Commissioning Plan will target young people and families in the greatest need, helping them to their re-build lives.
- Community Safety – the recommended services will help to reduce crime, both now and in the future, by supporting the achievement of the strategic aims of the Domestic Abuse Partnership. This Commissioning Plan is complimentary to the emerging Alcohol Strategy and associated Commissioning Plan. The interdependencies in the service offers and resource allocations are addressed in both plans
- An Equality Impact Assessment has been completed. No adverse impact was identified as a result of this; however contract monitoring arrangements will continue to assess any impacts post implementation.

Recommendations & Reasons for recommended action:

To approve the findings and recommendations of the Commissioning Plan for the Domestic Abuse Partnership 2012 – 2019.

Alternative options considered and reasons for recommended action:

The options of extending current services without revision, or allowing contracts to lapse were considered. However, the first option may pose a risk of legal challenge as contrary to Contract Standing Orders and the second option would not address need.

Background papers:

Equality Impact Assessment

Commissioning Plan for the Domestic Abuse Partnership

Sign off:

Fin	PeopleF AC12130 04 AM 22/08/12	Leg	SC 15378	HR		Corp Prop		IT		Strat Proc	JK/SPU/CP/291 /0812
Originating SMT Member: Carole Burgoyne											
Have you consulted the Cabinet Member(s) named on the report? Yes											

1.0 Introduction:

Domestic Abuse is a serious social problem and human rights violation. It is hugely under reported, widespread and has no boundaries, affecting anyone regardless of age, sex, culture, ethnic or religious group, gender, sexuality, disability, income or lifestyle. Domestic abuse has physical, emotional, social and economic consequences. A Home Office report published in 2010 estimated that the cost to Plymouth of domestic abuse was £49 million per annum. However, with good service provision that includes awareness raising and prevention, many people affected by domestic abuse can lead healthier and happier lives.

In response to the issues experienced in Plymouth, a commissioning plan has been developed that sets out the requirements of service delivery necessary to combat the persistent problem of domestic abuse and the harm that it causes victims, their families and wider society.

The Plan identifies the need for ongoing investment to allow the continuation of the current victim support recovery model and community perpetrator programme, and recommends increased investment from the Police and NHS Plymouth in prevention and early intervention services to meet the vision and strategic aims of the Domestic Abuse Partnership:

VISION:

- Reduce domestic abuse and provide quality victim-centred support to victims and families.

STRATEGIC AIMS:

- Provide support and recovery for victims and their families
- Decrease domestic abuse harm through early intervention
- Decrease re-offending by perpetrators
- Increase workforce capacity to identify and respond to domestic abuse need

1.1 Prevalence of Domestic Abuse in Plymouth:

Analysis shows that within Plymouth:

- In the past 12 months 4455 victims were female and 1231 victims were male.
- Domestic related violence is particularly prevalent in areas of high multiple deprivation including Devonport, Stoke and Stonehouse and the City Centre.
- It is increasingly affecting young people with 18-24 being the largest age group for both victims and perpetrators.
- The recent alcohol needs assessment highlights the continued influence of alcohol as a contributing factor to domestic abuse incidents. Data shows that drugs and alcohol are a contributing factor in 1725 incidents, which equates to 30% of all incidents.
- Children are present at approximately 36.5% of incidents.
- 30.41% of child protection plans identify domestic violence as a major issue.
- 80% of victims in the last 12 months were female.
- Approximately a quarter of perpetrators are female.
- Domestic Abuse is most likely to result in repeat victimisation and more likely to result in injury than any other type of crime (Home Office, 2008a).

1.2 Impact of Domestic Abuse

- Women who have suffered domestic violence have approximately twice the level of usage of general medical services and between three and eight times the level of usage of mental health services. The estimated cost (including hospitals, ambulances, GPs and prescriptions) is £1.7bn per annum (Walby, S. (2008). The Cost of Domestic Violence; Women and Equality Unit; London.)
- Poor outcomes related to domestic abuse include: 500 women who have experienced domestic violence in the last six months commit suicide every year. Of these, just under 200 attended a hospital for domestic violence on the day they committed suicide (Walby S 2004 The Cost of Domestic Violence).
- Children who are exposed to violence and maltreatment at an early age are more likely to become perpetrators of crime, including domestic abuse.
- As many as one in three divorces brought forward in the UK include reference to domestic violence, and of 2,500 families entering mediation around divorce, approximately 75% of parents indicated that domestic violence had occurred during the relationship.
- The cost of violence against women and children runs into billions of pounds. Costs include expenditure on providing public services for the victims, the lost economic output and the human and emotional cost of violence for victims. In monetary terms it costs society £23 billion per annum (Walby, 2004).

1.3 Future Demand

- Domestic abuse is known to be under reported, with an aim for the increase of its reporting being part of the Safe and Strong Strategic Assessment Recommendations.
- Information gathered shows that although there has been a decrease in repeat victims, there continues to be a high prevalence of domestic abuse in Plymouth.
- The areas in the city most affected are those with the highest deprivation and the current economic climate, with rising unemployment and welfare benefit cuts, may see a rise in domestic abuse.
- The pattern emerging is that this is an issue increasingly affecting younger people, as the highest age range for both victim and perpetrator is 18-24. In an NSPCC study of teenage relationships in 2009, 25% of teenage girls and 18% of teenage boys had experienced some form of physical violence.

1.4 Current Service Provision

- There are a number of services provided in the city for both victims and perpetrators of domestic abuse.
- Statutory services, such as Health, Social Care, Housing and the Criminal Justice System all manage the consequences of domestic abuse as well as providing, in some instances, specialist interventions. These run alongside commissioned services and voluntary sector provision.
- Funding is from a variety of sources including the Home Office, charitable funds or from local commissioning activity.
- Currently Plymouth City Council resourcing for the provision of externally sourced specialist domestic abuse services is £559,495 per annum. The Police contribute £50,000 per annum towards the cost of the specialist Plymouth Domestic Abuse Service which supports victims and their families.

- The cost to Plymouth City Council of providing specialist in-house services, not including the cost of staff time in services such as social care and housing, totals approximately £481,600 per annum. (This includes funding for the Family Intervention Project which is also incorporated in the early Intervention and Prevention Plan).

1.5 Opportunities

Some key contracts for the delivery of services to people who experience domestic abuse are ending shortly and this has provided the opportunity to review service provision and make recommendations for the future.

Good practice research and local data point out that while services and support for victims continue to be key, they must be underpinned by appropriate prevention and early intervention strategies which directly target domestic violence perpetrators and assist and enable them to stop offending. Re-commissioning a community perpetrator programme at the same time as re-investing in a specialist domestic abuse victim service will ensure interventions for both victims and perpetrators.

There is an identified need to increase service capacity for victims so that all levels of need may be met. The Plymouth Domestic Abuse Service provided at present by Sanctuary Supported Living meets the needs of victims risk assessed as medium to high; however the Police are also called to a high number of domestic related disturbances where no crime has been committed. Providing interventions for these lower risk assessed incidents would help to prevent escalation.

Due to the rising numbers of increasingly young victims and perpetrators, there is a need to raise awareness within schools, colleges and the university of healthy relationships. Plymouth can build on and remodel existing service provision to raise awareness and promote early intervention and prevention work.

Effective training is a key tool in equipping relevant agencies with the skills and knowledge to address domestic abuse. The review of service provision for domestic abuse provides an opportunity to review current training needs to ensure that all relevant agencies have access to training on how to understand and deal with domestic abuse.

1.6 Financial Impact

Combating the prevalence of domestic abuse requires ongoing investment to allow the continuation of the current victim support recovery model and community perpetrator programme, and increased investment in prevention and early intervention to meet the city's vision and strategic aims.

The investment profile outlined in the Commissioning Plan relates to the Local Authority funding and highlights the need to work with partners, including Health and the Police & Crime Commissioner, to achieve efficiencies and shared outcomes, reduce demand and associated spend.

Efficiencies are anticipated both through joint working and an increased focus on early intervention and prevention strategies, but also as a consequence of competitively procuring services.

**COMMISSIONING PLAN FOR THE
PLYMOUTH DOMESTIC ABUSE
PARTNERSHIP 2012-2019**

People Directorate - Joint Commissioning and Adult Social Care



Part: I

DOCUMENT CONTROL

Version	Date	Author	Change Ref	Pages Affected
Final	29.08.12	Kate Lattimore / Claire Hodgkins		

QUALITY REVIEWERS: (General QA and accuracy)

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JOINT COMMISSIONING PARTNERSHIP
DOMESTIC ABUSE PARTNERSHIP BOARD
SAFE AND STRONG
CHILDREN'S TRUST EXECUTIVE
CHILDREN'S TRUST BOARD
CHILDREN AND YOUNG PEOPLE'S CLINICAL COMMISSIONING GROUP

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1.0 EXECUTIVE SUMMARY

Domestic Abuse is a serious social problem and human rights violation. It is hugely under reported, widespread and has no boundaries, affecting anyone regardless of age, sex, culture, ethnic or religious group, gender, sexuality, disability, income or lifestyle. Domestic abuse has physical, emotional, social and economic consequences. A Home Office report published in 2010 estimated that the cost to Plymouth of domestic abuse was £49 million per annum. However, with good service provision that includes awareness raising and prevention, many people affected by domestic abuse can lead healthier and happier lives.

This commissioning plan:

- Details the prevalence of domestic abuse in Plymouth; the demographics of victims and perpetrators;
- Shows the cost to Plymouth of domestic abuse, including the cost of current service delivery;
- Maps out current services that are delivered that deal with domestic abuse;

And

- Identifies unmet need.

The Plan goes on to make the following recommendations for partners to:

- Commit to funding for a service to focus on supporting those lower risk assessed victims of domestic abuse to raise awareness and prevent escalation of need. Service to be competitively procured during 2012/13.
- Commit to providing funding for the Family Intervention Project.
- Commit to funding for a support and recovery service to work with high and medium risk assessed victims of domestic abuse and their families. Service to be competitively procured during 2012/13.
- Commit to funding the Domestic Abuse Advocacy Project for a further three years.
- Commit to funding for the community perpetrator programme. Service to be competitively procured during 2012/13.
- Contracts to be issued for 3 years with an option to extend for 3 years (it is anticipated that funding for victim support services would reduce over the life of the contract due to increased focus on early intervention and prevention).
- Commit resources to review and build upon:
 - Existing early intervention service provision within the city; this will include a refocus, where appropriate, on dealing with domestic abuse.
 - The work carried out within schools, colleges and the university to promote and educate teenagers and young people on healthy relationships.
 - The current training provision to ensure it is suitable, accessible and affordable for all relevant support providers and agencies, with a view to making recommendations for efficient improvements such as procurement and distribution of e-learning package.
- Make early links with the new Police and Crime Commissioner and the clinical commissioning leads for Health, to highlight gaps in service provision and the need for continued investment to meet the city's vision.

2.0 INTRODUCTION

2.1 Purpose

The purpose of this Commissioning Plan is to set out the requirements of service delivery necessary to combat the persistent problem of domestic abuse in Plymouth and the harm that it causes victims, their families and wider society.

Information gathered shows that although there has been a decrease in repeat victims, there continues to be a high prevalence of domestic abuse in Plymouth (27% of all violent crime in the City is domestic abuse related, compared to a national figure of 16%). This is despite local investment in preventative and support services and the commitment and work of the members of the Plymouth Domestic Abuse Partnership Board.

Combating the prevalence of domestic abuse requires ongoing investment to allow the continuation of the current victim support recovery model and community perpetrator programme, and increased investment in prevention and early intervention to meet the city's vision and strategic aims.

VISION

Reduce domestic abuse and provide quality victim-centred support to victims and families.

STRATEGIC AIMS

- Provide support and recovery for victims and their families
- Decrease domestic abuse harm through early intervention
- Decrease re-offending by perpetrators
- Increase workforce capacity to identify and respond to domestic abuse need

2.2 Local demographics

The results of the 2011 census are to be released in four tranches. Detailed information regarding Plymouth is currently unavailable; as such data from the 2001 census has been used to inform this Plan.

Census 2001 reported:

- Plymouth currently has a population of 256,700 (2009 Office of National Statistics (ONS) mid year estimate)
- 18.93% of the population is under 16
- Children and young people under 18 account for 22% of the population

Faith - City statistics based on national estimates and local intelligence 2009:

- Christian 68% c. 177,000
- No faith/not given 30% of population
- Muslim/Islam c. 1.7% equating to 4,500
- Hindu, Buddhist and Jewish combined less than 1%

Gender General Statistics:

- Overall 50.7% are women (reflects national figure)

Race:

- 93.4% of the city's population is White (ONS 2007)

- 6.6% are from Black and Minority Ethnic (BME) groups (ONS 2007)
- Plymouth has a rapidly rising BME population which has trebled in the last 10 years and this trend is set to continue
- The largest BME communities are Kurdish Iraqi, 3000; Polish speaking migrant workers, 2700; Indian, 2500; Chinese, 2000; Russian speaking migrant workers, 1500 and Black African, 1,000
- Seventy six languages are known to be spoken in the city, with most requested translations being for Polish, Kurdish, Chinese and Arabic

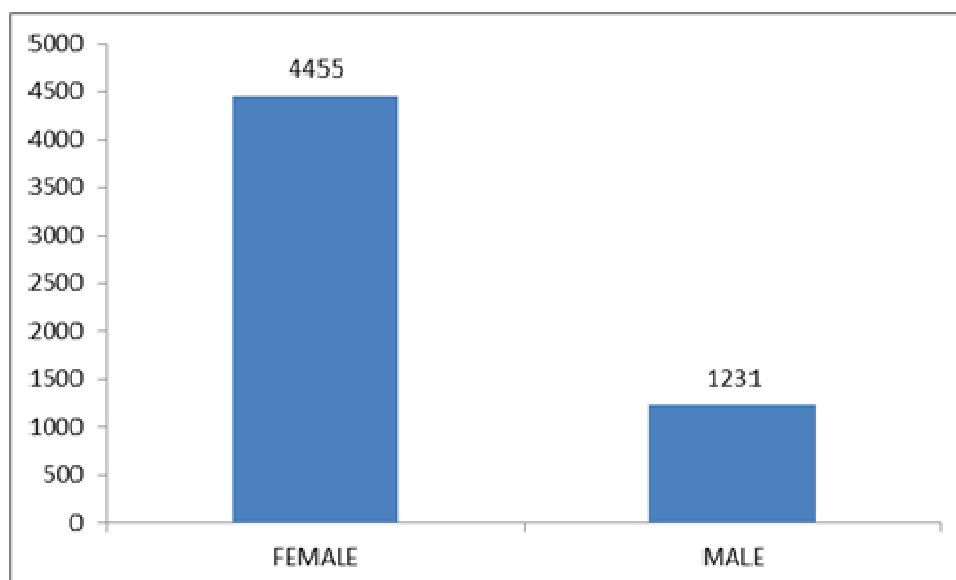
2.3 Local demographics and domestic abuse

The graphs below show the past 12 months crime data from the Police.

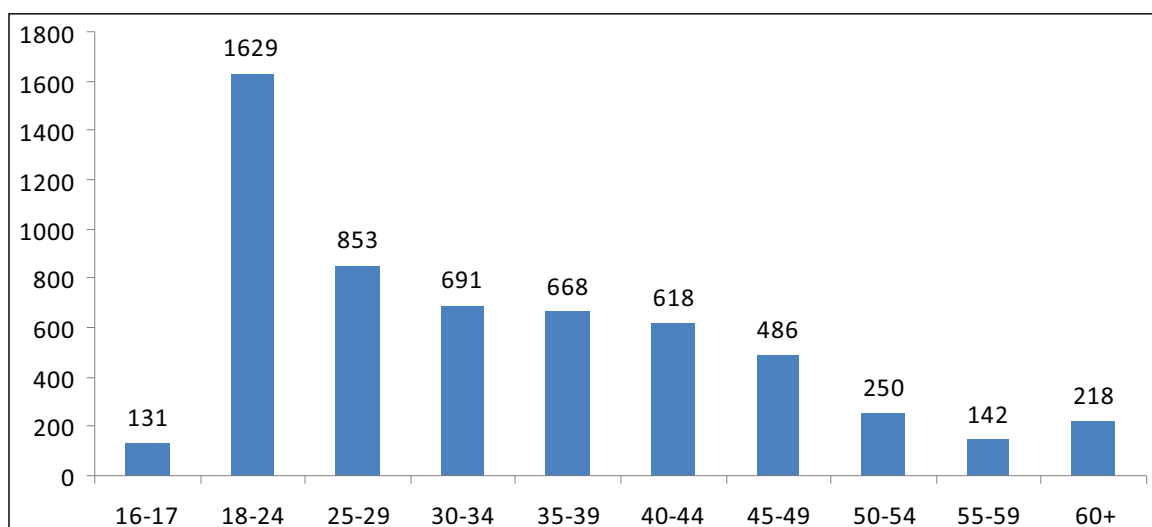
NB. The ACPO (Association of Chief Police Officers) definition of domestic abuse is violence that takes place in an intimate relationship between 2 people age 16 and over. This applies to victims and perpetrators. People under the age of 16, whether victim or perpetrator, would be classified as victim or perpetrator of violent crime.

Victims:

Sex of victims



Age range of victims

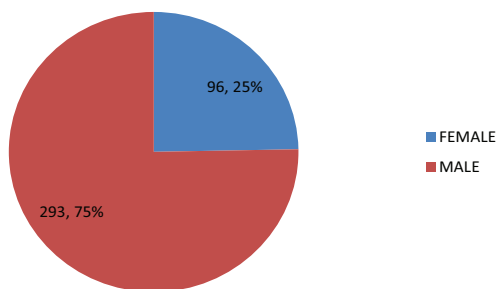


Victim Ethnicity

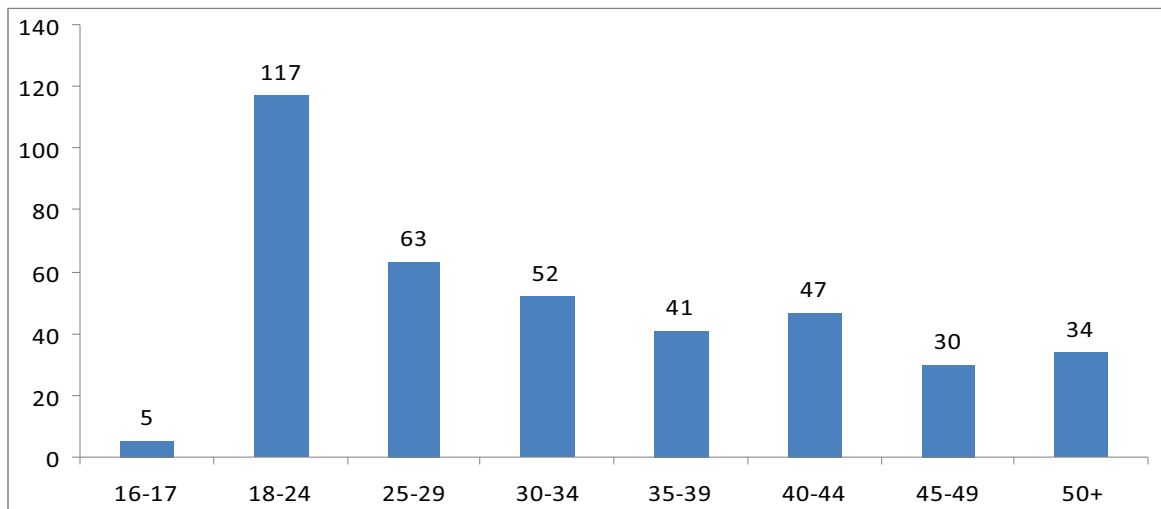
	%
AFRO-CARIBBEAN	1%
ARAB	<1%
ASIAN	<1%
DARK EUROPEAN	<1%
ORIENTAL	<1%
UNKNOWN	2%
WHITE EUROPEAN	95%

Perpetrators:

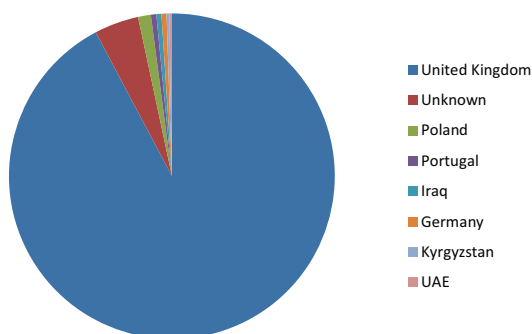
Sex of perpetrators



Age range of perpetrators



Nationality of perpetrators



2.4 Prevalence of Domestic Abuse

National Context

The British Crime Survey (BCS) indicates that domestic violence and abuse is chronically under reported, but research estimates that it:

- Accounts for 17% of all reported crime (Nicolas, Povey, Walker and Kershaw, 2005)
- Accounts for 16% of all violent crime (Home Office, 2008a)
- On average 2 women a week are killed by a male partner or former partner (Home Office, 2008a). (Community Safety Partnerships are now responsible for conducting domestic homicide reviews)
- 40% of all female homicide victims are killed by their current or ex-partner compared with 5% of male homicide victims (Povey, 2005)
- It is the largest cause of morbidity worldwide in women aged 19-44, greater than war, cancer or motor vehicle accidents (Krug et al, 2002)
- About 1 in 4 women and 1 in 6 men have been a victim of domestic violence since the age of 16, though women are more likely to suffer greater injury and be classed as chronic victims (Walby and Allen, 2004).
- 89% of those suffering 4 or more attacks are women (Walby and Allen, 2004)
- One incident of domestic violence is reported to the police every minute (Stanko, 2000)
- It is most likely to result in repeat victimisation and more likely to result in injury than any other type of crime (Home Office, 2008a)
- Abused women are at least 4 times more likely to attempt suicide than women who are not at risk, particularly if recently abused (Golding, 1999)
- Children witness about three quarters of abusive incidents. About half of the children in such families have themselves been badly hit or beaten. Sexual and emotional abuse are also more likely to happen in these families (Royal College of Psychiatrists, 2004)

PLYMOUTH DATA

Incidence and Prevalence of domestic abuse (From April 2009 to March 2011)

	2009/10	2010/11	2011/12
Total no of crimes for the year*	1702	1752	1716
Total no of incidents for the year* (non-crimes)	6235	4052	4071
Total no of repeat victims*	Not available	2278	1788
% of incidents involving children (i.e. where they are present)*	Not available	35%	38.75%
% Domestic Related Violence with Injury †	27%	27%	27%
Brought to justice outcomes†	Not available	464	357
Those involving drugs and alcohol*	Not available	1928	1725

* Data taken from Domestic Abuse report 2011/12 provided by the Devon and Cornwall Police

† Data taken from monthly updates provided by the Devon and Cornwall Police

- Although the data demonstrates a persistent high prevalence of domestic abuse it also shows a decrease in repeat victims.
- The British Crime Survey 2008 suggests that only 40 percent of incidents are actually reported which would nearly double the true figure.
- Crimes and incidents involving drugs and alcohol have shown a 10% reduction in numbers (-203). Despite this the recent alcohol needs assessment highlights the continued influence of alcohol as a contributing factor to domestic abuse incidents. Data shows that drugs and alcohol are a contributing factor in 1725 incidents, which equates to 30% of all incidents.
- Analysis shows that domestic related violence is particularly prevalent in areas of high multiple deprivation. Operation Encompass, a Police initiative to provide support where children have been involved in incidents of domestic abuse, operates in schools in a number of neighbourhoods, including Devonport, Stoke and Stonehouse and is to be extended City wide.
- Local demographics show that domestic abuse is increasingly affecting young people with 18-24 being the largest age group for both victims and perpetrators.
- Levels of reporting of incidents have fluctuated. Due to the nature of domestic abuse, increased reporting is viewed positively as it enhances knowledge of domestic abuse in the city.
- The high spike in incident reporting in 2009/10 is due to the drive to meet the Local Area Agreement target that included 3rd party reporting.
- Violence remains the most common crime related to domestic abuse and in particular 'other assault' (including ABH and malicious wounding) and common assault. In Plymouth between 1st April 2011 and end of March 2012, 27% of all criminal violence with injury was domestic related and 23% of all crime was domestic related. The national figures are 16% and 17% respectively.
- 44% of victims are unemployed (based on all victims where occupation recorded).
- Peak time analysis shows that domestic abuse incidents resulting in violence occur throughout the week. However violence is more likely to occur at the weekend with a higher prevalence between 6pm and midnight.

Children and Young People

- Domestic abuse is a significant factor in relation to Child Protection issues. As at April 2011 there were 314 children with a child protection plan, 135 of which (30.41%) identify domestic violence as a major issue (Dept for Children's Services, Plymouth City Council). However, it is considered that this figure is under representative of the actual number as national data shows that up to 75% of children on child protection orders are there in part because of concerns over domestic violence in the family.
- The findings of a number of case reviews into deaths of children in Plymouth have identified domestic abuse as a significant factor.
- Police statistics, as above, show that children are present in approximately 36.5% of incidents.
- According to the Munro Report (2010), 69% of high risk adult victims of domestic abuse have children.

2.5 Impact of Domestic Abuse

- Women who have suffered domestic violence have approximately twice the level of usage of general medical services and between three and eight times the level of usage of mental health services. The estimated cost (including hospitals, ambulances, GPs and prescriptions) is £1.7bn per annum (Walby, S. (2008). The Cost of Domestic Violence; Women and Equality Unit; London.)
- It is estimated that the cost of treating depression in women who have experienced domestic violence is £10.3m per annum (though this figure is based on data from the early 1990s, so it is likely that the actual figure is higher) (Howarth, E., Stimpson, L., Barran, D. and Robinson, A. (2009) Safety in Numbers: A Multi-Site Evaluation of Independent Domestic Violence Advisor Services.)
- Poor outcomes related to domestic abuse include:
 - 500 women who have experienced domestic violence in the last six months commit suicide every year. Of these, just under 200 attended a hospital for domestic violence on the day they committed suicide (Walby S 2004 The Cost of Domestic Violence).
 - Chronic physical health problems such as irritable bowel syndrome, backache and headaches (Campbell, 2002).
- When added together, a substantial amount of NHS resources are spent on services for victims of violence – an estimated £1.2bn a year for physical injuries and £176m for mental health support. There is limited research in this area, but it seems likely that most of the costs are incurred responding to the physical and mental health impacts of repeat acts of victimisation. (Commissioning Services for Women and Children who have experienced violence or abuse – a guide for Health Commissioners, 2011)
- Children who are exposed to violence and maltreatment at an early age are more likely to become perpetrators of crime, including domestic abuse.
- As many as one in three divorces brought forward in the UK include reference to domestic violence, and of 2,500 families entering mediation around divorce, approximately 75% of parents indicated that domestic violence had occurred during the relationship.
- The cost of violence against women and children runs into billions of pounds. Costs include expenditure on providing public services for the victims, the lost economic output and the human and emotional cost of violence for victims. In monetary terms it costs society £23 billion per annum (Walby, 2004).

- The Home Office published a spread sheet in 2010 that estimated the costs for each local authority area of domestic abuse. Total expenditure for Plymouth including the criminal justice system, civil and legal services, social services, lost economic output, housing and refuge provision and human and emotional costs equated to £49.4 million.
- Devon and Cornwall Constabulary has undertaken analysis to identify costs associated with individual crimes and incidents. Highlighted below is the cost of relevant crime types alongside the cost to Plymouth based on the number of offences recorded. The costing is based on the number of offences recorded between April 2010 and March 2011:

Crime, Disorder or Incident Type	Cost per offence	Total
Rape/ Serious Sexual Assault	£31,458	£10,563,168
Serious Sexual Assault	£31,458	£6,004,658
Domestic Abuse crime	£5,000	£8,790,000
Domestic Abuse incident	£1,440	£5,794,560

2.6 Overview of Current Service Area

Provision within the City

There are a number of services provided in the city for both victims and perpetrators of domestic abuse.

Statutory services, such as Health, Social Care, Housing and the Criminal Justice System, all manage the consequences of domestic abuse as well as providing, in some instances, specialist interventions. These run alongside commissioned services and voluntary sector provision.

Funding is from a variety of sources including the Home Office, charitable funds or from local commissioning activity.

The various services deal with different aspects of abuse and a summary of service provision is detailed below (not exclusive):

Area of domestic abuse	Service	Provider
Victim	Domestic violence unit (DVU)	Police
Perpetrator/Victim	Integrated Domestic Abuse Programme (IDAP) perpetrator programme for men under the supervision of probation and ordered by the family court. Also a women's safety worker who offers support to victims	Probation
Victim	Plymouth Domestic Abuse Service (PDAS details below)	Sanctuary Supported Living
Victim	Sexual assault referral centre (SARC)	Twelve's Company
Victim	Victim support for standard risk assessed victims of domestic related crimes	Victim Support
Victim	Domestic Abuse Advocacy Project (DAAP)	Plymouth City Council (PCC) employed solicitor
Victim	Survivors reference group that works to support and empower other survivors and their children	Survivors Empowering and Educating Domestic Abuse Services (SEEDS)
Victim/Early intervention	Operation Encompass, police and school liaison service to support children who have been present when incident has recently occurred	Plymouth City Council, Police and schools

Victim/prevention	Provision of a crèche and facilities to enable service providers to deliver the freedom programme to parents	Childrens' centres
Victim/Perpetrator	Promise domestic abuse network for female offenders who are victims of domestic abuse; also deliver the Making Change perpetrator service	Stonham Housing Association
Victim/perpetrator	Family Intervention Project	PCC
Perpetrator	Making Change perpetrator programme, for male perpetrators not part of criminal justice system	Devon and Cornwall Probation Trust (DCPT)
Perpetrator	Making Change perpetrator programme, for male perpetrators not part of criminal justice system; programme is only open to families where the children are open to social care as a child in need or with a plan and where domestic abuse has been recognised as a concern	Sanctuary Supported Living and DCPT
Perpetrator	Domestic abuse perpetrator programme	AHIMSA
Workforce development/prevention	Training for all agencies on domestic abuse and child protection	Plymouth Safeguarding Children's Board (PSCB)
Miscellaneous	Liberate: 10 week programme for parents of children on a protection plan where domestic abuse is an issue in the home.	Plymouth City Council in house provision

Plymouth Domestic Abuse Service (PDAS)

PDAS is a jointly commissioned service working holistically with victims/survivors of domestic abuse. It works with victims aged 16+ and their families.

The service consists of different elements, although they may be bridged according to need, and are as follows:

- Risk assessment
- Support, recovery and prevention, including delivery of the Freedom programme, a pattern changing programme aimed preventing the cycle of domestic abuse.
- Support into the women's Refuge (11 units for women and their children) and 13 dispersed units, or 'safe houses' which are adapted social houses with additional security features, located in different parts of the City
- Support through the specialist domestic abuse courts
- Children's service
- Volunteer co-ordinator

The current contract expires 31 March 2013. The service was commissioned in 2008 and is delivered by Sanctuary Supported Living (formally Carr Gomm, which merged with Sanctuary Housing Group in 2012). Its creation brought together what were previously three separate contracts and this integrated support model has been recognised as a significant step forward for the city. The service has also been successful in attracting additional monies including:

- Home Office funding totalling £140k to enhance the IDVA (Independent Domestic Violence Advisor) service and provide support to the MARAC (Multi Agency Risk Assessment Conference) for a 4 year period until 2015
- Comic Relief funding totalling £150,000 for a 3 year period to fund an additional children's worker. This funding comes to an end August 2012.

Due to the high incidence of domestic abuse within Plymouth there has been extremely heavy demand for this service and it generally operates a waiting list. As a result of levels of demand referrals into the service were initially overwhelming. As a consequence the referral criteria were amended in 2009/10 in consultation with the Police, the largest referrer. This has resulted in the Police referring only high or medium risk cases. Standard risk assessed crimes* are referred to Victim Support. The risk assessment tool used is called DASH (domestic abuse, stalking, harassment and honour based violence - see Annex 1 for the DASH risk assessment), and is used by all partners in the City. This reduction in referral rates has meant that the service is able to engage better with those clients it works with and achieve more positive outcomes.

The contract also delivers the Making Change Programme to perpetrators of domestic abuse. This is for people not involved in the criminal justice system and where there are children involved open to social care. This element of provision was commissioned in the latter half of 2011/12.

* Police categorise domestic abuse as either domestic incidents when Police called to attend, but no crime has taken place, or domestic crimes, when Police called to attend and crime has taken place.

Performance and ethnicity data	2008/9	2009/10	2010/11	2011/12
Total referrals	3153	2500	2000	1950
No. contacted	1568	1522	1400	1387
% contacted	50%	61%	70%	71%
No. engaging	522	425	546	925
% engaging	17%	18%	27%	47%
Utilisation	102%	100%	156.8%	144.6%
Service users that moved on from service in a planned way	100%	100%	100%	100%
All white referrals	85%	86%	95%	78%
All Asian referrals	0%	0%	0%	1%
All black referrals	0%	1%	0%	1%
All dual heritage referrals	1%	0%	0%	0%
All Chinese and any other ethnic group referral	14%	13%	5%	8%

Re-referrals: The rate of re-referrals for into the PDAS service 2011/12 was 2%. Data prior to this date is unavailable.

Waiting List:

The service operates a waiting list, as follows:

- As of 5th September 2011, PDAS had a waiting list of 49 people awaiting assessments and 11 who have been assessed and were awaiting an appointment.
- As of 7th March 2012, had a waiting list of 30 referrals waiting for an assessment.
- As of June 2012, had a waiting list of 43 referrals awaiting assessment, average 2-3 weeks waiting time
- Following increase of staffing by 1 and half new posts, the waiting list has reduced considerably, there are now 2 people on waiting list,, with a turn around time of a week

Making Change Perpetrator Programme:

One programme has commenced at time of writing this plan, with 10 participants.

Current PDAS service user feed back from surveys recently circulated by the Joint Commissioning Team showed the following:

- Freedom programme highly rated**
- Positive experience of using the (PDAS) service, responsive and prompt
- “My experience of using the service was very positive”
- “Efficient, confidential service with good follow up”

** The Freedom Programme is a ‘pattern changing’ programme for any woman who wishes to learn more about the reality of domestic violence and abuse, abusive and controlling behaviour - usually provided as a 12-week rolling programme.

Stakeholders:

- The Detective Inspector Police lead for domestic abuse in Plymouth fed back the following:

“PDAS should continue to be delivered as one contract as this provides flexibility and resilience across the service areas; it ensures consistency and clean referral pathways without unnecessary bureaucracy, and clarity in respect of information exchange and referral for the police.”

- The PCC Housing Lead fed back:

“Housing relationships with Domestic Abuse services have improved massively since the contracts have been rolled together. It is much clearer for staff to know who to call to discuss issues. We now have staff doing surgeries from the PDAS offices and staff are much clearer on the roles within the service. The contract is not a massive one and covers several roles and from having one contract we have seen added value from how the different parts of the contract are managed.”

As can be seen, the City has a broad scope of services, the main focus being on victim support and recovery at the high end of the risk scale.

2.7 Opportunities

Due to the city’s Domestic Abuse Strategy coming to an end; appointment of a new chair of the Partnership Board and the imminent ending of the PDAS contract, there is an opportunity to review service provision and make recommendations for future service requirements.

Good practice research and local data point to the need for there to be a focus on early intervention and prevention, especially for perpetrators of domestic abuse, alongside provision of services for victims/survivors.

In recent years the focus of most service provision has been on providing appropriate and timely support to victims. This has been played out against a background of the criminalisation of the consequences of domestic violence.

While services and support for victims continues to be key, they must be underpinned by appropriate prevention and early intervention strategies which directly target domestic violence perpetrators and assist and enable them to stop offending. Re-commissioning the community perpetrator programme at the same time as re-investing in a specialist domestic abuse victim service will ensure interventions for both victims and perpetrators.

There is an identified need to increase service capacity for victims so that all levels of need may be met. The PDAS service currently meets the needs of victims risk assessed as medium to high; however the Police are also called to a high number of domestic related disturbances where no crime has been committed. Providing interventions for these lower risk assessed incidents would help to prevent escalation.

Due to the rising numbers of increasingly young victims and perpetrators, there is a need to raise awareness within schools, colleges and the university of healthy relationships. One way of doing this is as part of the Personal, Social, Health and Economic (PSHE) education process. The government is carrying out a review of the non-statutory PHSE, part of which will consider whether elements of it should be made statutory within the basic curriculum, including strengthening the priority given to teaching about relationships; the importance of positive parenting and teaching young people about sexual consent. There are also other government funded agencies that provide information, specifically for teenagers, to raise awareness about healthy relationships and providing them with guidance and steps to follow if they consider themselves to be in abusive relationships. Plymouth can build on this by raising awareness of these programmes and providing investment in services that focus on awareness raising within schools, colleges and the university or changing the focus of existing early intervention services.

Effective training is a key tool in equipping relevant agencies with the skills and knowledge to address domestic abuse. Training in Plymouth is currently provided by the Plymouth Children's Safeguarding Board (PCSB). This training is 'multi-agency', and is targeted at all agencies that work together to safeguard children. There is no charge for agencies in Plymouth to attend if they are members of the PCSB. These include the following: Plymouth City Council, Devon and Cornwall Constabulary, Devon and Cornwall Probation, NHS Plymouth, Plymouth Hospitals NHS Trust and the Strategic Health Authority. The review of service provision for domestic abuse provides an opportunity to review current training needs to ensure that all relevant agencies have access to training on how to understand and deal with domestic abuse.

3.0 STRATEGIC CONTEXT

This project supports the delivery of the following local and national strategic priorities:

LOCAL

Plymouth Corporate Plan 2012 – 2015: becoming a Co-operative Council

The project will support the achievement of the following Council commitments:

- Safer Plymouth: reduce crime and keep Plymouth safe; addressing and social behaviour; helping people to feel safe
- Young Plymouth: developing ways to address child poverty; support early intervention programmes to reduce the number of children at risk; encourage engagement and ensure that all children can benefit from educational and other opportunities
- Living Plymouth: improve advice for people who are homeless or in housing need

- Caring Plymouth: support people to stay in their own homes

The project will also support the achievement of the priorities the Council shares with its partners:

- Delivering growth
- Raising aspirations
- Reducing inequalities
- Providing value for communities

Strategic Assessment (Crime and Disorder 2011/12), Safe and Strong Strategic Plan Aims, Community Safety Partnership and Plymouth Domestic Abuse Partnership Group

Domestic Abuse is a 'cross cutting' priority for the city. Key recommendations:

- Plymouth Domestic Abuse Partnership (PDAP) group to be responsible for trying to increase levels of domestic abuse reporting possibly through re-emphasis on 3rd part reporting
- PDAP to ensure activity is driven by performance report currently being developed to ensure operational response to key issues
- PDAP to consider possible rise in domestic abuse among migrant workers, and consider ways in which the group can offer support
- To make Plymouth a safer, lower crime city by reducing levels of re-offending
- Reduce harm from interpersonal violence

Plymouth Multi-Agency Domestic Abuse Action Plan 2012-13 - Strategic Aims:

- Support and recovery for Victims
- Early intervention and Prevention
- Treatment for Perpetrators and Victims
- Workforce development

Children's Trust Children and Young Peoples' Plan 2011-14:

Provide all children with the best possible start to life:

- Provide early support for young people and families with multiple problems, putting an emphasis on hidden harm and domestic abuse.

Plymouth Adult Social Care Market Position Statement 2011-2013:

Ensure a much greater focus on Early Intervention and Prevention, so that people retain and regain independence.

Plymouth Housing Plan 2012-17:

Provide supported housing to meet the needs of the most vulnerable people

Strategic Framework for Improving Health in Plymouth (2010/11-2014/15)

This plan contributes to following priorities identified in the above framework:

- Improve the efficiency and effectiveness of out of hospital services for adults
- Help people to stay healthy

NATIONAL

A Call to End Violence against Women and Girls 2010-current:

- Prevention through engagement with repeat victims
- Safe accommodation and support for those fleeing abuse
- Independent Domestic Violence Advisor service and provide support to the MARAC (Multi Agency Risk Assessment Conference)
- Safety Planning for victims and children
- Working across all agencies to provide a seamless service

Commissioning Services for Women and Children who have experienced violence or abuse – a guide for Health Commissioners:

- It is more cost-effective to prevent or stop violence than it is to deal with the long-term consequences
- Victims of violence or abuse tend to use health services more than average
- Early identification and intervention could be a more effective use of these resources

Improving Outcomes and Supporting Transparency, Department of Health, January 2012:

Tackling domestic abuse as a public health issue is vital for ensuring that some of the most vulnerable people in our society receive the support, understanding and treatment they deserve.

Reducing Child Poverty:

The recommendations of this commissioning plan will have a positive impact on reducing child poverty.

4.0 FUTURE DEMAND

4.1 Predicting Future Demand in Plymouth

Future demand for services is unlikely to decrease as the PDAS service continues to be fully utilised and holds a waiting list, and Police records demonstrate that incidents and crimes have remained at a similar level.

Domestic abuse is also known to be under reported, with an aim for the increase of its reporting being part of the Safe and Strong Strategic Assessment Recommendations.

The areas in the city most affected are those with the highest deprivation and the current economic climate, with rising unemployment and welfare benefit cuts, may see a rise in domestic abuse.

The PDAS service currently meets the needs of victims of domestic abuse crimes risk assessed as medium to high, domestic abuse crimes assessed as standard risk are referred to Victim Support. The Police are also called to a high number of domestic related disturbances where no crime has been committed, classed as domestic related incidents. As such there is an identified demand for an early intervention and prevention service that intervenes in lower risk assessed incidents to prevent escalation and the need for more costly services to intervene.

The pattern emerging is that this is an issue increasingly affecting younger people, as the highest age range for both victims and perpetrators is 18-24. In an NSPCC study of teenage relationships in 2009, 25% of teenage girls and 18% of teenage boys had experienced some form of physical violence.

The increasing rate of younger aged victims and perpetrators will require a focus on prevention and early intervention. There will need to be a review and building on of current interventions, such as working with schools on educating on healthy relationships and raising awareness of central

government funded information, such as web site and telephone help lines that tackle issues of domestic abuse and healthy relationships.

There are 239 child protection cases per year where domestic violence is a major concern. As at 19 April 2011 there were 314 children and young people subject to a child protection plan in Plymouth, with 444 parental classes (factors leading to plan) cited. Out of the 444 parental classes 135 (30.4%) cited domestic violence, 57 (12.8%) identified alcohol misuse and 46 (10.4%) drug misuse.

The recently commissioned perpetrator service should also be re-procured as while services and support for victims continue to be key, they must also be underpinned by appropriate prevention and intervention strategies which directly target domestic violence perpetrators and assist and enable them to stop offending.

Effective training is a key tool in raising awareness and equipping relevant agencies with the skills and knowledge to address domestic abuse. A review of current training needs should take place to ensure that all agencies and service providers have access to training on how to understand and deal with domestic abuse.

5.0 MARKET ANALYSIS

5.1 Existing Service Provision

Range of services provided by public sector and third sector providers, arranged by service type:

Service type	Provider	Service	Commissioner or Funder	Contract Value/funding per annum	Exp Date	Description	Is there a future need
Victim support, recovery, prevention	Sanctuary Supported Living	Plymouth Domestic Abuse Service (PDAS)	PCC Adult Social Care PCC Childrens Services Safe and Strong Police	£298,441 £60,000 £102,054 £50,000	March 2013	Please see section 2.6 above for a full description of the service	Yes
	Plymouth City Council	Domestic Abuse Advocacy Project (DAAP)	PCC, Community Safety Partnership	£60,000 funded from reward grant	December 2015	Free legal service for those who aren't eligible for legal aid to obtain civil injunctions.	Yes
	Victim Support	Victim Support	Dept of Justice is the main funder of Victim Support, which also receives charitable funding	Information not available	Funding will expire 2014	Provides support to survivors assessed as standard risk in Plymouth.	Yes. Service provider says that the new Police Crime Commissioner will advise about funding once the role is established.
	Twelve's Company	Sexual Assault Referral Centre (SARC)	PCC (Safe & Strong) NHS Plymouth Police 12's Company Home Office	£15,000 £70,000 £75,000 £8,000 £20,000 Total:£188,000	31/3/2013	Sexual Assault Referral centre providing forensic medical examination and support from Independent Sexual Violence Advisors (ISVA's), specially trained workers that provide emotional support as well as	Yes. This service is commissioned by NHS Plymouth which is considering its commissioning

Service type	Provider	Service	Commissioner or Funder	Contract Value/funding per annum	Exp Date	Description	Is there a future need
				Pro rata DA spend: £71,520		accurate and practical advice to support victims through the legal and criminal justice process.	options
Perpetrator Programmes	Sanctuary Supported Living	Making Change	Children's Service, Early Intervention	£40,000	2013	The Programme is available to families where the children are open to social care as a child in need or with a plan and where domestic abuse has been recognised as a concern	Yes
	Devon and Cornwall Probation Trust (DCPT)	Making Change	PCC Community Safety Partnership/Safe and Strong	£40,000	2013	Making Change perpetrator programme, for male perpetrators not part of criminal justice system	Yes
	Devon and Cornwall Probation Trust (DCPT)	Integrated Domestic Abuse Programme (IDAP)	Ministry of Justice (NOMS) through its contract with Devon and Cornwall Probation Trust (DCPT)	Costs being reviewed.	Ongoing (annually reviewed)	Programme based upon a cognitive behaviour approach and which is accredited by the National Offender Management Service (NOMS). Primarily delivered by Devon & Cornwall Probation Trust (DCPT) to perpetrators of domestic abuse as part of community sentencing, and criminal justice system. (Women's safety worker is an integral part of this service, providing support to victims)	Yes Service provided by DCPT

Service type	Provider	Service	Commissioner or Funder	Contract Value/funding per annum	Exp Date	Description	Is there a future need
	AHIMSA	Domestic abuse Perpetrator Programme with integral Partner Support Service.	Receives funding from the following: Charitable funding grants Gift aid Client fees Dept for Education; approved providers of domestic violence Contact Activities to Cafcass and the Family Courts.	Total annual budget: approx: £135,000 Per capita funding	On-going D of E element: 30/03/13	An independent community safety initiative providing specialist assessments and programmes for those who are domestically violent or abusive, and support services for their partners.	AHIMSA informs there is waiting list consistently: between 5-25 referrals waiting at any time.
Criminal Justice	Police	Domestic Violence Unit (DVU)		Approx £350,000, based on salaries	On-going	The Police Domestic Abuse Unit currently comprises a team of Investigators tasked with investigating crimes where the victim is assessed as high risk. There is also a team of Police 'Risk Assessors' who undertake to provide more detailed risk assessment, safety planning and referral to partner agencies as appropriate. The Police also manage the Multi Agency Risk Assessment Conference (MARAC)	Yes Service provided by the Police

Service type	Provider	Service	Commissioner or Funder	Contract Value/funding per annum	Exp Date	Description	Is there a future need
Early intervention		DCPT	Victim Liaison Officer support for survivors	MoJ (NOMS) via DCPT	Not available at present	Ongoing	Service provided by DCPT
	Plymouth City Council	Family Intervention Project	Funding for the wider FIP service is via Early Intervention Grant (£400k), PCC general fund and Plymouth Community Homes spot purchase	£30,000 for the domestic abuse worker post	March 2013	Included in the wider FIP service is a permanent full time domestic abuse worker	Yes
	PCC, schools and Police	Operation Encompass	In-house service	Cost of £2,280 absorbed into in-house budget	Ongoing	Training for key adults offered to all schools by PCC educational psychology service.	Yes Service ongoing
	Childrens centres and Sanctuary Supported Living and the Family Intervention Project	Provision of a crèche and facilities to enable service providers to deliver the freedom programme to parents.	PCC	Not specified in Children's Centre contracts, part of PDAS contract	On-going	Freedom Programme is a 'City wide' pattern changing' programme to enable survivors to recognise traits and behaviour of abusers, to support victims' safety planning and to contribute to reducing levels of domestic abuse. Children's Centres provide venue, crèche, and DASH risk assess the participant.	Yes Service ongoing

Service type	Provider	Service	Commissioner or Funder	Contract Value/funding per annum	Exp Date	Description	Is there a future need
Workforce development	Plymouth Safeguarding Children's Board (PSCB)	Training for front line staff	Childrens services	£21,600	On-going	Delivers training for front line staff	Yes Provision ongoing
Miscellaneous	PCC	Liberate	PCC in house service	Two family support workers		10 week programme for parents of children on a protection plan where domestic abuse is an issue in the home.	In house provision ongoing
	Open Door, international language school	Education and social support	PCC Adult Social Care Plus funding from the Skills Funding Agency	£4,000	July 2012	The funding helps to pay towards 'citizenship', social inclusion, human rights related issues, a crèche worker who helps look after the children whilst they are learning.	Yes Future need for service – Adult Social Care small grants process to be explored
	Stonham	Promise Domestic Abuse Network	Home Office - community development and innovation grant	£50,000	March 31 st 2013	Deliver a service that includes victims/perpetrators and children affected by DA	Unknown
	Survivors Empowering and Educating Domestic Abuse Services (SEEDS)	SEEDS	Police Fund raising	£1000	Information not available	Survivors reference group that works to support and empower other survivors and their children	Unknown

Women's Refuge:

In addition to the above service provision, a new women's refuge has recently been developed to meet identified need within the city. In 2006 an assessment deemed the existing women's Refuge as no longer suitable for its purpose. Plymouth City Council, in partnership with a developing Registered Social Landlord (Spectrum), secured funding via the Homes and Communities Agency, PCC owned asset transferred at nominal value, Spectrum private finance and S106 commuted sums. Construction of the Refuge is now completed, and the building will be fully occupied with residents by the end of September 2012. This project has received significant investment of time and financial resources from a range of partners, and its completion is viewed by all as success.

6.0 GAP ANALYSIS

There are a wide range of services provided in the city for both victims and perpetrators of domestic abuse (detailed in section 5.1). However gaps in provision have been identified and investment to meet need, combined with ongoing funding in existing services, will enable a shift in the medium to long term of resources from crisis intervention to prevention.

Strategic Objective/Vision	The Gap	Rationale/Evidence
Early intervention and prevention	Planned programme of interventions that are delivered in schools, colleges and the University to raise awareness with teenagers about healthy relationships and signs of abuse	A review of the current activities that are carried out provide evidence of this gap
	Meeting needs of victims of domestic abuse that have been assessed as being of lower risk	The PDAS service currently meets needs of victims DASH risk assessed as medium to high. Domestic abuse crimes assessed as standard risk are referred to Victim support. The police are also called to many domestic related disturbances where no crime has been committed. These are classified as domestic related incidents, and there are very high levels that take place in Plymouth.
Treatment for Perpetrators	Lack of interventions for female perpetrators	Data shows that approximately a quarter of perpetrators are female and currently all support/intervention services relate to males only.
Workforce development	Sufficient training for all front line staff to ensure raised awareness of domestic abuse	Current multi-agency training focuses on domestic abuse and child protection. It is free to attend for all partners of Plymouth Children's Safeguarding Board. There is a need to review current provision with a view to ensuring that suitable training is available to all relevant support providers.

7.0 DELIVERING THE VISION - COMMISSIONING PRIORITIES

7.1 The Costs vs. Benefits of investing in Domestic Abuse Intervention Services

The cost of providing an Independent Domestic Violence Advisor (IDVA) for a high risk victim of domestic abuse is approximately £500 per victim, and the cost per successful outcome (i.e. where all forms of abuse stop) is less than £1000.

The most recent data on the costs and benefits of early intervention in domestic abuse cases are provided by CAADA (Coordinated Action Against Domestic Abuse). A report published by CAADA, Domestic Abuse Saving Lives Saving Money (2010), estimated that the MARAC process saves public services on average £6,000 per case in direct costs (i.e. excluding emotional costs to victims, the costs to employers etc). The NHS receives 20% of this cost saving, with the police and the wider criminal justice system receiving 32% and 40% respectively. Without a MARAC process, the most complex cases can cost £43,000 per annum, and even the lowest risk cases that go to MARACs cost public services £4,000 per annum.

There is anecdotal evidence that other types of local specialist services can be equally cost-effective.

7.2 Recommendations

Support and recovery for victims:

- Re-commission a specialist domestic abuse service for victims assessed as high or medium risk.
- Joint Commissioning Team to work with the current Solicitor and partners to source funding to ensure continuation of Domestic Abuse Advocacy Project (DAAP) following contract end.

Early Intervention and Prevention:

- Review current activities delivered within schools, colleges and the University and build on existing interventions as necessary to ensure awareness is raised by promoting healthy relationships and strategies for teenagers and young people to employ if they feel they may be experiencing abuse in their relationships.
- Review current early intervention contracts with a view to re-focusing them to deal with domestic abuse.
- Secure investment to provide services to people who are victims of domestic abuse, assessed as lower risk. The service would work with people to raise awareness of domestic abuse, with a view to prevention of escalation of need.
- Commit to providing funding for the Family Intervention Project.

A Community Perpetrator Programme is commissioned:

- A programme is commissioned that deals with male and female perpetrators to challenge their beliefs around domestic abuse and violence.

Workforce Development:

- Review scope and effectiveness of existing training and consider commissioning of e-learning tool.

Developing Partnerships:

- Make early links with the new Police and Crime Commissioner and the clinical commissioning leads for Health, to highlight gaps in service provision and the need for continued investment to meet the city's vision.

7.3 Proposed Service Costs *

The below table provides an overview of the proposed spend for partners to implement the future vision for domestic abuse services in Plymouth.

*** Figures are indicative values only. Externally commissioned services will be competitively procured delivering financial efficiencies and maximising value for money.**

It is anticipated that in years 4 – 6 there will be a reduction in investment in support and recovery for victims as a consequence of the focus on early intervention and prevention.

STRATEGIC AREA	SERVICE	FUNDING PARTNER	2013/14 (Yr 1)	2014/15 (Yr 2)	2015/16 (Yr 3)	2016/17 (Yr 4)	2017/18 (Yr 5)	2018/19 (Yr 6)	Total
Support and recovery for victims	Integrated victim support service (externally provided)	Plymouth City Council: Adult Social Care	£258,400	£258,400	£258,400	£218,400	£218,400	£218,400	£1,430,400
		Plymouth City Council: Safe and Strong	£82,000	£82,000	£82,000	£62,000	£62,000	£62,000	£432,000
		Proposed funding from partners	£110,000	£110,000	£110,000	£110,000	£110,000	£110,000	£660,000
		Plymouth City Council: Childrens services	£60,000	£60,000	£60,000	£60,000	£60,000	£60,000	£360,000
	Solicitor (in-house)	Plymouth City Council	Funding in place		Part year funding in place £20,000	£60,000	£60,000	£40,000	£180,000
Early intervention and prevention	Support service to focus on meeting the needs of lower risk assessed victims of domestic abuse (£60,000 would fund 2 IDVA* to support an additional 80 cases per year each) (externally provided)	Plymouth City Council: Adult Social Care	£40,000	£40,000	£40,000	£40,000	£40,000	£40,000	£240,000
		Plymouth City Council: Safe and Strong	£20,000	£20,000	£20,000	£20,000	£20,000	£20,000	£120,000
	Family Intervention Programme (in house)	Plymouth City Council: Childrens services (currently early Intervention Grant)	£400,000	£400,000	£400,000	Ring fence on grant expires – funding to be secured			£1,200,000
Treatment for perpetrators	Perpetrator (externally provided)	Plymouth City Council: Childrens services (currently Early Intervention Grant)	£40,000	£40,000	£40,000	£40,000	£40,000	£40,000	£240,000
		Plymouth City Council: Safe and Strong	£40,000	£40,000	£40,000	£40,000	£40,000	£40,000	£240,000
TOTAL			£1,050,400	£1,050,400	£1,070,400	£650,400	£650,400	£630,400	

8.0 COMMISSIONING ACTIVITY

In order to deliver this service model the following Commissioning activities will need to be undertaken.

Service Area	Commissioning Activity	Indicative Timeframe
Support and recovery for victims	Re-commission and competitively tender a holistic support and recovery service for victims assessed as high and medium risk, and their families.	2012 - 2013
	Joint Commissioning Team to work with the current Solicitor and partners to source funding to ensure continuation of Domestic Abuse Advocacy Project (DAAP) following contract end	2014 - 2015
Early intervention and prevention	Review current activities delivered within schools, colleges and the university and build on existing interventions to ensure awareness is raised by promoting healthy relationships and strategies for teenagers and young people to employ if they feel they may be experiencing abuse in their relationships.	2013 - 2014
	Review current early intervention contracts with a view to re-focusing them to deal with domestic abuse	2013 - 2014
	The Family Intervention Project manager is working with partners to secure ongoing funding post March 2013	2012 - 2013
	Commission a service to focus on meeting the needs of lower risk assessed victims of domestic abuse. This service to raise awareness and prevent escalation of need.	2012 - 2013
Community perpetrator programme for perpetrators who are not subject to the criminal justice system	Re-commission and competitively tender a community perpetrator programme	2012 - 2013
Workforce development	Review current delivery of training to ensure that it meets the needs of all front line staff. Consider the commissioning of e-learning programme	2014 - 2015
Developing Partnerships	Make early links with the new Police and Crime Commissioner and the clinical commissioning leads for Health, to highlight gaps in service provision and the need for continued investment to meet the city's vision.	2012

9.0 CONCLUSIONS

This commissioning plan sets out the vision for the future commissioning of City Wide domestic abuse services. The key recommendations are for partners to:

- Commit to funding for a service to focus on supporting those lower risk assessed victims of domestic abuse to raise awareness and prevent escalation of need. Service to be competitively procured during 2012/13.
- Commit to providing funding for the Family Intervention Project.
- Commit to funding for a support and recovery service to work with high and medium risk assessed victims of domestic abuse and their families. Service to be competitively procured during 2012/13.
- Commit to funding the Domestic Abuse Advocacy Project for a further three years.
- Commit to funding for the community perpetrator programme. Service to be competitively procured during 2012/13.
- Contracts to be issued for 3 years with an option to extend for 3 years (it is anticipated that funding for victim support services would reduce over the life of the contract due to increased focus on early intervention and prevention)
- Commit resources to review and build upon:
 - Existing early intervention service provision within the city; this will include a refocus, where appropriate, on dealing with domestic abuse
 - The work with in schools, colleges and the university to promote and educate teenagers and young people on healthy relationships.
 - The current training provision to ensure it is suitable, accessible and affordable for all relevant support providers and agencies, with a view to making recommendations for efficient improvements such as procurement and distribution of e-learning package.
- Make early links with the new Police and Crime Commissioner and the clinical commissioning leads for Health, to highlight gaps in service provision and the need for continued investment to meet the city's vision.

ANNEX I

CAADA-DASH Risk Identification Checklist for use by IDVAs and other non-police agencies¹ for identification of risks when domestic abuse, ‘honour’-based violence and/or stalking are disclosed. Level of risk is determined by scores, i.e.: High risk = 14 and above yes scores; medium risk = 6-13 yes scores; standard risk = 5 and below

Please explain that the purpose of asking these questions is for the safety and protection of the individual concerned. Tick the box if the factor is present ☒ . Please use the comment box at the end of the form to expand on any answer. It is assumed that your main source of information is the victim. If this is <u>not</u> the case please indicate in the right hand column		Yes (tick)	No	Don't Know	State source of info if not the victim e.g. police officer
1.	Has the current incident resulted in injury? (Please state what and whether this is the first injury.)	☐	☐	☐	
2.	Are you very frightened? Comment:	☐	☐	☐	
3.	What are you afraid of? Is it further injury or violence? (Please give an indication of what you think (name of abuser(s)...) might do and to whom, including children). Comment:	☐	☐	☐	
4.	Do you feel isolated from family/friends i.e. does (name of abuser(s)) try to stop you from seeing friends/family/doctor or others? Comment:	☐	☐	☐	
5.	Are you feeling depressed or having suicidal thoughts?	☐	☐	☐	
6.	Have you separated or tried to separate from (name of abuser(s)....) within the past year?	☐	☐	☐	
7.	Is there conflict over child contact?	☐	☐	☐	

¹ Note: This checklist is consistent with the ACPO endorsed risk assessment model DASH 2009 for the police service.

8. Does (.....) constantly text, call, contact, follow, stalk or harass you? (Please expand to identify what and whether you believe that this is done deliberately to intimidate you? Consider the context and behaviour of what is being done.)	☐	☐	☐	☐	
9. Are you pregnant or have you recently had a baby (within the last 18 months)?	☐	☐	☐	☐	
10. Is the abuse happening more often?	☐	☐	☐	☐	
11. Is the abuse getting worse?	☐	☐	☐	☐	
12. Does (.....) try to control everything you do and/or are they excessively jealous? (In terms of relationships, who you see, being 'policed at home', telling you what to wear for example. Consider 'honour'-based violence and specify behaviour.)	☐	☐	☐	☐	
Tick box if factor is present. Please use the comment box at the end of the form to expand on any answer.	Yes (tick)	No	Don't Know	State source of info if not the victim	
13. Has (.....) ever used weapons or objects to hurt you?	☐	☐	☐	☐	
14. Has (.....) ever threatened to kill you or someone else and you believed them? (If yes, tick who.) You ☐ Children ☐ Other (please specify) ☐	☐	☐	☐	☐	
15. Has (.....) ever attempted to strangle/choke/suffocate/drown you?	☐	☐	☐	☐	
16. Does (.....) do or say things of a sexual nature that make you feel bad or that physically hurt you or someone else? (If someone else, specify who.)	☐	☐	☐	☐	
17. Is there any other person who has threatened you or who you are afraid of? (If yes, please specify whom and why. Consider extended family if HBV.)	☐	☐	☐	☐	
18. Do you know if (.....) has hurt anyone else? (Please specify whom including the children, siblings or elderly relatives. Consider HBV.) Children ☐ Another family member ☐ Someone from a previous relationship ☐ Other (please specify) ☐	☐	☐	☐	☐	

19. Has (.....) ever mistreated an animal or the family pet?	☐	☐	☐	☐
20. Are there any financial issues? For example, are you dependent on (.....) for money/have they recently lost their job/other financial issues?	☐	☐	☐	☐
21. Has (.....) had problems in the past year with drugs (prescription or other), alcohol or mental health leading to problems in leading a normal life? (If yes, please specify which and give relevant details if known.) Drugs ☐ Alcohol ☐ Mental Health ☐	☐	☐	☐	☐
22. Has (.....) ever threatened or attempted suicide?	☐	☐	☐	☐
23. Has (.....) ever broken bail/an injunction and/or formal agreement for when they can see you and/or the children? (You may wish to consider this in relation to an ex-partner of the perpetrator if relevant.) Bail conditions ☐ Non Molestation/Occupation Order ☐ Child Contact arrangements ☐ Forced Marriage Protection Order ☐ Other ☐	☐	☐	☐	☐
24. Do you know if (.....) has ever been in trouble with the police or has a criminal history? (If yes, please specify.) DV ☐ Sexual violence ☐ Other violence ☐ Other ☐	☐	☐	☐	☐
Total 'yes' responses				
For consideration by professional: Is there any other relevant information (from victim or professional) which may increase risk levels? Consider victim's situation in relation to disability, substance misuse, mental health issues, cultural/language barriers, 'honour'- based systems, geographic isolation and minimisation. Are they willing to engage with your service? Describe: Consider abuser's occupation/interests - could this give them unique access to weapons? Describe:				

What are the victim's greatest priorities to address their safety?	
Do you believe that there are reasonable grounds for referring this case to MARAC? Yes / No If yes, have you made a referral? Yes/No	
Signed:	Date:
Do you believe that there are risks facing the children in the family? Yes / No If yes, please confirm if you have made a referral to safeguard the children: Yes / No Date referral made	
Signed:	Date:
Name:	

Subject: 'The Charter for Older People – 2012'
Committee: Cabinet
Date: 11 September 2012
Cabinet Member: Councillor McDonald
CMT Member: Carole Burgoyne, Director for People
Author: Debbie Butcher Head of Strategic Commissioning
Contact: Email Debbie.Butcher@plymouth.gov.uk Tel:01752 307452
Ref: Charter for Older People
Key Decision: No
Part: I

Purpose of the report:

The report recommends the adoption of The Charter for Older People – a key manifesto pledge

Corporate Plan 2012 – 2015:

Raise aspirations – The charter encourage services and those who use them to aim high and expect good value and standards.

Reduce Inequality – The charter pledges to find creative ways to reach isolated older people, challenge and remove discrimination wherever it is encountered and promote positive images of ageing.

Provide Value for Communities - The charter commits the council to providing opportunities for people to shape services and working in partnership with the statutory, voluntary and community sectors to plan and develop services together.

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

The financial impact to the council of implementing the proposals is £9,000 per annum identified within existing Adult Social Care baseline budgets.

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

Review of the charter is proposed for spring 2013 when more wide scale consultation will take place to ensure engagement with all protected groups as identified in the 2010 Equality Act.

Recommendations & Reasons for recommended action:

It is recommended that:

The Charter for Older People is adopted across the Council
Other organisations are encouraged to sign up to the pledges within the Charter.
Review of the charter and wider consultation is carried out in spring 2013.

Background papers:

The Charter for Older People.

Sign off:

Fin	Peopl eF ACI 213 003 AM 15/08 /12	Corp Prop	NA	Legal	LT 1542 2	HR	NA	IT	NA	Strategic Proc	NA
Originating SMT Member Carole Burgoyne											
Have you consulted the Cabinet Member(s) named on the report? Yes											

Background

Plymouth City Council currently spends around £72 million on Adult Social Care. Over half of this budget is spent on older people.

Plymouth City Council has made a commitment in its corporate plan to provide 'a new deal for older people's care', backed up by a charter.

The charter has 11 pledges that do not just relate to Adult Social Care but incorporate issues that are important for the whole Council and across partner organisations if we are to achieve our goal of becoming 'Caring Plymouth'.

Developing the Charter

The development of the charter involved a number of steps.

First material was collated from wide ranging previous consultation – in order to capitalise on what people had already told us.

Then a consultation process was undertaken to update and learn more. This involved consulting with: WRVS, Age UK Plymouth, Plymouth LINks, Stroke Association, Alzheimer's Society, Plymouth Befriending Umbrella Service, The Dignity in Care Forum, Plymouth Senior Citizen's Forum, 28 Older People in a range of settings i.e. day care, residential care and befriending opportunities. Some of the consultation was in depth and some was to ask for feedback on the ideas that had already been formed.

A draft was then produced and circulated to a sample of those who had participated in the consultation to gain further feedback.

The charter has evolved into a pledge that can be used in a broad context and applied to a wide range of services and approaches to supporting older people. Whilst standards of care are still central to the charter it was considered important to widen the scope to reflect the values and standards that older people should be able to expect across a wide range of services .

Objectives for the Charter

To represent both a pledge to older people and a structure for the Council to monitor the standards and values that should be expected.

To ensure that Council services and other organisations including the independent sector adopt these standards and sign up to the Charter.

To make a commitment to further develop the Charter in partnership with the statutory, voluntary and community sectors.

To strategically join up our planning so that Adult Social Care, Housing and Health and the wider Council are committed to developing services together to promote and adopt the values identified in the Charter.

Recommendation

That this charter be adopted across the Council

Further consultation to take place in spring 2013 to include front line services and ensure participation involves all protected groups as defined in the Equality Act 2010.

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CHARTER FOR OLDER PEOPLE

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#plymouth

This Charter is a pledge and reminder of the values and standards that older people should expect from the Council and other services that support older people.

This Charter is one of Plymouth City Council's commitments for developing good quality services. It has been developed in consultation with older people, their representatives and service providers in the city and highlights the specific challenges and life changes faced by older people.



In fulfilling these pledges we will work in a co-operative way for the benefit of older people in the city.

In addition to the pledges made, we are committed to working with the statutory, voluntary, independent and private sectors. For example, this means that Adult Social Care, Housing and Health are committed to planning and developing services together.

This Charter will be reviewed and developed as we learn more.

1 Provide good information and advice by:

- Providing people with good information about services and entitlements that is easily accessible in places that they routinely visit
- Finding creative ways to reach isolated older people who have difficulty in leaving their homes
- Providing good, jargon free information in different formats
- Endeavouring to make computer information easier to access and building on the effectiveness of the Plymouth Online Directory.

- Providing services and equipment in a timely manner
- Ensuring that services which provide support will, with people's permission, communicate effectively with each other
- Understanding that it can be difficult and frightening to ask for help
- Listening well and understanding that people can judge best for themselves their own priorities
- Adopting a creative approach to providing services that best fit people's needs.

3 Provide advocacy services to help solve a problem by:

- Supporting people to maintain their independence for as long as possible
- Understanding that people cannot make good choices until they know what is available
- Ensuring that all staff will have a good knowledge of all the options that are available
- Finding ways to avoid people being repeatedly asked the same questions
- Promoting people's wellbeing and independence instead of waiting for a crisis

- Providing independent advocacy services if people need help to resolve a difficult situation or challenge a decision that they do not agree with
- Helping people become more confident to deal with a situation themselves or providing someone to speak on that person's behalf.

4 Treat people with dignity by:

- Respecting people's individual needs
- Ensuring staff treat people with respect, tolerance and compassion
- Understanding that it takes time to make a decision
- Helping people to stay in control when making decisions for themselves
- Working with partners to promote dignity in care across the city
- Helping people access good end of life care provision.

5 Ensure that discrimination is not tolerated by:

- Challenging and removing discrimination
- Monitoring services to ensure they are complying with 2010 Equality Act
- Promoting positive images of ageing.

6 Strive to safeguard people from harm and help them to manage risk by:

- Ensuring the Council commissions high quality services so the risk of harm is minimised
- Providing information to people to increase their awareness of their human rights and their right to protection
- Putting good systems in place to prevent people from being mistreated
- Ensuring that people have access to quick and effective help if they do not feel safe
- Training and supporting staff to be alert to changes in people's wellbeing and respond effectively
- Supporting people to manage risks and maintain their independence, providing extra services where necessary.

7 Ensure the quality and standards of services are monitored by:

- Regularly reviewing the quality of all services that are provided
- Encouraging people who use the services take part in monitoring the services
- Committing to continually raising standards.

8 Provide people with opportunities to shape services by:

- Offering a range of opportunities for people to have their say
- Supporting people to comment on the quality and range of services that are provided
- Providing feedback from any consultation to those who participated.

9 Provide services near to where people live by:

- Striving to develop a range of localised services
- Making good use of resources that are based in local communities
- Supporting the development of active and inclusive communities.

10 Offer support when people decide to care for someone by:

- Ensuring that good information and advice is available about services to support people who care for others
- Ensuring that people are helped to make informed decisions about the extent of their caring role
- Providing a wide range of services that support and value carers.

11 Help people to continue to enjoy life by:

- Striving to make Plymouth a great place to grow old
- Providing services that can help people plan and prepare for their old age
- Supporting people to continue to pursue their interests
- Not making assumptions about what ageing means
- Recognising and respecting the contribution that older people make
- Linking people into opportunities, friendship and support that are available in their communities.

PLYMOUTH CITY COUNCIL

Subject: Contract Award – Mental Health Supported Accommodation
Committee: Cabinet
Date: 11 September 2012
Cabinet Member: Councillor McDonald
CMT Member: Carole Burgoyne, Director for People
Author: Katy Shorten, Commissioning Officer
Contact: Tel - 01752 307078 email - katy.shorten@plymouth.gov.uk
Ref: MHSA
Key Decision: Yes
Part: **Part: I**

Purpose of the report:

This report summarises the recent tender process for a remodelled Mental Health Supported Accommodation Service and recommends award of the contract to a single provider.

Quality mental health supported accommodation services in the community form a crucial part of the pathway for individuals moving out of acute/inpatient and institutional services to full independent living. This contract award will combine and replace three current supported accommodation contracts when they end on 31 March 2013 into a single service specification.

The purpose of the service will be to support people with mental health issues in Plymouth to live full and independent lives. The service will support people to move on from inpatient units, recovery units, Bed & Breakfast and residential care. It will also prevent admission/readmission to hospital and help people to manage/improve mental and physical health. The service will be required to work closely with wider mental health services and Adult Social Care.

The service will initially be expected to support 45 people (across 3 separate locations) at any one time and provide 563 hours of support per week. Service capacities will be reviewed year on year against utilisation performance.

The financial values involved in this tender required a full competitive procurement to take place in order to select the future provider(s).

The contract award report is submitted to Cabinet as a separate confidential report.

Corporate Plan 2012 – 2015:

This service will contribute to the four priorities for delivering the City's vision in the following ways:

Deliver Growth – by supporting people to live independently and access volunteering and employment opportunities.

Raise Aspiration – by supporting people to live independently and access volunteering and employment opportunities.

Reduce Inequality – by improving the mental and physical health of some of the most vulnerable people in the city.

Provide Value for Communities – by selecting the most economically advantageous tender, by supporting the use of volunteers, by engaging local communities, and by remodelling provision to be consistent and high quality.

In addition this service will contribute to the concept of the 'Co-operative Council' by:

- Supporting people who use services to have choice, control and influence over how those services are developed and provided;
- Developing volunteering opportunities including the development of peer support networks;
- Building individual capacity and resilience amongst people with mental health problems (through the development of independent living skills and promotion of recovery);
- Building community resilience by promoting social inclusion and access to universal services.

This service will also deliver against many of the themed commitments in the Corporate Plan, but as it is a service remodel resulting from a review of the adequacy of mental health services (supported accommodation element) it specifically responds to the 'Caring Plymouth' commitment.

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

The total contract value of the new service (over 6 years) will be in the region of £3.1 million and is expected to achieve savings of approximately £800,000 over the life of the contract.

The funding for this service has already been identified within existing Joint Commissioning and Adult Social Care budget so will not require any new investment. The savings have been identified against Adult Social Care delivery plans.

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

An Equality Impact Assessment has been completed. No adverse impact was identified as a result of this however contract monitoring arrangements will continue to assess any impacts post contract award.

Recommendations & Reasons for recommended action:

To award a three year contract, containing an option to extend the contract for a further three years, to the 'most economically advantageous tenderer' as identified in the Contract Award Report.

Alternative options considered and reasons for recommended action:

The option of not awarding any contract was considered but disregarded due to the importance of ensuring Mental Health Supported Accommodation Services continue to be available.

Background papers:

N/A

Sign off:

Fin	Peop leFA D12 I300 7	Leg	MS/1 5408	HR	N/A	Corp Prop	N/A	IT	N/A	Strat Proc	JK/S PU/ CP/2 90/0 812
Originating SMT Member: Pam Marsden											
Have you consulted the Cabinet Member(s) named on the report? Yes											

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PART I CONTRACT AWARD BRIEFING

Mental Health Supported Accommodation



Background

It is well accepted that quality mental health supported accommodation services in the community form a crucial part of the pathway for individuals moving out of acute/inpatient and institutional services to full independent living.

A comprehensive review of Plymouth City Council's supported accommodation contracts for people with mental health issues was completed in Spring 2012. This involved consideration of performance information, consultation with key stakeholders (including service users). This review highlighted that in the future services should:

- Have a greater focus on supporting a reduction in the use of inpatient units (including recovery units), residential care, and bed and breakfast - either by early intervention/prevention or by facilitating move on.
- Be more flexible and personalised - both in terms of the type of support offered and length of stay.

As a result of this the recommendation to competitively source a high intensity short term supported accommodation project that focuses on reablement and move on support from inpatient provision creating a clear pathway towards independent living was agreed.

Existing Service Provision

Currently there are three separate contracts providing supported accommodation for people with mental health issues. These contracts end on 31 March 2013:

Service name	Provider
Mental Health Supported Accommodation	Colebrook Housing Society Ltd
Greenbank Flats	Westcountry Housing
The Spring Resettlement Service	Independent Futures

The Remodelled Service

This contract award combines three current services into one and will replace them when they end on 31 March 2013.

The purpose of the new service will be to support people with mental health issues in Plymouth to live full and independent lives. The service will support people to move on from inpatient units, recovery units, B&B and residential care. It will also prevent admission/readmission to hospital and help people to manage/improve mental and physical health. The service will be required to work closely with wider mental health services and Adult Social Care.

The service will initially be expected to support 45 people (across 3 separate locations) at any one time and provide 563 hours of support per week. Service capacities will be reviewed year on year against utilisation performance.

The Tender Process

In November 2011 a soft market test identified that there was clear market interest in the delivery of the remodelled service provision.

The Tender documentation was developed with the input of key stakeholders (including service users, health commissioners and providers). Some of the key Tender documents include:

- Service Specification
- Method Statement Questions
- Tender Evaluation Criteria

The Tender was run as a two stage process with a Pre Qualification Stage followed by an Invitation to Tender (ITT).

The Pre Qualification Stage:

The purpose of this stage was to shortlist which Providers were in the best position to deliver the service. It required interested Providers to submit a Pre Qualification Questionnaire (PQQ) which was evaluated and scored. The top **six** Providers were then invited to tender for the service.

Invitation to Tender Stage:

This stage focused on the future delivery of the service. It asked shortlisted Providers to answer questions on how they would deliver the service if they were successful as well as information on price. Each Tender was evaluated according to Plymouth City Council standard processes.

Tender Outcome

Three tenders were received and evaluated against predetermined criteria. The evaluation considered both:

- Financial information (including the overall price of the service)
- Quality information (against the minimum Service Specification requirements - Purpose, Service Details, Performance, Quality Requirements, Management and Operation).

The Tender evaluation process combined the financial and quality scores in order to select the 'most economically advantageous tenderer'

The outcome of the Tender evaluation has resulted in the selection of the Tenderer that:

- Scored highest against 'quality' criteria
- Will achieve efficiency savings of approximately £800,000 over the life of the contract.

Recommendation Overview

To award a three year contract, containing an option to extend the contract for a further three years, to the 'most economically advantageous tenderer' as identified in the Contract Award Report.

PLYMOUTH CITY COUNCIL

Subject: Child Poverty Strategy and Action Plan – Project Brief
Committee: Cabinet
Date: 11 September 2012
Cabinet Member: Councillor Penberthy
CMT Member: Carole Burgoyne, Director for People
Author: Candice Sainsbury, Senior Policy, Performance and Partnerships Advisor.
Contact: Tel: 01752 307387
Email: candice.sainsbury@plymouth.gov.uk
Ref:
Key Decision: No
Part: I

Purpose of the report:

This project brief outlines a proposal to develop a three year local child poverty strategy and action plan by April 2013 following a comprehensive needs assessment which forms part of the Joint Strategic Needs Assessment. This process, it is also proposed, will be led by the cross party child poverty working group.

Child poverty matters because it means children suffer both now and in the future. While a central part of the problem, child poverty is not simply due to a lack of money in the family. It is the outcome of economic, environmental and social factors and can damage a child's development and limit or prevent children and young people from having many of the experiences and opportunities that others take for granted.

The most recently available national data shows that families earning less than £214 per week are classed as living in poverty. In Plymouth this equates to 11,700 children living in poverty, of which 10,380 are aged under-16. Within an environment of significant welfare reforms, the rising cost of living and a double dip recession, we are now seeing these numbers start to rise again.

In 1999, the Government made a commitment to end child poverty by 2020. The Child Poverty Act was published in 2010 to deliver on this and places a number of duties on Local Authorities and other local delivery partners to work together to tackle child poverty. These include development of a local Child Poverty Needs Assessment and Joint Child Poverty Strategy which sets out the measures partners propose to take for the purpose of reducing and mitigating the effects of child poverty. In addition, the Act also requires local authorities to take their responsibilities to tackle child poverty into account when preparing or revising their Sustainable Community Strategy.

The development of a local child poverty strategy will seek to recognise and provide greater visibility and accountability that tackling child poverty is everyone's business. Actions to address both the causes of and the effects of child poverty are already integral to a number of key local plans and strategies such as the Children and Young People's Plan 2011-14 and the Housing Plan 2012-2017 and will need to link closely

with the upcoming Health and Wellbeing Strategy alongside activities for prevention and early intervention, families with a future, mitigating the impact of impending welfare reforms and other priorities outlined within the Corporate Plan 2012 -2015.

The child poverty strategy will seek not to duplicate but to reinforce existing and upcoming plans and activities while highlighting key gaps in service provision and/or areas of underperformance.

Tackling child poverty effectively will require a concerted and unified approach. To achieve our desired impact, this strategy will need to enable services and agencies to collectively understand how they can contribute to reducing levels of child poverty, both in the short and longer term.

Corporate Plan 2012-2015:

The Council has committed to developing ways of effectively addressing child poverty as part of its overarching commitment to becoming a Co-operative Council.

Tackling child poverty is identified as a level 1 performance indicator within the Corporate Plan which supports the delivery of one of the city and Council's four priorities – reducing inequalities.

Reducing child poverty is considered as integral to addressing medium term issues to address the financial and external challenges faced by the Council and to move forward on its long-term vision and priorities, and is identified as an area where it is critical that we work successfully across the whole council and city partnership.

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

Effective delivery of the child poverty strategy is highly dependent on having a comprehensive understanding of how resources are currently being commissioned against child poverty outcomes. In addition the strategy will identify areas and opportunities where further pooling and alignment of resources may be required around common outcomes, for example within the early intervention and prevention strategy commissioning processes.

For existing plans and strategies, it is expected that commissioning of services to support child poverty outcomes will take place based on agreed priorities within approved budgets and resources.

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

This project directly contributes to reducing child poverty. Furthermore, as a result of efforts by the cross party working group, child poverty will soon feature as part of the Corporate Equalities Impact Assessment process. An Equality Impact Assessment will also be undertaken as part of the strategy development process.

The primary risk of not addressing child poverty is that the numbers of children, young people and parents affected across the city will continue to rise during a time of austerity, rising unemployment and significant welfare reforms that are estimated to affect 20% of Plymouth's population. Such increases in child poverty levels will have a negative impact across the city, in terms of meeting our key performance

indicators, additional pressures on already stretched service areas and a lower quality of life for our families.

Inter-generational child poverty represents a deeply rooted social problem that is not easily resolved and requires sustained efforts by agencies and partners as well as within communities themselves to effectively break this cycle. To this end, it is essential that the strategy engage in a child focused approach that mitigates the effects of poverty while simultaneously meeting the needs of parents to provide the best for their children.

Operational risks focus on Council and partner services not joining up to maximise available resources to effect positive change against child poverty outcomes. A detailed risk register will be developed as part of the project plan.

Recommendations & Reasons for recommended action:

Cabinet to agree:

- To develop a child poverty strategy following the process as outlined within sections 2-5;
- For the child poverty cross-party working group to oversee the development of the child poverty strategy and action plan.

Alternative options considered and reasons for recommended action:

Under the Child Poverty Act 2010 it is a statutory requirement for Local Authorities to develop and publish a local child poverty needs assessment and strategy.

Background papers:

- Annex 1: Updated terms of reference of the working group
- Annex 2: Child Poverty: local definition and measure

Sign off:

Fin	P4f ec12 13 004	Leg	LT 1541 5(f)	HR	X	Corp Prop	X	IT	X	Strat Proc	X
Originating SMT Member: Pam Marsden											
Have you consulted the Cabinet Member(s) named on the report? Yes											

I. BACKGROUND

1.1 Child poverty matters because it means children suffer both now and in the future. The causes and consequences of child poverty, both temporary and persistent, are multiple and complex.

1.2 While important, child poverty is not simply due to a lack of money in the family. It is the outcome of economic, environmental and social factors and can damage a child's development and limit or prevent children and young people from having many of the experiences and opportunities that others take for granted.

1.3 In 1999, the Government made a commitment to end child poverty by 2020. The Child Poverty Act 2010 establishes duties and targets for the reduction of child poverty. In response, the national strategy A New Approach to Child Poverty: Tackling the Causes of Disadvantage and Transforming Families' Lives was published in 2011. A number of duties are also placed on local authorities including publication of a local child poverty needs assessment and strategy, and a duty to cooperate between local partners with a view to mitigating the effects of child poverty.

1.4 The city currently has a target to reduce child poverty to 10% by the year 2020. The latest figures show that 22.1%¹ of children in Plymouth are living in poverty. The most recently available national data shows that families earning less than £214 per week are classed as living in poverty. In Plymouth this equates to 11,700 children living in poverty, of which 10,380 are aged under-16. There are also five Local Super Output Areas which have over 50% of children in poverty including Devonport, Stonehouse, City Centre & North Prospect / Weston Mill. Highest levels of child poverty are in North Prospect.

1.5 Additional findings from the child poverty needs assessment, which will be published at the end of September 2012 include:

- In Plymouth 11,700 children live in poverty, a rise of just over 600 children from 12 months earlier, of which 10,380 are children aged 16 and under in child poverty (23%).²
- Levels of poverty are highest in the west of the city, in neighbourhoods such as Devonport, Morice Town, North Prospect and Barne Barton. This is most evidenced with high levels of benefit claimants.
- Anticipated impact of impending welfare reforms include increasing levels of debt across the city with more families using pay day loans and illegal lending sources, working families seeing up to a 34% reduction in benefit income, and more than 700 children and young people in 150 families affected by the benefit cap, of which 46 households stand to lose over £100 per week.
- Development levels at early year's foundation stage are lower in the group of most deprived neighbourhoods compared to the least deprived (50.5% and 60.4% respectively)³.

¹ Her Majesty's Revenue and Customs, NI 116 The number of children living in families in receipt of out of work benefits or tax credits where their reported income is less than 60% median income, 2009

² Snapshot as at 31 August 2009 compared to 31 August 2008 - most recently available data from Her Majesty's Revenue and Customs NI 116

³ Devonport, Stonehouse, North Prospect & Weston Mill, East End, Whiteleigh, Morice Town, Barne Barton, Honicknowle, Ernesettle, Ham & Pennycross, ONS – Indices of multiple deprivation 2010

- There are significant attainment gaps between those children eligible for free school meals and those not eligible. The gap at key stage 2 is 17 percentage points, the gap widens to 32 percentage points at key stage 4 with just 29% of eligible children achieving 5 A*-C GCSE grades.
- Areas of the city identified as having lower educational attainment and higher unemployment reappear as being among the worst performing against health indicators such as life expectancy, childhood obesity, low birth weight and breast feeding prevalence.
- According to the latest DWP statistics as at December 2011, Plymouth had 22,300 families with 39,100 children receiving child or working tax credits. A further 10,301 children aged 0-15 live within workless households.
- In 2010/11 Citizen's Advice Bureau data shows that 7,525 people received debt advice.
- Use of the food bank in Plymouth has recently increased by 40% up to 4,300 people; the proportion of whom have children has also increased (May 2011- April 2012).

1.6 Following a motion agreed at Full Council in July 2011, Plymouth City Council has made a firm commitment to tackling child poverty in the city and this is reflected in the Corporate Plan 2012-15. Reducing child poverty is a shared priority with partners in Plymouth and a level 1 measure under 'Reducing Inequalities' in the performance management framework.

1.7 Since 2010, the Children and Young People's Trust has led the child poverty agenda as part of the Children and Young People's Plan 2011-14. A cross party child poverty working group has been meeting since February 2012 to review the citywide approach to tackling child poverty.

1.8 While fully acknowledging the excellent work of the Children and Young People's Trust over the past eighteen months, agreement has been reached that Plymouth City Council, in line with its statutory duty to tackle child poverty, will now lead this critical agenda. In doing so, Plymouth City Council will continue to work closely with key partners and partnerships, including the Children and Young People's Trust.

1.9 We would like to thank the Children and Young People's Trust for their work and in particular William Woyka in his role as Champion for child poverty within the Trust.

2. PROJECT PURPOSE

To manage the process to develop a three year evidence-based child poverty strategy and accompanying action plan for the city.

2.1 PROJECT OUTCOME

The infrastructure to effectively deliver the citywide response to tackling child poverty is embedded within Plymouth City Council, partner agencies and wider partnerships.

2.2 PROJECT WORKSTREAMS

2.2.1 GOVERNANCE AND LEADERSHIP

Purpose: To generate leadership and ownership of the child poverty agenda at a senior level to enable the development and effective delivery of the strategy and action plan at all organisational levels.

Activities:

- The cross party child poverty working group will oversee development of the strategy and action plan, and report progress and present the draft strategy to Cabinet.

Cross Party Child Poverty Working Group Membership

- Cllr Chris Penberthy – Chair and Cabinet Member, Cooperatives and Community Development
- Cllr Nicky Williams – Cabinet Member, Children and Young People
- Cllr Sam Leaves, Vice Chair cross party working group
- Cllr Sally Bowie, Chair of the Children and Young People Overview and Scrutiny Panel
- Cllr Lynda Bowyer
- Cllr Terri Beer
- Pam Marsden, Assistant Director for Joint Commissioning and Adult Social Care

- Further develop the role of ‘child poverty champion’ within partner agencies and partnerships as demonstrated within the Children and Young People’s Trust.
- Develop and nurture working relationships between key strategic groups and partnerships across the city, with respect to delivering against the Child Poverty agenda.
- Review best practice of governance arrangements and supportive infrastructure (incl. monitoring arrangements) of other Local Authorities and develop local options for Plymouth City Council to agree and adopt.
- Establish formal links with the Plymouth Plan process with a particular focus on the upcoming Health and Wellbeing Strategy and Transport Strategy.
- Establish links with the joint commissioning partnership to take the agenda forward by aligning resources to priorities, creating shared and pooled budgets and commissioning against child poverty outcomes.
- Propose governance arrangements for delivery of the city wide strategy and action plan.
- Outline the endorsement process to generate the authority required to deliver the child poverty strategy and action plan.

2.2.2 NEEDS ASSESSMENT & EVIDENCE BANK

Purpose: To provide the evidence to develop the strategy and action plan for Plymouth. This will form part of the Joint Strategic Needs Assessment and be reflected in the Plymouth Report.

Activities:

- Finalise the child poverty needs assessment and identify key findings and recommendations in collaboration with commissioning officers and other stakeholders.
- Review national guidance and best practice on evidence based interventions to tackle child poverty.
- Undertake an analysis of the data based around the building blocks of child poverty, including qualitative research with practitioners and service users and the findings from the child poverty consultation.
- Assess the level of service provision across the city and its effectiveness; identify the profile of the most vulnerable groups, which neighbourhoods are the most affected and where gaps exist in service provision.

- Make recommendations that will inform the development of the city strategy and action plan.

2.2.3 COMMUNICATIONS, CONSULTATION AND ENGAGEMENT

Purpose: To ensure that the child poverty strategy and action plan is supported as a result of full and inclusive involvement from key stakeholders and the community in its development and that the city's approach to tackling child poverty is effectively communicated across the city.

A communications, consultation and engagement plan will be developed that will set out our approach for consulting and engaging key stakeholders in the development and delivery of the strategy and action plan. This will ensure that:

- The views of the public and practitioners are taken into account as part of the development of the strategy and action plan.
- Key stakeholders are involved in setting the priorities and are brought into the process to develop and deliver the strategy and action plan.
- The profile of child poverty in the city is raised through effective communication and our approach to tackling child poverty is publicised and open and transparent.

2.2.4 CHILD POVERTY STRATEGY AND ACTION PLAN

Purpose: To engage in an inclusive process to develop the strategy and action plan. This strategy will seek not to duplicate but to reinforce existing and upcoming plans and activities while highlighting key gaps in service provision and/or areas of underperformance.

Objectives:

- Collate the information from the needs assessment, evidence bank and the engagement and consultation feedback to identify gaps and formulate priorities.
- Review other child poverty strategies and identify what is working well in other local authority areas and whether these approaches could work for Plymouth.
- Facilitate a stakeholder workshop to agree draft priorities and develop the first draft of a strategy and action plan for consultation.
- Using consultation feedback, develop the strategic plan and delivery plan that aligns with other strategies and plans within the Council and partner agencies, and forms a key part of the Plymouth Plan.

3. PROJECT GOVERNANCE ARRANGEMENTS

- 3.1 **Governance:** It is proposed that the cross party working group will oversee the strategy development process. Additional members will be identified by the Chair with support from Pam Marsden, Assistant Director for Joint Commissioning and Adult Social Care and SMT Lead for Child Poverty. Overview and Scrutiny Management Board will provide pre-decision scrutiny. Project updates will also be provided to the People Directorate Programme Board.

3.2 Project Milestones:

Child Poverty Needs Assessment published	End September 2012
Stakeholder workshop	Early October 2012
Draft Strategy to Overview & Scrutiny Management Board	31 October 2012
Draft strategy to Cabinet to initiate consultation	27 November 2012
Draft Strategy - Consultation and engagement period	December 2012 – January 2013
Final Strategy and Action Plan to Overview & Scrutiny Management Board (OSMB)	27 February 2013
Final Strategy and Action Plan to Cabinet	02 April 2013
Final Strategy and Action Plan to Full Council	22 April 2013

3.3 Project Team: The project team will primarily be made up of resources from within the Policy, Performance and Partnership Service within the Chief Executive's Office, who will work closely with colleagues across all Directorates in Plymouth City Council and across other agencies.

3.4 Budget: Financial resources will be allocated from within the Chief Executive Office's budget to facilitate the prioritisation activities in October 2012 as well as consultation and engagement activities towards the end of 2012 and early 2013.

4. PROJECT INTERFACES

Child poverty is everyone's business if real progress towards achieving the city's outcomes is to be made. While a statutory requirement to develop a child poverty strategy, the form in which this will take is yet to be determined. However it is essential that working links are established with key citywide strategies under the umbrella of the Plymouth Plan, including the Health and Wellbeing Strategy, Local Economic Strategy, Children and Young People's Plan and the Transport Strategy.

5. RISKS

5.1 The primary risk of not addressing child poverty is that the numbers of children, young people and parents affected across the city will continue to rise during a time of austerity, rising unemployment and significant welfare reforms that are estimated to affect 20% of Plymouth's population. Such increases in child poverty levels will have a negative impact across the city, in terms of meeting our key performance indicators, additional pressures on already stretched service pressures and a lower quality of life for our families.

5.2 Inter-generational child poverty represents a deeply rooted social problem that is not easily resolved and requires sustained efforts by agencies and partners as well as within communities themselves to effectively break this cycle. To this end, it is essential that the strategy engage in a child focused approach that mitigates the effects of poverty while simultaneously meeting the needs of parents to provide the best for their children.

5.3 Operational risks focus on Council and partner services not joining up to maximise available resources to effect positive change against child poverty outcomes.

ANNEX I

Child Poverty Cross Party Working Group Terms of Reference (August 2012)

Purpose

To oversee the development of an evidence based child poverty strategy and action plan for the city for the three years 2013 – 2016.

Objectives

1. To ensure leadership and ownership of the child poverty agenda at a senior level to enable the development and effective delivery of the strategy and action plan
2. To oversee and review the needs assessment and evidence bank
3. To ensure that the child poverty strategy and action plan is supported as a result of full and inclusive involvement from key stakeholders and the community in its development
4. To oversee the development of the strategy and action plan, providing guidance and challenge where appropriate
5. To oversee the development of options for future governance arrangements and agree the option to be put in place with Cabinet and full Council following the expected dissolution of this working group.

Membership and Resources

- Cllr Penberthy (Chair)
- Cllr Sam Leaves (Vice Chair)
- Cllr Nicky Williams
- Cllr Lynda Bowyer
- Cllr Sally Bowie
- Cllr Terri Beer

At least one member of the group is to be a Cabinet member. The working group is quorate when at least one member is present from each political party.

CMT Champion: Carole Burgoyne, Director for People

SMT Lead: Pam Marsden, Assistant Director for Joint Commissioning and Adult Social Care

Officer support: Candice Sainsbury, Senior Policy, Performance and Partnerships Advisor and Lucy Davis, Policy and Business Planning Officer.

Activities and timescales

1. Review and agree project brief, findings from the needs assessment and updated Terms of Reference (August 2012)
2. Review the findings from the Literature Review and best practice (September 2012)
3. Undertake prioritisation exercise with key stakeholders as a result of the findings from the needs assessment and evidence bank (October 2012)
4. Oversee and agree the draft document for consultation (October 2012)
5. Undertake consultation with key stakeholders (December 2012 to January 2013)
6. Oversee the development of the child poverty strategy and action plan (September 2012 to February 2013).

Governance and reporting

The group will report on progress as follows:-

Document(s)	Committee	Date
Project plan and needs assessment	Cabinet	11 th September 2012
Consultation document	OSMB	31 st October 2012
	Cabinet	27 th November 2012
Final draft strategy and action plan	OSMB	27 th February 2013
	Cabinet	2 nd April 2013
	Full Council	22 nd April 2013

The working group will be convened by Candice Sainsbury and meet in⁴:-

- September 2012
- October 2012
- November 2012
- February 2013
- March 2013

Additional meetings will be scheduled as necessary. Stakeholders may be invited by the group to attend meetings.

⁴ Appropriate dates and times to be scheduled in these months

ANNEX 2 - TACKLING CHILD POVERTY IN PLYMOUTH

In 1999, the Government made a commitment to end child poverty by 2020. Child poverty matters because it means children suffer both now and in the future. The causes and consequences of child poverty, both temporary and persistent, are multiple and complex.

Tackling child poverty is a top priority for Plymouth and there is strong cross party commitment to addressing it. A cross party working group has been established to oversee the development of a strategy and action plan to tackle child poverty in Plymouth. As part of this work a city wide consultation was undertaken throughout June and July to better understand the situation in Plymouth and agree a local definition of child poverty.

Our local definition of child poverty

'Child Poverty is essentially a result of poverty in families. Child Poverty is not simply due to a lack of money in the family. It is the outcome of economic, environmental and social factors and can damage a child's development and limit or prevent children and young people from having many of the experiences and opportunities that others take for granted.'

Plymouth Children and Young People's Plan 2011-14

How we will measure child poverty

In order that we are able to continue to measure our progress against other local authority areas we will continue to use the national measure:

'The proportion of children living in families in receipt of out of work (means-tested) benefits or in receipt of tax credits where their reported income is less than 60 per cent of median income'.

Her Majesty's Revenue and Customs, 2009 (formerly National Indicator 116)

The most recently available national data shows that families earning less than £214 per week are classed as living in poverty. In Plymouth this equates to 11,700 children living in poverty, of which 10,380 are aged under 16. This measure is currently based on income and does not take into account other factors such as life chances and family circumstances. This is acknowledged by the government who will be going out to consultation to develop a broader measure in October 2012. Locally we are already using a number of supplementary indicators to better understand the profile of child poverty in Plymouth.

Our challenge

Plymouth has a higher rate of child poverty than the national average (22.1% compared to 21.2% nationally and 16.5% in the South West region). In Plymouth 11,700 children live in poverty, a rise of just over 600 children from 12 months earlier, of which 10,380 are children aged 16 and under in child poverty (23%)⁵. Our target is to reduce child poverty to 10% by the year 2020 and we need to work together across the city to do this. We cannot afford to be complacent about this issue.

⁵ Snapshot as at 31 August 2009 compared to 31 August 2008 - most recently available data from Her Majesty's Revenue and Customs NI 116

CITY OF PLYMOUTH

Subject: Performance and Finance Report (including Capital Programme update)

Committee: Cabinet

Date: 11 September 2012

Cabinet Member: Councillor Lowry

CMT Member: CMT

Author: David Northey, Head of Finance
Patrick Hartop, Policy and Performance Officer

Contact: Tel: (01752) (30)4942
e-mail: david.northey@plymouth.gov.uk
patrick.hartop@plymouth.gov.uk

Ref: fin/djn07/12

Key Decision: No

Part: I

Executive Summary:

This report is the first monitoring report for 2012/13 and outlines the performance and finance monitoring position of the Council as at the end of June 2012.

This report is also the first under the new Administration, and the last in its current format. It will be replaced by a shorter, more focused report. It will continue to focus on the overall financial position for the Council, but will clearly link the financial position relative to the new administration pledges. The report will set out the variances to the budget; explain the impact of the variances on the full year financial position; and most importantly set out the countermeasures.

The primary purpose of this report is to detail how the Council is delivering against its key indicators in terms of performance, and its financial measures using its capital and revenue resources. It is deliberately strategic in focussing on key areas of performance, expenditure, and risk.

Performance summary

Performance indicators used in this report represent Plymouth City Council's contribution to delivering the citywide priorities of Growth, Aspiration, Inequalities and Value for Communities.

The overall performance position at the end of the first quarter is as follows; 50% of our performance indicators monitored in year are on track, with a further 25% just off track. Therefore, despite the difficult circumstances we are currently facing, we can report 75% of our performance indicators are there or there about on target.

Finance summary - Revenue

The Council is currently forecasting a revenue over spend at year end of £1.789m against a net revenue budget of £203.765m. This equates to a net spend of £205.554m which is a variance of 0.9%. This assumes no corrective action, in fact officers have been tasked with working with the relevant portfolio holders to identify options for delivering a balanced budget

Table 1 End of year revenue forecast

	Latest Approved Budget £000	Forecast Outturn £000	Variance £000
Total General Fund Budget	203,765	205,554	1,789

Finance summary – Revenue Delivery Plans

Work continues to progress the revenue delivery plans set out for 2012/13, with details within each directorate section of the report.

Finance summary - Capital

In the budget report taken to full Council in Feb 2012, the 2012/13 Capital Programme stood at £51.121m. Following approval of new schemes, re-profiling and variations at Full Council in April and June 2012, the capital programme for 2012/13 was £58.379m however the latest forecast at the end of June 2012, is now £59.943m. Full details are contained in Section 3.5 and Table 5.

Corporate Plan 2012-2015:

This quarterly report is fundamentally linked to delivering the priorities within the Council's Corporate Plan. Allocating limited resources to key priorities will maximise the benefits to the residents of Plymouth.

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

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

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

The reducing revenue and capital resources across the public sector has been identified as a key risk within our Strategic Risk register. Equality Impact Assessments have been undertaken on the Delivery Plans that underpin the 2012 13 budget.

Recommendations & Reasons for recommended action:

That Cabinet:-

1. Note the forecasted overspend for the year against budget of £1.789m and the performance contents of this report, and ensure Portfolio Holders and Officers continue to work closely together to improve performance and take corrective action to deliver a balanced budget position.
2. Approve the re-profiling and variations (reductions) of (£2.945)m in 2012/13 and (£8.576)m for future years to capital spend as detailed in Table 3
3. Recommend to Full Council the new capital schemes over £0.500m for investment as detailed in Table 4 amounting to £4.450m in 2012/13 and £4.450m for future years.
4. Approve the budget virements as detailed in Table 15 of the report
5. Approve the move to a revised, more focused finance report, clearly linking the finance position to the new administration pledges, and setting out the countermeasures for any significant variances.

Alternative options considered and reasons for recommended action:

Actions are recommended in response to specific variances in either performance and / or finances identified throughout the report.

Background papers:

- 2012 Plymouth City Council Corporate Plan
 - 2012/13 Budget Setting papers published in December 2011
 - 2012/13 Revenue & Capital Budget – February 2012
 - Joint Performance and Finance Report – June 2012
-

Sign off:

Fin	McI2I 3.008	Leg	TH0 050	HR	MG1213/0 8001	Corp Prop	n/a	IT	n/a	Strat Proc	n/a
Originating SMT Member M Coe											

Plymouth City Council
Performance and Finance Monitoring – 2012/13
Quarter 1 to 30 June 2012

I. Introduction

- I.1 With diminishing financial resources, it is fundamentally important that the Council maintains a clear focus on delivering progress against the identified corporate and city priorities, and the new administration pledges.
- I.2 Performance and Finance information, and associated Delivery Plans, are owned by Directors and their Management Teams. Much progress has been made in recent years to ensure that cross cutting priorities are delivered and that finance is allocated to areas of most importance to the public (e.g. protecting the delivery of front line services)
- I.3 This report outlines the progress against key performance indicators, forecasts the year end revenue position, provides details of progress against delivery plans and recommends updates to the council's capital programme. This is the first quarterly report of the year, and the period of this report covers April to the end of June 2012.
- I.4 This report contains the following sections and Appendices:-

Section 'A' – Executive Summary – Finance

- Revenue
- Capital

Section 'B' – Departmental Performance & Finance Report

Section 'C' - Concluding Remarks

Appendices

- Appendix A – Finance Monitoring Summary Graph.

SECTION A - EXECUTIVE SUMMARY – FINANCE

2. General Fund Revenue Budget

- 2.1 Council approved a net revenue budget of £203.765m for 2012/13 at its meeting on 27 February 2012. At the end of this first quarter, to the end of June 2012, we are reporting an over spend of £1.789m. Table 2 below shows the forecast year end position across directorates.

Table 2 End of year revenue forecasts

DIRECTORATE	Council Approved Budget Feb '12 £000	Budget Virements £000	Latest Approved Budget £000	Forecast Outturn £000	Monitoring Variation to 30 June 2012 £000
PEOPLE	122,620	1,210	123,830	124,419	589
PLACE	42,460	476	42,936	43,743	807
CORPORATE SERVICES	30,296	241	30,537	30,930	393
CHIEF EXECUTIVE'S OFFICE	1,901	366	2,267	2,267	0
CORPORATE ITEMS	6,488	(2,293)	4,195	4,195	0
TOTAL NET BUDGET	203,765	0	203,765	205,554	1,789

- 2.2 Further details of the variations are outlined in the individual Directors reports in Section B of this report.

Recommendation

1. Cabinet note the forecasted overspend for the year against budget of £1.789m and the performance contents of this report, and ensure Portfolio Holders and Officers continue to work closely together to improve performance and take corrective action to deliver a balanced budget position.

2.3 Delivery Plans

In setting the budget for 2012/13, departmental delivery plans were agreed in order to achieve a balanced budget. Overall, progress has been made across the majority of these plans. The Red / Amber / Green (RAG) rating applied in this report have been robustly challenged.

Inevitably, throughout the year, original Delivery Plans will change due to changes in circumstances. Where such variations occur, initially it is the responsibility of the

sponsoring department to develop and implement alternative budget delivery plans and actions. Only where there is no planned remedial action to address a non performing delivery plan will a forecasted overspend be reported.

Major variations to delivery plans will be reported within individual departmental sections. It is imperative that Cabinet Members continue to challenge all Directors.

3. Capital Programme

- 3.1 In the budget report taken to full Council in Feb 2012, the 2012/13 Capital Programme stood at £51.121m. Following approval of new schemes, re-profiling and variations at Full Council in April and June 2012, the capital programme for 2012/13 was £58.379m however the latest forecast at the end of June 2012, is now £59.943m. These figures do not include the Tamar Bridge & Torpoint Ferry capital schemes of £1.626m that were approved by the Joint Committee and taken to PCC Full Council in January 2012.
- 3.2 Due to timing around the delivery of capital spend, and variations due to programme slippage, changes in priorities, contractor performance, ability to achieve capital receipt etc. we are now reporting the following changes to the timing of capital spend over the next four financial years:

Table 3 – Recommended Re-profiling and Variations to Capital Programme

2012/13 £000	2013/14 £000	2014/15 £000	2015/16 £000	Re-Profiling / Other Variations
				Re-profiling
(800)	800	0	0	Plymouth Life Centre - Ice Provision
(1,000)	1,000	0	0	Pilgrim- Basic Need
(1,092)	1,092	0	0	Mercury abatement equipment in Crematoria
(1,600)	400	1,200	0	History Centre (see 3.3 below)
30	(30)	0	0	Laira Green- Basic Need
79	(79)	0	0	Marine Academy Plymouth
				Other Variations
0	0	893	0	Disabled Facilities – projection of funding for 2014/15
242	0	0	0	Marine Academy Plymouth – additional works funded by schools
348	0	0	0	All Saints Academy Plymouth – additional works funded by schools
118	228	120	0	Plymouth Station Phase 3 – additional grant funding awarded
0	0	(1,000)	(13,200)	Eastern Corridor – changes to availability of future funding for block schemes
730	0	0	0	Other Variations (see 3.3 below)
(2,945)	3,411	1,213	(13,200)	Total Re-Profiling / Other Variations

- 3.3 The History Centre project is subject to option appraisal work, currently on-going, which is considering the suitability of the location, building etc. Other variations include potential additional costs associated with the on-going works at West Hoe Pier as additional voids have been found in phase one works and removal of soil bund within Central Park.

- 3.4 The Capital Delivery Board has recently considered, and prioritised, a number of other new capital investment projects that deliver outcomes against corporate priorities. These schemes will be presented for approval at the next Full Council meeting in September 2012.

Table 4 – New Schemes to the Capital Programme

£000 12/13	£000 13/14	£000 14/15	£000 15/16	
5	0	0	0	Weston Mill Garden S106
24	0	0	0	Plymstock - SEN Provision
30	0	0	0	Flood defence works - Burniston Close
59	0	0	0	Schemes Approved Through Delegated Powers
500	500	0	0	Health Income to fund Disabled Facilities *
3,950	3,950	0	0	University Technical College
4,450	4,450	0	0	Schemes to be Approved at September 2012 Council
4,509	4,450	0	0	Total of new Schemes

* Programmed to go to August Capital Delivery Board

- 3.5 The Capital Programme is always subject to variations, due to a number of different factors and these are reviewed each month through a financial report to the Capital Delivery Board.

Table 5 – Revised 2012/13 Programme following approvals at Full Council (September 2012)

	£000
Programme following approvals at Full Council June 12	58,379
Re-profiling for approval at September Cabinet (Table 4)	(4,383)
Variations / Virements for approval at September Cabinet (Table 4)	1,438
New Schemes for approval at September Council (Table 5)	4,450
New schemes already approved through delegated powers	59
Revised (Latest Forecast)	59,943

Capital Expenditure to Date

- 3.6 To date, we have spent £5.477m which equates to 9.14% spend against the revised estimated annual spend of £59.943m. Directorates are confident that they will be able to deliver the majority of the approved capital programme in year. Further re-profiling will be considered by the Capital Delivery Board in consultation with the cabinet member for finance, submitted to Cabinet and recommended to Full Council at monitoring stages.

Recommendations:

2. Cabinet approve the re-profiling and variations (reductions) of (£2.945)m in 2012/13 and (£8.576)m for future years to capital spend as detailed in Table 3.
3. Cabinet recommend to Full Council the new capital schemes over £0.500m for investment as detailed in Table 4 amounting to £4.450m in 2012/13 and £4.450m for future years.

Capital Receipts

- 3.7 There has been a decline in the availability of capital receipts over the last couple of years due to falling property and land prices and the use of assets in delivering wider employment and growth. The current Medium Term capital programme assumes generation of £17.167m receipts up to, and including, 2015/16 although current valuations show an estimated value of £14.168m (see 3.8) giving a potential shortfall of £2.999m.
- 3.8 The capital receipts now available to fund the programme (RAG rated) from the disposal of land and buildings are as follows:

Disposal of Land / Buildings	£m
2011/12 B/fwd	2.176
2012/13 Estimated Receipts	5.678
2013/14 Estimated Receipts	3.657
2014/15 Estimated Receipts	2.618
2015/16 Estimated Receipts	0.039
Total	14.168

- 3.9 The Council uses capital receipts as part of its funding streams however the timing of when the capital receipts are paid into the Council and when the programme delivery is requiring the receipts will never be a balanced position. As such, any temporary shortfall of required capital receipts will need to be funded by short-term unsupported borrowing that would be financed from the Capital Finance Reserve or the working balance, until such time as additional capital receipts are generated.

Capital Medium Term Forecast

- 3.10 Projecting forward the above changes across the next three financial years provides a projected capital programme as detailed in Table 7. This is the programme based on known projects and predicted funding streams. The council will remain proactive at optimising external grant funding wherever possible in order to continue significant capital investment in the city. The Council has adopted a four year Capital MTFF aligning it with the number of years over which the revenue MTFF is based. The programme contains the predicted income lines from un-ringfenced government grants so is a stable prediction of the MTFF, however it is anticipated that this programme will grow in future years when we receive more certainty around future funding streams.

Table 6 – Capital Medium Term Forecast & Funding

	2012/13 Revised £000	2013/14 Revised £000	2014/15 Revised £000	2015/16 Revised £000	Total £000
People	37,992	23,498	7,612	1,982	71,084
Place	13,204	11,511	7,791	350	32,856
Corporate Services	8,747	1,346	750	500	11,343
Total	59,943	36,355	16,153	2,832	115,283

Funding Source	2012/13 £000	2013/14 £000	2014/15 £000	2015/16 £000	Total £000
Capital Receipts	9,615	6,352	1,200	0	17,167
Unsupported Borrowing	6,625	1,843	750	500	9,718
Supported Borrowing	107	0	0	0	107
Grants & Contributions	40,355	27,412	13,116	2,332	83,215
SI06 / Tariff	1,192	50	750	0	1,992
Revenue & Funds	2,049	698	337	0	3,084
Total	59,943	36,355	16,153	2,832	115,283

SECTION B – DEPARTMENTAL PERFORMANCE & FINANCE REPORT**4 People****4.1 Finance and Performance Summary; General Fund Revenue Forecast is an overspend £0.589m**

Responsible Officers: Maggie Carter / John Searson / Dave Simpkins / Stuart Palmer

- 4.2 This report sets out the Finance position for the People Directorate, forecasting the year end position as at June 2012.
- 4.3 The revenue position is shown in the table below with the current year end forecast of £0.589m overspend (0.4% of net budget)

Table 7

Service	Latest Approved Budget £m	Forecast Year End Position £m	Variation at June 2012 £m
Children's Social Care	26.757	27.277	0.520
Joint Commissioning & Adult Health and Social Care	67.931	67.931	0.000
Education, Learning & Family Support	16.030	16.097	0.067
Homes & Communities	9.332	9.334	0.002
Programmes Director Projects	3.412	3.412	0.000
Management and Support	0.368	0.368	0.000
Total	123.830	124.419	0.589

4.4 People Context

Like the rest of the Council, services in the People Directorate are facing significant external challenges from welfare reform, the general state of the economy and the changing structure of the population which will see a continually ageing population on the one hand and, for the foreseeable future higher levels of young children. These demographic changes place high pressure on statutory social care services. In line with government policy the agenda for the Directorate is on strategic whole system transformation aiming to shift resources to spend more on:

- Really good, easy to access information, advice and advocacy to help more people to help themselves
- Accessible, low level practical help to avoid crisis and maintain independence
- Self- directed support through personal budgets and direct payments to reduce dependence on statutory services and achieve better outcomes for people and their families

All underpinned by high quality statutory services aimed at protecting the most vulnerable in society from harm and neglect and ensuring services are focused on delivering better outcomes for individuals.

Therefore our strategy is fourfold working with people, communities and partners to invest in:

- Universal services
- Early intervention and prevention
- Choice and control
- Social capital

4.5 **Children's Social Care**

Children's Social Care is projecting a year end adverse variation of £0.520m. The current overspend on Independent Sector Placements is being offset by savings within the In-House Foster Care Service. Plans are in place to reduce the Children in Care Service dependency on the Independent Sector as the number of In-House carers grow.

Delivery Plans have been reviewed with new plans put in place to address the shortfall in Children's Social Care. The Division are looking to reduce the remainder of the Delivery Plan £0.520m through additional savings identified by Service Managers within the financial year and this will continue to be monitored on a monthly basis.

Referrals to children's social care continue to rise. The 11/12 outturn number of 3609 was 20% higher than the 10/11 outturn. Numbers in the first quarter of this year are 20% higher than the same quarter last year. This has created workload pressures in our advice and assessment service. Action is being taken to mitigate this and our performance against initial assessment timescales despite an initial dip has now recovered and is holding steady, just below our annual target.

This increase in referral numbers has not, so far, led to a corresponding increase in the numbers of children subject to child protection plans or children in care that is often seen in such circumstances. This is likely due to the effectiveness of our family support services that are performing well in intervening to reduce need amongst these complex and vulnerable families. Currently child protection plans and children in care numbers are holding steady and we are therefore on track to meet our annual target. The issue however is that this could at any time change due to in year service demand and in meeting our statutory obligation to protect children. Caseload pressures are monitored weekly across all services. There is a particular focus on advice and assessment currently. We are reviewing the staffing establishment, addressing vacancies and utilisation of agency staff cover in this service.

A key dependency for children's social care in terms of stemming the increase in referral numbers is implementation of the early intervention and prevention strategy. This will increase family support capacity in the City to meet need earlier, improve outcomes and therefore reduce demand at the front door of social care. CAF activity is continuing to substantially increase with quarter one performance well over target. The early intervention programme plan will ensure deployment of resources such as the early intervention grant in specialist services for example, parent alcohol programme and domestic abuse services. This will address need at both the specialist and lower early intervention levels.

A high level of HR scrutiny has been in place to address attendance rates, including an attendance action plan. Specific issues identified include:

- a. high sickness levels within the Out of Hours service as various issues have been identified and addressed by a new service manager. Most issues are now resolved and attendance is improving.
- b. The I6+ team currently have a high level of employee issues impacting on attendance and absence case drift has been identified where managers need to work more closely with HR to improve the attendance.
- c. Monitoring caseloads, addressing vacancies and utilisation of agency staff cover, particularly within the Advice and Assessment service.

4.6 **Joint Commissioning & Adult Health and Social Care**

The department is divided into 3 distinct areas:

- Strategic Commissioning and contracting of a wide range of universal services, including information, advice, advocacy, early intervention and prevention for people who use services and their carers, and for residential care and housing related support.
- Direct service provision for vulnerable people eligible for Council support.
- Assessment and Care Management including statutory functions carried out through assessment and support planning services for individuals

The transformation programme covers everything we do and 2012/13 is a critical stage of implementation. The Assessment and Care Management Service completed the full implementation of the new personalised operating system in July which has involved a complete management restructure, introduction of a new IT system including the “paperless” office and mobile working for all front line staff; plus a new, free, up-front offer for all clients of a short term period of reablement to delay or avoid entry into long term care. The new systems offers personal budgets for all people eligible for on- going Council support.

The new service aims to operate without waiting lists: “doing today’s work today”. As all staff have undertaken a 6 day off line induction programme there have been anticipated reductions in performance due to reduced capacity over the last few months. An example of this has been a temporary increase in Delayed Transfers of Care during May. These figures are now improving. This has been mitigated by ensuring good communication with partners, particularly those in health.

The key national indicator that applies to the new operating system is NI 130 which requires councils to offer 100% of eligible service users a personal budget by March 2013. This is a stretch target for all Councils and the current trajectory is for Plymouth to reach 60% by March 2013 achieving 100% by September 2013. Currently we are on target to achieve this.

Throughout the period of the ASC restructure, which began in November 2011 there has been uncertainty for staff in terms of:

- the management recruitment and selection process,
- the new operating model
- line management arrangements

This period of major service change has for some staff manifested itself in a higher level of sickness. There will be a further period of bedding down the new structure, however the management arrangements that are now in place are focused on managing and maintaining staff attendance at work.

There is positive evidence across the service of the use of the Managing Attendance Policy with a number of cases progressing to capability hearings. In addition a number of high absentee staff continue to be managed effectively and in some cases this has resulted in dismissal.

4.7 Education, Learning and Family Support

Education, Learning and Family Support is projecting a year end adverse variation of £0.067m which relates to the Hoops 4 Health contract renewal. Hoops 4 Health is the Plymouth Raiders' basketball teams' community scheme, now in its third year and a £0.067m contract has been signed with Plymouth City Council for this financial year. It is anticipated that this and the red delivery plans for this area will be contained by maximising the use of grants and other budget reductions in this department which will be finalised in the next few months. NEET performance is on track to deliver the 2012/13 target of 7.9%. However, it will not be fully known whether this can be maintained until current school leavers enter the labour market and further education in September. Following rigorous support and challenge of primary schools failing to meet floor standards it is likely that the number falling below national expectations will be dramatically reduced. Provisional results will be available in September. Education, Learning and Family Support currently has the lowest absence rate within People Directorate. Average working days lost have been steadily reducing: 8.54 (April); 7.58 (May) to 7.22 (June) and the trend remains downwards. A comparison of long and short term sickness absence shows a slight increase in long term but a decrease in short term absences. However, there has been an increase in those cases entering the top 100. This issue is being addressed by managers who will be raising capability reports where appropriate. Recent appraisals have been used to ensure objectives secure better management of absence.

4.8 Homes & Communities

Homes and Communities is reporting a zero variation. Delivery Plans have been put in place in order to achieve the target of £0.067m. Close monitoring of the high risk areas such as Bed & Breakfast payments and changes to income levels from Service Level Agreements to spot purchasing arrangements within the 'Family Intervention Service'. The direction of travel on sickness absence is downwards for this area with some long term sickness cases recently being resolved.

Across all Homes and Communities services we are reporting performance at on or above target for most indicators. Crime targets which were challenging have all come back into target with the exception of violent crime. However a concerted multi agency set of actions is in train led by ourselves and the police. ASB levels have been reduced by 30% on last year's figures

4.9 Programme Director Projects and Management & Support

There are no financial variations to report

4.10 Delivery Plans 2012/13

The People Directorate Delivery Plan totals **£7.044m** for 2012/13. The following table shows the summary position by Red Amber and Green rating (RAG).

Table 8

Service	£ 000's	£ 000's	£ 000's	£ 000's
	RED	AMBER	GREEN	Total
Adult Health & Social Care	0	3,651	950	4,601
Children Social Care	437	597	250	1,284
Education, Learning & Family Support	378	130	485	993
Homes & Communities - Safer Communities	0	0	27	27
Homes & Communities - Strategic Housing	0	0	39	39
Other	100	0	0	100
Grand Total	915	4,378	1,751	7,044

4.11 Schools

4.12 The Dedicated Schools Grant (DSG) position is reported to the Schools Forum each time that they meet. The latest reported position of May 2012/13 is attached.

4.13 The latest forecast shows a projected monitoring underspend of £0.252m for DSG funded activities which is in relation to Direct School Expenditure.

Savings reported on the Direct School Expenditure relates to:

1. The Department for Education has allowed local authorities to exclude insurance from the DSG recouped for academies. This is aimed at evening out inconsistencies across the country in the way insurance is treated. The saving is for one year only. From 2013/14 insurance will be included in the academies pupil led funding and recouped accordingly.

2. The adjustment of early years funding to reflect a higher number of children on the summer 2012 headcount.

4.14 Risks and Issues

1. Demographics and high cost packages in ASC
2. Income levels in sold services to schools and academies do not reach planned levels
3. Looked after children numbers increasing could result in higher costs of care if the early intervention and prevention strategy does not deliver change
4. Home Office transfer of financial responsibility for young offenders remanded to the local authority will have an impact on resources particularly around social worker and independent reviewing officer time.

5. Increasing cost pressures based on increasing demand and volume of people who are at risk of homeless or have significant housing needs
6. Transformation of ASC operational processes are in the transitional year which will need careful financial management
7. Utility costs relating to the Life Centre may be more than budgeted for and under the Leisure Management contract the Council would need to review performance.
8. Impact of Welfare reform on the ability to place homeless families is already starting to occur
9. Grants within the department need careful management to plan for potential reductions in future government spending reviews

4.15 Medium Term Issues

1. Reducing resources against raising expectations and demand
2. Changes to schools formula funding
3. The impact of Welfare reform
4. Level of grants available

5 Place

5.1 Finance and Performance Summary; General Fund Revenue Forecast is an overspend £0.807m

Responsible Officers: Jayne Donovan / David Draffan / Paul Barnard / Clive Perkin

- 5.2 This report sets out the Finance position for the Place Directorate, forecasting the year end position as at June 2012.
- 5.3 The revenue position is shown in the table below with the current year end forecast of £0.807m overspend (1.9% of net budget)

Table 9

Service	Latest Approved Budget £m	Forecast Year End Position £m	Variation at June 2012 £m
Economic Development	1.690	1.734	0.044
Planning	1.765	2.033	0.268
Transport & Infrastructure	14.496	14.976	0.480
Environmental Services	24.858	24.928	0.070
Strategic Waste	0.305	0.250	(0.055)
Business Support	(0.626)	(0.626)	0
Management and Support	0.548	0.548	0
Place Budget Savings	(0.100)	(0.100)	0
Total	42.936	43.743	0.807

5.4 Economic Development - £0.044m adverse variation

The first quarter has seen a sustained downward pressure on commercial rents with the continuing difficult economic climate and the double-dip recession. A number of tenants have ceased trading resulting in increased holding costs as well as reduced rental income. A number of rent reviews and lease renewals are currently under negotiation on west end retail units where final settlements of up to 30% reductions on current rental levels are expected, making current income targets unachievable as flagged up in budget preparation for 2012/13. There is also the additional pressure of £20,000 professional fees relating to the airport. The Land & Property Team continue to pro-actively manage the estate by seeking opportunities to maximise income from underutilised assets and offering competitive rentals and incentives to attract new occupiers to mitigate the current pressures.

A report on Youth Unemployment following a review by a scrutiny panel was taken to Cabinet in July. Cabinet approved all the recommendations including progressing work on an employability workshop, involving employers and education, later this year and to launch an initiative encouraging 1,000 companies in the city to take on at least 1 employee. A new Jobs Task Force was launched in July, which will produce a Plan for Jobs by December. It is chaired by the Leader, has a number of influential external members and is project managed by the Economic Development Team.

There is on-going support for city partners who are in dialogue with the LEP to access Growing Places Fund money for capital projects which support enterprise and new business creation.

Confirmation was received that our bid into the Coastal Communities Fund has successfully passed Stage 1. Stage 2 needs to be completed by September. Outcomes for Plymouth's Regional Growth Fund bids are expected in the autumn too.

In the private sector there have been a number of small-scale announcements of jobs being created and a major announcement of expansion by KPM [Kawasaki] which could create 100 jobs.

The Marine City Festival programme has been announced and it includes a business strand where as well as an Expo on the Hoe, the Economic Development Team will be arranging a visit by the Trade Minister to meet some of Plymouth's leading exporters and innovator companies.

A board has been formed to take forward the South West Marine Energy Park. The second edition of the Plymouth Economic Review was produced and published. The Council is in continued dialogue with the LEP about the how LEP can help bring more jobs and economic growth to the city. The ED Service is fully engaged with early internal discussions about the possibility of the Council pursuing a City Deal with Government in order to boost jobs and tackle deprivation.

5.5 Planning - £0.268m adverse variation

About £200K relates to costs associated with the North West Quadrant Public Inquiry. In addition, a shortfall of fees against budget of about £115K is currently projected given the continuation of the adverse economic climate, the impact of which is reduced by projected savings elsewhere.

5.6 Transport & Infrastructure - £0.480m adverse variation

The first few months has seen a number of increasing budget pressures, which include £150k from increased highway maintenance on pot hole repairs (additional DfT monies not forthcoming), £150k from rising street lighting energy costs, as well as c.£50k for CCTV due to loss of funding, following the end of the ten year funding for Devonport Regeneration Community Partnership. The period has also seen a drop in anticipated income from Parking of £100k due to poor economic climate and bad weather

5.7 Environmental Services - £0.070m adverse variation

This overspend, £70k external support costs for a procurement project, represents an unexpected pressure on the service and could therefore result in an overspend at year end. . However the service will continue to try and offset this pressure with further efficiency savings.

The percentage of waste recycled, reused and composted this quarter (NI 191) is above target with cumulative performance at 34.05% against an annual target of 34%. The expanded garden waste scheme is providing results with compost tonnages 11% higher than the same period last year and the highest tonnage collected in this quarter since the service began.

There has been a positive downward trend in working days lost within Environmental services for the past year due to regular monitoring, wellbeing meetings etc. This has brought the average down from c18 days lost early in 2011 to just over 11 in the first quarter of 2012. Work is still ongoing to reduce this figure further

5.8 Delivery Plans 2012/13

The Place Directorate Delivery Plan totals **£1.4m** for 2012/13. The following table shows the summary position by Red Amber and Green rating (RAG).

Table 10

Service	£ 000's	£ 000's	£ 000's	£ 000's
	RED	AMBER	GREEN	Grand Total
Transport & infrastructure			300	300
Other	800		300	1,100
Grand Total	800	0	600	1,400

5.9 The following significant risks are assumed within the Delivery plan.

- The £0.700m red rated delivery plans against other refers to the Accommodation Strategy Phase 1 that includes Civic Centre. The Introduction of Phase 2 has reduced part of the pressure from delivery plan, The Council has set aside an accommodation reserve to cover maintenance issues around the Civic Centre and any pressures on the Accommodation Strategy project. It is likely this will need to be utilised to address at least some of this pressure.

- The other £0.100m red rated delivery plan refers to a new action to review Customer Contact Centre.

5.10 Risks and Issues

- The department is currently facing risks from achieving consistent levels of External Income from Car Parking, Planning Fee Income and commercial Rent. This is impacting on Service Delivery.
- There are also pressures from the Public Enquiry linked to North West Quadrant.
- Environmental Services are currently considering replacement mini-bus replacements and any delay in this could have a consequential effect on the amount of savings anticipated to achieve service delivery plans for the current year.
- The Accommodation Strategy also presents a risk for the department as highlighted above

5.11 Medium Term Issues

The economic climate provides continuing challenges to Income targets for the departments within Place, in order for it to achieve future commitments. Rising energy prices will continue to add pressures for street lighting, whilst premise costs continue to rise. Increasing waste disposal costs have been projected for the next few years as the cost of tonnage increases.

6. Corporate Services

6.1 Finance and Performance Summary; General Fund Revenue Forecast is an overspend £0.393m

Responsible Officers: Malcolm Coe / Dave Saunders / Mark Grimley / Tim Howes

- 6.2 This report sets out the Finance position for the Corporate Services Directorate, forecasting the year end position as at June 2012.
- 6.3 The revenue position is shown in the table below with the current year end forecast of £0.393m overspend (1.3% of net budget)

Table 11

Service	Latest Approved Budget £m	Forecast Year End Position £m	Variation at June 2012 £m
Finance, Efficiencies, Technology & Assets	19.267	19.267	0.000
Democracy & Governance	5.055	5.256	0.201
Customer Services	4.763	4.763	0.000
Human Resources & Organisational Development	3.226	3.428	0.192
Departmental Management	0.181	0.181	0.000
Corporate Services Budget Savings	(1.965)	(1.965)	0.000
Total	30.537	30.930	0.393

6.4 Finance, Efficiencies, Technology & Assets

The Procurement Delivery plan remains a challenge. The corporate buyer function is delivering revenue savings which is added to through re-negotiation of major contracts and developing specific areas of category management. We are forecasting delivery of the required £1m savings in 2012/13, but need to re-assess our ability to deliver the challenging targets set in future years.

At the end of the first quarter collection rates for Council Tax and NNDR are slightly off track. The cumulative collection rate for Council Tax at the end of June stood at 26.53% against a target of 27.06%. However, collection rates are slightly up when comparing the same period last year. The cumulative collection rate for NNDR stands at 36.11% against a target of 36.48%. However, collection rates are over £1m higher than the same period last year.

There was a reduction in processing days for new benefit claims to 22 days in June from 24 in May. Processing of new claims has now seen a month on month reduction since the end of the financial year when performance stood at 28 days. The service has been working on reducing a backlog of claims which has had some impact on processing changes of circumstances. This has been caused by needing to implement a new Department of Works and Pensions system. It is anticipated that the backlog will be significantly reduced over the next two months. A new online self-service and changed working practices along with an improvement plan will all contribute towards improving performance over the next quarter.

6.5 Democracy & Governance

The current estimate due to the additional police authority elections and the fact that the local elections didn't coincide with any national elections (allowing costs to be shared) is for a pressure of £0.2m

6.6 Human Resources and Organisational Development

The SAP replacement is budgeted to drive out savings and improvements which will cover the cost of borrowing. At this stage we are forecasting a pressure in the current year for borrowing costs of £0.192m. The next key date for phase I of the project is go-live in payroll in November 2012.

6.7 Customer Services

The target for library visitor numbers 2012/13 represents a 3% uplift on 2011/12 in anticipation of increased footfall to our libraries following the introduction of the Health and Social Care Hubs. The project is officially launched on October 1st and, although visitor numbers are down month on month to date, the significant increase in visitors during July from the previous months indicates a potential turn in this trend.

6.8 Delivery Plans 2012/13

The Corporate Services Directorate Delivery Plan totals **£3.257m** for 2012/13. The following table shows the summary position by Red Amber and Green rating (RAG).

Table 12

Service	£ 000's	£ 000's	£ 000's	£ 000's
	RED	AMBER	GREEN	Grand Total
Finance, Efficiencies, Technology & Assets		1,050	400	1,450
Customer Services			480	480
HR & OD	527		400	927
Change Office / Cross Cutting		300	100	400
Grand Total	527	1,350	1,380	3,257

6.9 The following significant risks are assumed within the Delivery plan.

- The £0.527m red rated delivery plan against 3rd and 4th Tier Management Restructure is subject to clear costings and implementation across Directorates. At this stage Corporate Management Team anticipate that some of this delivery plan will be achieved through restructures by the year end, but until consultations and final costings have been undertaken the exact amount in year is not known. The delivery plan will be achieved for future years, and officers are reviewing the level of vacancies that could offset this delivery plan in the current year.

6.10 Risks and Issues

- Welfare reforms
- Procurement delivery plans

6.11 Medium Term Issues

- Welfare reforms
- Changes to business rates and housing benefit administration
- Realisation of benefits from IT/Customer project

7. Chief Executive's Office

7.1 Finance and Performance Summary; General Fund Revenue Forecast is breakeven

Responsible Officers: Giles Perritt / Richard Longford

- 7.2 This report sets out the Finance position for the Chief Executive's Office, forecasting the year end position as at June 2012.
- 7.3 The revenue position is shown in the table below with the current year end forecast of breakeven.

Table 13

Service	Latest Approved Budget £m	Forecast Year End Position £m	Variation at June 2012 £m
Policy Performance and Partnerships	1.454	1.454	0.000
Corporate Communications	0.568	0.568	0.000
Departmental Management	0.346	0.346	0.000
Delivery Plans	(0.100)	(0.100)	0.000
Total	2.268	2.268	0.000

7.4 Executive Office Context

A new Chief Executive has now been recruited and will join the authority in the Autumn. The financial performance will be updated to reflect the actual implication of the change in Chief Executive in the second quarters report. The rationalisation of Policy, Performance and Partnerships is now completed and the service is now at full establishment.

The final financial position for the service will be reported in the second quarters report once all non-staffing costs have been established. The Executive Office continues to drive reductions in cross cutting costs such as consultations, print, publicity and advertising and the production of corporate publications.

Attendance gives no cause for concern at the current time. The Professional Assistants restructure is near completion. The Head of PPP will now take overall management responsibilities for the Assistants. A financial update for this area will be given in the next quarterly report

7.5 Delivery Plans 2012/13

The Executive Office Delivery Plan of **£0.100m** for 2012/13 is current rated Amber.

Table 14

Service	£ 000's	£ 000's	£ 000's	£ 000's
	RED	AMBER	GREEN	Grand Total
Executive Office (Rationalise Printing, Publicity and Advertising)	0	100	0	100
Grand Total	0	100	0	100

7.6 Risks and Issues

- Legacy commitments (particularly to Adult Social Care and Children's Services) continue to dominate our resource allocation
- No audit of statutory requirements for policies leaves PCC exposed for inspections
- Poor quality assurance and concerns about the accuracy of data undermine the confidence stakeholders have in reports
- Technology fails to automate manual data manipulation
- Delivery plans are unsuccessful at meeting the budget for FY 13/14

8. Corporate Items and Cross Cutting Issues

Revenue budget forecasted out-turn

- 8.1 For this first quarter report, we are reporting a nil variance against the budget for the year. Therefore, at this stage we are assuming that the £0.5m contingency budget will be fully utilised during the year.

Capital Financing Budget /Treasury Management

- 8.2 The Treasury Management Board continues to meet regularly to discuss the actions in respect of borrowing and investments in accordance with the approved strategy.

• Debt Rescheduling

Movements in gilts over in the year have reduced PWLB loan interest rates meaning that there have been no opportunities to date to achieve savings from the repayment or rescheduling of long-term debt. It is unlikely that in the current climate interest rates will move in a favourable direction but PWLB rates continue to be monitored by Council officers and our Treasury Management advisors Arlingclose to take any opportunity to make revenue savings as and when this occurs.

- **Investments**

Council Officers and Arlingclose will monitor credit conditions and further deposits will be made in line with the Council's Treasury Management strategy when conditions are appropriate for such investments.

- **Icelandic Bank Update**

The Council continues to receive regular dividend payments in respect of its investment in Heritable bank, with the TM Board continuing to monitor the position closely. We are also working in conjunction with other Local Authorities with similar outstanding claims. Monies received to date are:

Glitnir - received £5,033,247.31 (principal £4,742,018.12 and interest £291,229.19) amounting to 79.03% of our agreed claim leaving a balance yet to be recovered of £1,335,240.36.

Landsbanki – received £1,747,374.90 (principal £1,654,658.06 and interest £92,716.84) amounting to 41.37% of our agreed claim. The amount received includes £516,791.13 received in 12/13 (May) made up of £489,369.86 principal and £27,421.27 interest leaving a balance yet to be recovered of £2,476,760.44.

Heritable – received £2,350,910.81 (principal £2,236,861.87 and interest £114,048.94) amounting to 74.56% of our claim. This includes £209,365.25 received in 12-13 (April and July) made up of principal of £199,208.37 and interest of £10,156.88 leaving a balance of £802,047.56 yet to be recovered.

Budget Virements

- 8.3 The Council's net budget requirement was set by Council at its meeting on 27 February 2012 at £203.765m. Amendments to this overall budget can only be made by Full Council. During the year there will be several movements in budget allocations across services/departments as part of the delivery of the day to day business of the Council. Movements in the budget are continually tracked and an audit trail held for budget control purposes. In addition, Financial Regulations require all budget virements in excess of £100,000 to be approved by Cabinet.

- 8.4 Cabinet are now requested to approve the budget virements detailed in Table 8. All of these virements balance to zero with the overall council net revenue budget remaining at £203.765m

Table 15 – Virements over £100k for Cabinet Approval

Virements over £100k	£000's		
DIRECTORATE	Revenue Grant Carry Forward	Grant Allocations	Total virements >£100k
PEOPLE	694	711	1,405
PLACE	213	154	367
CORPORATE SERVICES	0	0	0
CHIEF EXECUTIVE'S OFFICE	366	0	366
CORPORATE ITEMS	(1,273)	(865)	(2,138)
TOTAL	0	0	0

A brief explanation of these virements is as follows:

Revenue Grant Carry Forward

- 8.5 Revenue Grant Carry-Forward as agreed by CMT including the Performance Reward Grant, Early Intervention Grant, Mortgage Rescue, New Homes Bonus and Local Services Support Grant - Homelessness.

Grant Allocations

- 8.6 Transfer of the LSSG budget re lead local flood authorities to Transport and Infrastructure, Preventing Homelessness Grant & the community safety fund grant to Homes and Communities from Corporate Items.

Virements per Table 2

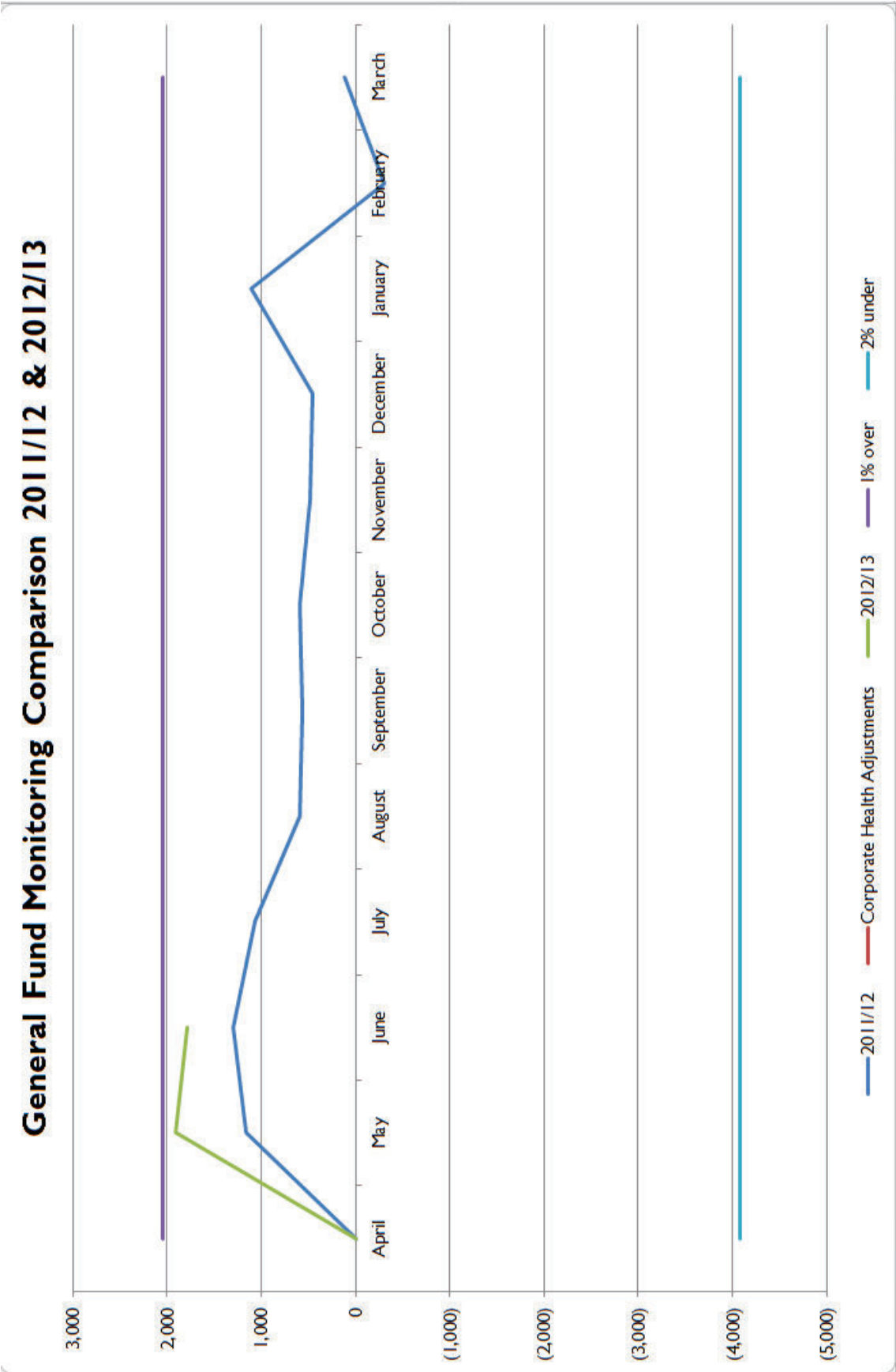
- 8.7 The total virements shown in Table 2 of this report, although still netting to zero, include those adjustments which individually are <£100k and therefore do not require cabinet approval. In total they amount to £155k.

Recommendation

4. Cabinet approve the budget virements as detailed in Table 15.

SECTION C - CONCLUDING REMARKS

- 9.1 We are now reporting for year two of our three year budget, in which we set out our plans to achieve budget savings of £30m by 2013/14. Building on the achievements during 2011/12. It is imperative that the current year Delivery Plans are also achieved in-year as they too roll forward to underpin the budget for next year.
- 9.2 Despite reduced funding, the council remains committed to improving services and has revised its performance management framework to ensure that key focus is maintained on performance measures that contribute most towards the council and wider city's priorities.
- 9.3 Overall for the performance position at the end of the first quarter there are no critical indicators which would suggest there are no major areas of concern. However, with 50% of our performance indicators monitored in year on track, this leaves a further 50% which are not on track. As stated in the report, with 25% of indicators just off track, despite the difficult circumstances we are currently facing, we can report 75% of our performance indicators are there or there about on target.
- 9.4 Although there are no critical issues to report on finance this time around, there are some areas of variance within individual departments that require close scrutiny.
- 9.5 Revenue budgets are currently forecasting an end of year over spend of £1.789m. Departments will continue to address this overspend as we target an on-budget outturn in March 2013.
- 9.6 Officers are working closely with the new administration to ensure the Capital Programme meets the new administration pledges.
- 9.7 Officers are now working closely with Cabinet on the preparation of more detailed budgets for the next 3 financial years.



PLYMOUTH CITY COUNCIL

Subject: The Plymouth Plan

Committee: Cabinet

Date: 11 September 2012

Cabinet Member: Councillor Brian Vincent

CMT Member: Anthony Payne, Director for Place

Author: Mike Palmer, Spatial Planning Manager

Contact: Tel: 01752 (30)4360
e-mail: mike.palmer@plymouth.gov.uk

Ref: MP

Key Decision: No

Part: 1

Executive Summary:

Plymouth has made considerable progress in responding to David Mackay's November 2003 'invitation to aspire', delivering a number of key developments and making significant improvements to the city over the period 2006 - 2012. Today, however, there are much more challenging circumstances facing the city. The recession's depth, length and severity has meant that times are tough for people, resources are scarce, and the progress that was carefully planned has been delayed by about 5 years. Much still needs to be done to make Plymouth a more prosperous, safer, knowledgeable, greener and healthier city - a city that meets all its residents' needs and that they can be truly proud of.

While the aspiration remains to make Plymouth 'one of Europe's finest, most vibrant waterfront cities where an outstanding quality of life is enjoyed by everyone', the path to achieving this needs to be reviewed and re-aligned to reflect the realities of current circumstances.

This report sets out an exciting approach to Plymouth reviewing its adopted Core Strategy and supporting Area Action Plans (AAPs), taking the city's statutory Development Plan forward within the context of the government's new Local Plan system. This will provide the foundations for preparing the new "Plymouth Plan", explaining how it will provide an integrated and holistic long term plan as to how the city will change between 2012 and 2031.

Essential to this will be an innovative approach to involving people in creating the plan in a way that will excite and engage a wide range of people. The final plan will reflect the aspirations of all Council services, local businesses and communities across Plymouth, and be a strategic plan for the city that they will use and that partners in the private, public and voluntary sectors from outside the city can 'buy in to'.

It is intended that the Plymouth Plan will be a strategic document that encompasses the whole of the city, as well as considering the city within its sub-regional and wider context. It will set out a vision

and path to improvement, providing strategic policies to guide future change. It will include both a 'bottom up' and 'top down' approach, so as to provide a context for improving the city's neighbourhoods as well as the city as a whole. It will be a plan for both people and place. It will set out how Plymouth's potential for long term sustainable growth, as well as its wider role as the economic hub of the far South West, can be delivered.

This report recommends that the proposed approach for dealing with Plymouth's transition from the old Local Development Framework to the new Local Plan system is confirmed, that the engagement process with key stakeholders and the public to establish the evidence base to inform the plan should commence, and that officers are instructed to incorporate the proposed revisions to the work programme into a revised Local Development Scheme, to be approved by the Assistant Director for Planning in consultation with the Portfolio Holder for publication.

Corporate Plan 2012-2015:

The report directly supports the Council's vision for the city as well as its priority for delivering sustainable growth. It directly responds to the new Corporate Plan proposal to prepare the Plymouth Plan.

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

There are direct financial implications associated with the report including the publication of and consultation on the revised (pre) submission draft of the Plymouth Plan, and the holding of an Independent Examination. The estimated cost is in the region of £65,000-£90,000. These costs are expected to be met from the 2014/15 Planning Department revenue budget.

The Plymouth Plan will bring a number of positive indirect financial and resource benefits. The engagement process will use existing opportunities and events arranged by the Council and other organisations and build capacity on social media channels to provide cost effective ways of involving people. As a holistic and integrated plan, it will substantially reduce the need for the preparation of many individual plans and strategies, bringing greater efficiency in strategy development together with a stronger articulation of the city's vision and direction of travel. This in turn will have a positive impact on the city's investment climate, as the city will be able to project a single coherent vision at the heart of all of its key people and place initiatives and programmes.

From a development perspective, the Plan will generate considerable private sector interest, bringing positive benefits to the achievement of social, economic and environmental objectives, whilst generating considerable Planning Obligation /Community Infrastructure Levy contributions and New Homes Bonus funds to support infrastructure development. Additionally, the Plymouth Plan will aid the prioritisation of resources and submission of funding bids in support of the sustainable growth of Plymouth.

It will also fulfil an enabling role in relation to delivering a 'Co-operative Council' by providing a strategic document that supports the Community and Voluntary Sector, as well as Social Enterprises, in seeking and attracting funding and financial support.

Other Implications: eg Child Poverty, Community Safety, Health and Safety, Risk Management and Equality, Diversity and Community Cohesion:

The Plymouth Plan will be a plan for both people and place. The creation of sustainable communities, and the theme of providing quality of life for everyone in the city, will run through the heart of the Plan. It will therefore provide an effective and integrated strategic framework for addressing and responding to issues such as community safety, community cohesion, child poverty and equalities and diversity. An Equality Impact Assessment will be undertaken for the Plan itself, and be available at submission stage.

The consultation process will include a variety of methods and a range of information that is accessible to different audiences and engages with people of different ages, backgrounds and interests and will work with the People Directorate and other organisations that specialise in this field to achieve this.

RECOMMENDATIONS & REASONS FOR RECOMMENDED ACTION:

It is recommended that the Cabinet:

1. Approve the programme and approach to preparing the Plymouth Plan, as outlined in the attached report.

Reason: To enable the Council to maintain an up to date Development Plan and to deliver the commitments made in the Corporate Plan to deliver an integrated long term plan for the city, as well as establishing the Council's response to the recent changes in the National Planning Policy Framework.

2. Delegate authority to the Assistant Director for Planning, in consultation with the Portfolio Holder for Environment, to review the current and future Local Development Schemes, including incorporating into the current LDS this work programme for preparing the Plymouth Plan.

Reason: To enable the Council to maintain an up to date Local Development Scheme in accordance with the Localism Act 2011.

Alternative options considered and reasons for recommended action:

The alternatives options of not maintaining an up to date Development Plan would be contrary to the Localism Act 2011. It would also leave the National Planning Policy Framework as the main policy basis for determining planning applications.

Background papers:

[Adopted Plymouth Core Strategy, Plymouth City Council, April 2007](#)

[Localism Act 2011](#)

[The Town and Country Planning \(Local Development\) \(England\) \(Amendment\) Regulations 2008, HMSO, June 2008](#)

[The Town and Country Planning \(Local Planning\) \(England\) Regulations 2012](#)

[The National Planning Policy Framework \(March 2012\)](#)

[LDF Local Development Scheme, Plymouth City Council \(July 2011\)](#)

[Draft Community Infrastructure Levy Charging Schedule, Plymouth City Council, June 2012](#)

[Plymouth Statement of Community Involvement](#)

Sign off:

Fin	PlaceF PC 1213	Leg	JAR/ 1535 4	HR	N/ A	Corp Prop	N/A	IT	N/A	Strat Proc	N/A
Originating SMT Member: Paul Barnard Assistant Director for Planning											

I. BACKGROUND

- 1.1. Plymouth has made considerable progress in responding to the David Mackay 2003 “Vision for Plymouth”. The City Council responded to the “invitation to inspire” and adopted an overall spatial strategy for the city in 2005 which set the framework for the city’s future development so it could begin a step change in the quality, intensity and pace of development to realise its full potential as one of England’s great cities. Much has already been achieved in terms of providing new jobs and homes, as well as improving the city’s communication networks, its overall environment and level of service provision. Plymouth has started the process of reshaping itself.
- 1.2. Today, however, despite these many successes we are living in very different circumstances. The recession has meant that times are tough, resources are scarce and progress has been delayed by some three to five years. And yet much still needs to be done to make Plymouth a more prosperous, safer, educated, greener and healthier city - a city that meets all its residents’ needs and that they can be truly proud of.
- 1.3. While the aspiration remains to make Plymouth ‘one of Europe’s finest, most vibrant waterfront cities where an outstanding quality of life is enjoyed by everyone’, the path to achieving this needs to be reviewed and re-aligned to current circumstances and the means to delivering key priorities mapped out.
- 1.4. In addition to this, the review process also offers the Council an opportunity to consolidate and rationalise the wide range of strategies that it has adopted. Under the flexibilities available through the Localism Act, there is the potential to develop a single integrated plan for both people and place, setting a long term direction of travel within which individual action plans, programmes and projects can be guided and providing a strategic framework for prioritisation of investment in infrastructure in order to deliver the city vision. The Plymouth Plan can be much more than just a Development Plan - it can be a holistic, integrated plan for the city as a whole.
- 1.5. The purpose of this report is to set out how the Council can move forward from its Local Development Framework to adopting a new ‘Plymouth Plan’, that sets out an integrated approach to creating a more sustainable city that better serves its people’s needs.

2. THE CONTEXT

- 2.1. The Plymouth Plan needs to provide a focused, strategic path forward, based on a clear understanding of the city’s current conditions and trends, challenges and strengths. But it will be shaped in response to a number of circumstances. These are as follows.
- 2.2. Plymouth’s Core Strategy was adopted in April 2007, some five years ago, and therefore needs to be reviewed. However, the Core Strategy, together with its supporting Area Action Plans and Development Plan Documents, the National Planning Policy Framework, (the Regional Spatial Strategy – while it remains a statutory duty to have regard to this document), constitutes Plymouth’s statutory Development Plan. These documents will continue to provide a sound basis for considering development proposals throughout this review process. And of course these documents will continue to drive delivery whilst the Plymouth Plan is being prepared.
- 2.3. The National Planning Policy Framework sets the context within which the Plymouth Plan can be prepared. Key considerations are as follows:
 - The government considers that the focus of the planning system will be on proactively promoting positive, sustainable growth – i.e. making economic, environmental and social progress for this and future generations;
 - The new Local Plan approach retains an emphasis on the need for a strategic, spatial planning approach. However, the 2012 Regulations provide much greater flexibility for the

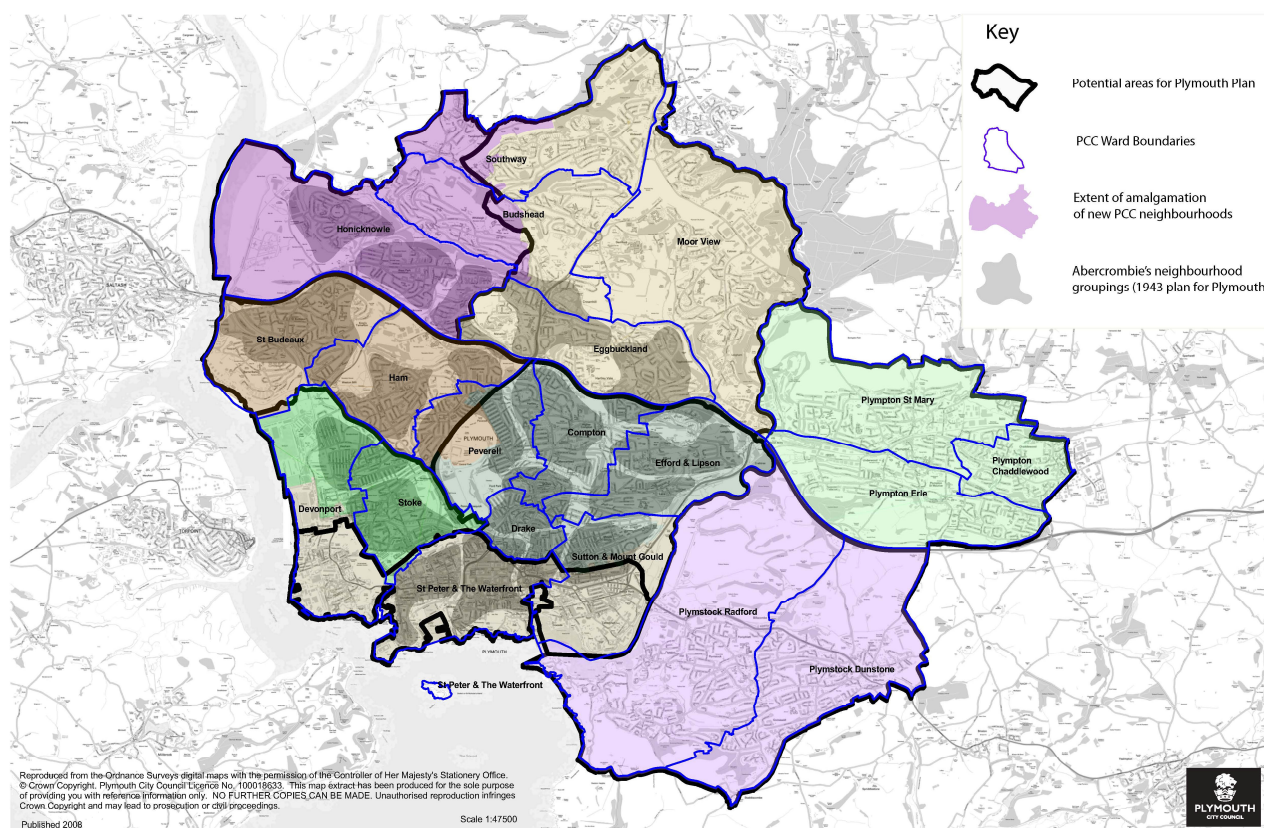
Local Planning Authority (LPA) to decide on the scope, form and content of their Plan, enabling the document to be better focused on meeting local needs;

- In proactively promoting sustainable growth, the planning system is expected to adopt a more inclusive and collaborative approach, enabling the wider involvement of people and communities in shaping the places in which they live.

- 2.4. In responding to the consequences of the current recession the Plymouth Plan needs to be focused on ensuring best value from current limited resources. This will mean:
- Focusing on the delivery of the Council's commitments, including supporting communities and finding ways to address their needs
 - Coordinating actions and engagement to ensure more from existing resources;
 - Developing actions that can benefit more than one priority, including helping everyone to work smarter in delivering agreed priorities.
- 2.5. The Council already has a good understanding of what many local people think about important issues in the city from previous consultations. These will inform the plan and will also be used to focus the engagement for the Plymouth Plan on progressing these issues, asking people to think in the long term and ensuring people are involved who may not have been involved before.

3. PURPOSE AND CONTENT

- 3.1. The Plymouth Plan is about delivering the vision, aims and objectives of Plymouth's Sustainable Community Strategy - aspiring to create a city which is:
'One of Europe's finest, most vibrant waterfront cities where an outstanding quality of life is enjoyed by everyone'.
- 3.2. It will be a strategic document that encompasses the whole of the city, as well as considering the city within its sub-regional, regional and maritime context. In order to provide a meaningful and manageable context within which the needs of the city's communities can be considered, it is proposed to divide the city into 8 broad areas, as illustrated in the map below. These areas reflect the spatial realities of how the city has been formed and functions. They are based on historic groupings of neighbourhoods, recognised barriers such as main roads, railway lines and open spaces, topography and areas of distinctive character as well as encompassing the priority regeneration /development initiatives.



- 3.3. As to content, the Plymouth Plan will set out a vision and path to improvement, providing strategic policies to guide future change and actions to deliver them. It will include both a 'bottom up' and 'top down' approach, so as to provide a context for improving the city's neighbourhoods as well as the city as a whole. It will set out how Plymouth's potential for long term sustainable growth can be realised, focusing on the city's key strategic priorities setting out how these can be delivered through an integrated approach.
- 3.4. In preparing the Plymouth Plan there is an opportunity under the 2011 Localism Act to substantially consolidate a number of the Council's current corporate strategies and plans, rationalising the current position and achieving savings. The intention is to develop one overarching strategic Plymouth Plan for the city, which will:
- Be about both people and place, outward facing, outcome focused and provide the context for all other plans and the allocation of resources – the focus will be on what Plymouth will be like as a place to work, rest and play in and how the city and its services need to be configured to address the major quality of life issues that are seen across the city;
 - Provide an integrated approach for key areas such as the economy, education, health, housing, transport and communications, culture, the environment, social inclusion, neighbourhoods, older people and children and set this within a sub-regional context;
 - Place sustainable development at the centre of the city's agenda by: increasing efficiency of the transport network and providing greater choice of high quality and reliable modes of travel; responding and building resilience to the threat of climate change and its impact on communities; and establishing the management and enhancement of green infrastructure and the marine environment as key components of sustainable growth and quality of life;
 - Enable a significant streamlining of the strategies that currently exist, with those that remain feeding into the Plan in a way that they both influence and are influenced by it – with the focus on operational delivery;
 - Offer a single point of reference for articulating the city's vision and long term direction of travel, providing a framework to guide decisions on infrastructure investment and service priorities;

- Be supported by a shared source of evidence and information to assist demographic modelling and scenario planning – including the Economic Review, Joint Strategic Needs Assessment, strategic assessment of crime and the Plymouth Report;
- Be produced in an inclusive and cooperative way with our partners and all other stakeholders in the city and sub region, showing what cooperative public services might look like in the future.

4. SUPPORTING MECHANISMS

- 4.1. In respect of spatial planning, the Plymouth Plan will fulfil the needs for the city to have an up to date Local Plan which will be the primary strategic statutory development plan for the city, replacing the current LDF Core Strategy. The new planning legislation provides for other forms of statutory development plan to be created too, most notably Neighbourhood Plans which must be in conformity with the Local Plan. Other more detailed delivery plans such as Area Action Plans, Development Orders, Site Planning Statements and topic based Planning Guidance, may also be prepared. One of the advantages of the new approach to planning is that the Local Planning Authority is better able to prepare supporting documents that suit Plymouth's particular needs and context. Any additional documents will emerge in response to identified needs that come from the preparation of the Plymouth Plan, as well as in response to changing circumstances.
- 4.2. Where there is a need for an interim position pending the adoption of the Plymouth Plan, these statements will be prepared through a process of engagement with the local community and, where appropriate, be adopted as Council Policy pending their incorporation into the Plymouth Plan. An example of such a document is the North Prospect Area Planning Statement which is being prepared to guide the regeneration of this area.
- 4.3. In addition to this there may well prove to be a need for further Supplementary Planning Documents (SPD) to explain how the policies and proposals in the Plymouth Plan should be implemented.
- 4.4. While the Plymouth Plan will provide the strategic framework for guiding change and growth in the long term, it will be supported by and delivered through a range of mechanisms, including:
 - An Infrastructure Needs Assessment, which will define the relationships between development opportunities and the investments needed in supporting infrastructure;
 - Short and medium term delivery plans for different services and themes, which identify and organise resources and service delivery to implement the Plymouth Plan (e.g. Transport Implementation Plan; Economic Strategy; Housing Action Plan; Health and Wellbeing Strategy);
 - The Community Infrastructure Levy which will continue to be used to fund infrastructure requirements and release value from development to meet the needs of communities. In addition the New Homes Bonus has been introduced as a way of funding infrastructure requirements and releasing value from development for the good of communities;

5. DUTY TO COOPERATE

- 5.1. The introduction of the Duty to Cooperate, which is intended to strengthen the obligation for neighbouring authorities to work together on cross border matters, will create an opportunity for a more joined up approach across sub-regional areas.
- 5.2. Plymouth City, Devon County Council and Cornwall County Council have a long history of joint working in preparing sub regional plans to inform the respective Structure Plans. This joint working has continued, particularly in ensuring compatibility in the evidence bases supporting the Cornwall, Plymouth, West Devon and South Hams District Councils Core Strategies. Plymouth and South Hams have already had considerable success with their joint working arrangements – leading to the adoption of the North Plymstock Area Action Plan and

Minerals DPD, as well as South Ham's Sherford Area Action Plan. In addition, the City Council and South Hams District Council, with the involvement of Devon County Council, have been considering further cross-border matters and development opportunities in Plymouth's urban fringe. New sub-regional working arrangements are in the course of being instigated in response to the Government's move to a more localised approach to decision making.

- 5.3. In addition to this, the Council has been considering wider issues of coastal planning in the Port of Plymouth area, exploring the possibility of a spatial plan for the marine environment around the city in support of the statutory requirement for the Marine Management Organisation to prepare Marine Spatial Plans. These matters are being address through joint working with adjoining authorities through the existing Tamar Estuary Consultative Forum partners, as well as other key stakeholders including the Marine Liaison Committee. The outcomes from this work will form a part of the wider sub-regional context within which the Plymouth Plan will be prepared.
- 5.4. The city will continue this proactive approach to cross border working with the surrounding authorities through wider sub-regional governance arrangements that it is currently promoting, as well as playing a proactive role in the newly formed Heart of the South West Local Economic Partnership.

6. PLAN MAKING PROCESS

- 6.1. It is intended to take advantage of the emerging new Local Plan regulations arising from the Localism Act 2011, to continue to evolve a more effective plan making process that directly addresses the city's needs. The intention is to focus from the outset on an engagement process with all key stakeholders, alongside an accessible and exciting process to facilitate a wider public debate, to enable all concerned to participate in the preparation of the Plymouth Plan.
- 6.2. Throughout this process communication and engagement will be vital. It is crucial that those who have not traditionally been engaged in these strategic planning processes have their chance to influence the future of Plymouth and the future of their neighbourhoods. This requires a contemporary and eye catching identity that attracts peoples interest and promotes the Plymouth Plan as something worth getting involved in and a desirable and beneficial use of their time. The Plymouth Plan Team are developing a presence on social media in preparation for this and will use this as a tool to generate and maintain interest over the next year. It is intended that a regular e-bulletin will be distributed and regular website updates provided. Together with maintaining communication channels through existing networks such as the Plymouth Regeneration Forum and Plymouth Chamber of Commerce there will be better links with other similar networks around the city. The Plymouth Plan Team will identify gaps and ensure effective communication and engagement with a wide range of people, groups and organisations.
- 6.3. There are already a lot of organisations and groups who are engaging people about the future of the city and doing it very well. The Council will identify these events and work with them to develop a Fringe to the formal engagement process. Fringe events will be able to identify themselves as informing the Plymouth Plan and show that the work they are doing will contribute to the long term strategic plans for the city and will help to engage people who may not want to get involved in events run by the Council.
- 6.4. The identity will develop and grow over the year, as the plan seeks to address the big questions and the difficult questions we face as a city. This will focus around a large question mark and symbols reflecting the key themes identified below.
- 6.5. One of the issues that often arises during consultations on long term plans is that a large number of more immediate issues are often raised. The Plymouth Plan Team will work with

Councillors and other organisations to try and deliver change on some of these during the year to demonstrate the Council is listening and using peoples comments.

- 6.6. The simplified approach that it is intended to adopt for preparing the Plymouth Plan documents is as follows:

Stage 1: Plymouth Plan Conversations (Summer 2012 – Spring 2013)

This stage seeks to engage with all interested parties to establish their perceptions of the city's current and future needs and how these should be addressed through the Plymouth Plan. The focus will be on getting answers to key and fundamental questions as to what is possible, desirable and achievable for Plymouth by 2031 in a constructive and innovative way. This will include detailed discussions with key stakeholders as well as a wide range of public 'conversations' using a variety of innovative methods to 'pop up' around the city to excite and engage people. Social media will be used to generate a buzz around these pop up events and also to collect comments and suggestions. The Council will capitalise on existing events, projects and networks in the city. From this, the evidence needed to understand and address these issues will be compiled in collaboration with relevant stakeholders and then published to enable a wider public debate.

Stage 2: Plymouth Plan: Your Plan, Your City (Summer 2013)

Having completed the initial conversations and evidence-gathering stage, the outcomes will be collated into a draft Plymouth Plan to enable a much wider formal engagement stage. As part of this engagement process, it is proposed to hold a 'Plymouth Convention' in the summer of 2013. This will be over a number of weeks where events, debates, activities, exhibitions and films will create a focus for everyone to comment on what has been concluded from the evidence gathered, and the implications of where this is taking the city through the Plymouth Plan.

Stage 3: Plymouth Plan: Pre-submission Consultation (Summer 2014)

Based on the outcomes from the stage 2 engagement, the City Council will prepare the Plymouth Plan document for submission. The process of engagement with key stakeholders will continue throughout this plan-making stage. However, before formally submitting the Plymouth Plan to the Secretary of State, a city wide pre-submission consultation will be held for the statutory 6 week period, to establish whether there are any matters that would call the soundness of the plan into question, and address any remaining issues of clarification or correction. If this consultation raises significant issues which require substantial amendment(s) before submission, then the revised document will be subject to a further round of engagement /consultation.

Stage 4: Plymouth Plan: The Legal Stages (Winter 2014 – Autumn 2015)

When the Council is satisfied that the document is soundly based, (following the Stage 3 consultation), it will be submitted to the Secretary of State, along with all the representations made at the pre-submission consultation stage, for it to be considered at examination by an independent planning inspector. The inspector produces a report which forms the basis for the Council's adoption of the final document.

7. PLYMOUTH PLAN – KEY THEMES AND STAKEHOLDER RELATIONSHIPS

- 7.1. In order to manage the preparation of an integrated strategy, there will be a need to bring together related issues within the context of a set of key themes. While these themes will evolve in response to the issues identified through the plan making process, an initial working

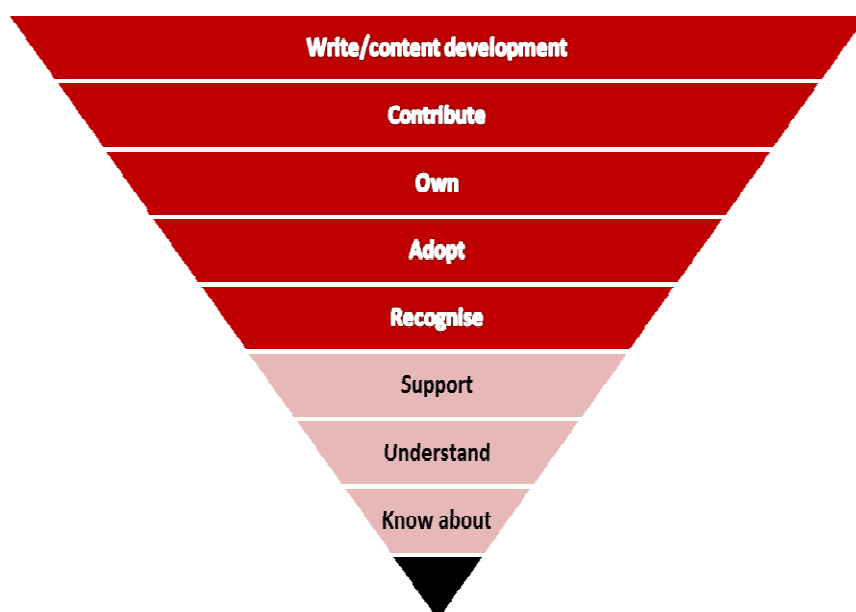
set of themes is set out below which respond to the City Council's stated commitments. These are as follows:

Initial Plymouth Plan Themes	Council Commitments
Education & Learning	Young Plymouth - Children , Young People + Education & Skill Development
Health and Care	Caring Plymouth – for all of Plymouth's residents + Health, Food & Public Safety
Greener Plymouth	Greener Plymouth - Environment + Sustainability
Getting Around	Moving Plymouth – Transport, Technology & Access
Prosperity & Affordability	Working Plymouth - The Economy and Jobs + Prosperity & Business success
Living & Housing	Living Plymouth – Housing + Neighbourhoods
City Pride & Vision	Pride in Plymouth – Image & vision for our city + Design, Planning & Public Space
Local Community	Safer Plymouth – Crime, Safety & anti-social behavior + Equity, Civic engagement & Quality of Life
Arts & Culture	Vibrant Plymouth – Culture, Creativity and Sport + Arts, Culture & Innovation

- 7.2. The range, relationships and the part to be played by the different groups of stakeholders identified as needing to contribute to the preparation of the Plymouth Plan is illustrated in the diagram below. But again this is only presented as an initial working set of potential participants as this list is expected to grow and change as the engagement process evolves. Because of the strategic nature of the Plymouth Plan all Cabinet members will have a direct input into its preparation.

PP Stakeholder Mapping Framework

The role of different types of stakeholders



Write/content development – Core Team and content writers/developers

Contribute – Participants feeding back and amending

Own – Ensuring plan is being used appropriately. Adapting policies and plans to align with direction of the Plymouth Plan

Adopt – Ensuring PP is formally adopted with working practices

Recognise – Ensuring recognition is given to the PP within other strategic document and these align with the direction of the Plymouth Plan

Support – Good level of understanding and support for the direction and content of the Plymouth Plan when speaking with others. Ability to speak confidently about the plan and promote widely

Understand – Basic level of knowledge about the purpose and content of the plan

Know about – Recognise Plymouth has a plan for the future

The contributions expected from the different types of Stakeholder

Strategic - Expected contributions on the strategic issues and content of the plan

Management – Expected contributions at professional level in area of expertise

Frontline – Expected contributions from an operational perspective in area of expertise or on a personal level

Geographical Impact

Plymouth – Scope of plan relating Plymouth only

TTWA – Scope of plan relation to the sub-region/travel to work area

Regional – Scope of plan relating to Devon, Cornwall and/or Somerset

- 7.3. In addition to the broad range of stakeholders mentioned above, the Planning Service also have a list of statutory consultees that are set out in the Statement of Community Involvement and highlighted below:

The following groups will be consulted as required throughout the preparation of the local plans as indicated in the Town and Country Planning (Local Development) (England) Regulations 2004:

Natural England

The Environment Agency

English Heritage

National Rail

Highways Agency

Relevant Strategic Planning Authorities • (Cornwall, Devon, Dartmoor and Torbay)

Relevant District Councils (Caradon, South • Hams, West Devon)

Relevant Parish Councils and Town Councils

Relevant electronic communication companies

Strategic Health Authority

Relevant electricity and gas companies; such as SWEB, British Gas

Relevant sewerage and water undertakers; such as South West Water

8. PLYMOUTH PLAN TIMETABLE

- 8.1. The timetable for preparing the Plymouth Plan is as follows:

Plymouth Plan Stage	Programme
1. Plymouth Plan Conversations An engagement process to scope and evidence the Plan	Summer 2012 to Spring 2013
2. Plymouth Plan: Your Plan, Your City A formal public engagement process on the draft plan through the Plymouth Plan Convention	Summer 2013
3. Plymouth Plan: The Final Plan	Summer 2014

Submission of the Plymouth Plan to Secretary of State, for examination prior to adoption	
4. Plymouth Plan: The Legal Stages Independent Examination of Plymouth Plan Council Adoption of the Plymouth Plan	Winter 2014 Autumn 2015

9. OTHER SUPPORTING DOCUMENTS

- 9.1. Other documents are required to inform or support the production of the Plymouth Plan. They will be prepared and published alongside the plan, and include:-
- Publishing updates to the evidence base underpinning the Plymouth Plan.
 - **Equality Impact Assessments, Viability Assessments and Habitat Regulations Assessment/ Appropriate Assessment.** This is an on-going process which informs the development of each stage of the Plymouth Plan.
 - **A Sustainability Appraisal /Strategic Environmental Assessment /Significant Effects report.** This is an ongoing process which informs the production of the Plymouth Plan. The final reports will be published at the Pre-submission stage as part of the public consultation process.
 - **The Plymouth Report–** to provide baseline information for the production of the Development Plan, monitor its subsequent progress, as well as to comment on whether there is a need for change / review. This information will be published on the Council's LDF web site through the Plymouth Report, regularly updated when new information becomes available, but still provide a new baseline position in December of each year as required by national guidance.
 - Statements of Conformity to:
 - explain the steps undertaken to ensure that Development Plan documents have been produced in accordance with the Statement of Community Involvement
 - confirm that the DPDs are in general conformity with the NPPF.

10. CONCLUSION

- 10.1. This report recommends that the proposed approach for dealing with Plymouth's transition from the old Local Development Framework to the new Local Plan system is confirmed and the officers instructed to incorporate the above work programme into a revised Local Development Scheme, to be approved for publication by the Assistant Director for Planning in consultation with the Portfolio Holder for Environment.

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PLYMOUTH CITY COUNCIL

Subject:	Theatre Royal Regeneration Project
Committee:	Cabinet
Date:	11 th September 2012
Cabinet Member/s:	Councillor Mark Lowry & Councillor Peter Smith
CMT Member:	Anthony Payne
Author:	James Watt, Head of Commercial Estates
Contact:	Tel: 01752 304195 E-mail: james.watt@plymouth.gov.uk
Ref:	Theatre Royal
Key Decision:	Yes
Part:	Part I

Purpose of the report:

This report provides Plymouth City Council the exciting opportunity to facilitate £5 million of external grant funding into a total £7 million regeneration scheme of one of Plymouth's most important physical assets, economic and cultural drivers – Theatre Royal Plymouth. Without the Council's intervention which will be on a cost neutral basis, this major capital investment simply will not proceed and the associated physical improvements, economic, social and cultural benefits to the City will be lost.

The freehold of the Theatre Royal Plymouth (built in 1982) is owned by the Council and the property is let to the operator; Theatre Royal Plymouth Ltd (TRP Ltd). As a centre of artistic excellence, the Theatre Royal is a cultural hub serving both Plymouth and the South West region. It has received national critical acclaim for both its artistic and community outreach programme work and is recognised as one of the most successful regional producing theatres in the UK. Research by the University of Sheffield on the UK theatre sector demonstrated that Theatre Royal Plymouth has the third highest economic impact of all theatres in the UK after the National Theatre and RSC, in leveraging in an annual £26 million benefit to the Plymouth City economy. As a result of the importance of the theatre to the city, and the viability gap of running such an operation, the Council currently provides revenue grant support of £665,000 per annum and leases the theatre premises on a peppercorn rental.

The Theatre Royal Regeneration Project will renovate an ageing Council asset by the refurbishment and redevelopment of the public areas making it fit for purpose for the next 30 years and in particular will:

- Create a third auditorium in the existing basement, allowing the theatre to develop its city centre outreach work for young people and community groups with overall targets for year one set at achieving 3,600 new attendances by young people of which 50% will be young people identified as vulnerable, at risk, or living in areas of the city with high levels of deprivation.
- Replace the existing aluminium cladding and windows dramatically improving the building's appearance and environmental performance to Building Research Establishment Environmental Assessment Method (BREEAM) very good, by reducing carbon emissions.
- Provide an extension to the main entrance area improving physical access by the removal of steps to the premises.

- Renovations and improvements to existing front of house areas including new catering facilities.
- Completely transform and modernise the existing exterior of the building and adjoining public realm areas acting as a catalyst to promote the regeneration of the west end of the City Centre and overall visitor offer.

The total cost of the above works is estimated at circa £7 million and £5 million of this amount has provisionally been allocated by Arts Council England (ACE) subject to the ability of TRP Ltd to demonstrate £2 million of match funding and the restructuring of the current leasing arrangements to meet ACE security of funding requirements. It is in these areas that the Council can act as enabling partner on a cost neutral basis and the following report sets out how.

Corporate Plan 2012 – 2015:

Deliver Growth:

The redevelopment and refurbishment project will ensure that Plymouth Theatre Royal maintains its position as one of the most successful and best attended regional producing theatres. Research by the University of Sheffield on the UK theatre sector demonstrated that Theatre Royal Plymouth has the third highest economic impact of all theatres in the UK after the National Theatre and RSC, in leveraging in an annual £26 million benefit to the Plymouth City economy. The successful delivery of the Theatre Royal Regeneration Project will serve to maintain and enhance this important economic benefit to the city.

Raise Aspirations:

The creation of a third auditorium in the existing basement dedicated to supporting the theatre's wide ranging community programme will also play a key role in raising aspirations within the city particularly in relation to culture and the arts.

Provide Value for Communities:

The Council acting as an enabler for the Theatre Royal Regeneration Project will reduce the Council's current external repair liabilities in respect of the Theatre's aluminium cladding and also lever in £5million of external grant monies for the overall benefit of the city. The improvement of the exterior of the Theatre building along with adjoining public realm areas will lift the west end of the city centre and enhance the overall visitor offer.

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

The current level of revenue funding to TRP Ltd of £665,000 per annum forms part of the Council's existing budget and MTFP. However, use of future years allocations up to and including 2014/15 requires Cabinet authorisation.

Subject to the above, payment of the three year revenue provision from 2012/13 to 2014/15 can be withheld and allocated to Council procured capital works on the theatre to an equivalent total value of £1,995,000 to act as match funding in relation to the grant application to ACE.

TRP Ltd have confirmed that any shortfall in their operational costs during this period will be met from a combination of existing reserves and fund raising.

In procuring works to the theatre which are the Council's area of responsibility under the leasing arrangements, VAT can be recovered by the Council.

It has been agreed that the arrangement will be cost neutral to the Council in terms of the project management of the capital works together with any unsupported borrowing costs in respect of the early advancement of the 2014/15 revenue grant allocation. Therefore, these costs will be met from within the Councils £1,995,000 contribution.

The granting of a new lease on the terms proposed will clearly provide a 30 year asset transfer of the theatre premises to TRP Ltd and the Council will only have restricted rights to obtain possession within this time period, for example in the event of tenant default of the terms and provisions within the lease. The current lease to be surrendered is a protected business tenancy under the Landlord and Tenant Act 1954 and TRP Ltd would have an automatic right to renewal on the expiry of the existing lease in 2027 unless the Council wished to redevelop the site or use the building for its own occupation or in other limited circumstances set out in the 1954 Act. In practice therefore, the surrendering of the existing protected lease and the granting of a new lease albeit for a longer term has little impact on the Council's ability to obtain possession of the premises. In any event, it is extremely unlikely that the Council would wish to obtain possession, TRP Ltd have successfully managed the Theatre Royal since 2002 and in not granting the new lease the proposed regeneration project would not proceed and the Council would be placing the future sustainability of the Theatre Royal at significant risk.

In the Council acting as an enabler to the Theatre Royal Regeneration Project (on a cost neutral basis) a £7million investment will be made into this Council owned asset. In addition, this investment will mitigate the Council's current external repair liabilities in respect of the aluminium cladding for a further circa 30 year period.

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

The improvement of the exterior of the theatre building and the adjoining public realm will help lift civic pride and promote community safety in the area.

TRP Ltd will continue to operate and manage the Theatre Royal premises including health and safety matters.

The environmental performance of the building will be improved to BREEAM *very good*, by the reduction of carbon emissions.

Improvement of physical access to the theatre building will promote equality.

The creation of a third auditorium dedicated to supporting the theatre's wide ranging community programme will aid in promoting diversity and community cohesion.

Recommendations & Reasons for recommended action:

Conditional on TRP Ltd successfully obtaining grant funding from ACE up to the sum of £5 million (outcome to be advised in early November 2012) it is therefore recommended that Cabinet approve:

1. To accept a surrender of the existing lease and simultaneously;
2. Grant a new lease for a 30 year term at a peppercorn rental (on the basis of promoting the economic and social wellbeing of the City under Section 2 of the Local Government Act 2000) on similar terms to the lease surrendered.

3. To grant a comprehensive licence to alter in respect of the proposed major alteration works.
4. To incorporate in the new lease a right to assign the leasehold interest to ACE or to a performing arts organisation as directed by ACE.
5. To grant consent to a legal charge to be placed on the leasehold interest of the property in favour of ACE.

Reason for 1-5 above: To meet Arts Council England funding requirements to enable up to £5 million of grant funding on a major capital project for Plymouth.

6. To confirm revenue support allocation to TRP Ltd at the current level of £665,000 per annum up to and including financial year 2014/15.
7. To recommend to Council the inclusion of a new capital scheme up to the value of £1,995,000. The scheme to be funded from the withholding of PCC revenue contributions approved in 6. above for a 3 year period (equating to £1,995,000), making the capital works cost neutral to the Council.

Reason for 6-7 above: To provide match funding in order to secure grant of up to £5million from Arts Council England, delivered as a tax efficient parcel of works under the Council's 2013/14 capital programme.

Alternative options considered and reasons for recommended action:

Alternative options include the following:

1. Granting new 30 year lease to TRP Ltd in accordance with ACE funding requirements.

Whilst satisfying ACE security of funding requirements, the above would leave TRP Ltd unable to demonstrate the level of match funding required by ACE, in this event the project would not proceed.

2. Granting new lease to TRP Ltd in accordance with ACE funding requirements and permitting the conversion of confirmed 3 year revenue allocation to capital as match funding for direct delivery by TRP Ltd.

Whilst meeting the security and match funding requirements of ACE in order to deliver the project, the above scenario would mean that TRP Ltd would be liable to pay VAT on the PCC match funded £1,995,000 parcel of construction works. This is not a tax efficient method of procuring the works and the financial benefits derived from PCC procuring the works can be utilised to further enhance the proposed scheme and addition to covering PCC's costs including unsupported borrowing for year 3 funding allocation if required.

The proposed option enables TRP Ltd to secure the ACE funding to facilitate the delivery of the regeneration project in the most tax efficient manner available.

Background papers:

Lease of Theatre Royal Plymouth dated 30th September 2002
Theatre Royal Property File held in the Economic Development Service
District Valuer – Market Value Report for Theatre Royal dated 17th July 2012

Sign off:

Fin	AF/P lace FED C12 I30 01.0 9.08. 12	Leg	I5361/ DVS	HR	N/A	Corp Prop	CJT/ 107/ 0908 12	IT	N/A	Strat Proc	N/A
Originating SMT Member: David Draffan											
Have you consulted the Cabinet Member(s) named on the report? Yes											

I. Introduction

- I.1** The freehold of the Theatre Royal Plymouth is owned by the Council and the property is let at a peppercorn rental to Theatre Royal Plymouth Ltd (TRP Ltd) on a 25 year lease dated 30th September 2002 expiring on the 29th September 2027. The lease is protected under Part 2 of the Landlord and Tenant Act 1954 which means that upon the expiry of the term TRP Ltd as tenant has an automatic right to renewal on the same terms as the current lease, which includes a tenant only option to break the lease every 3 years and repairing liabilities restricted to internal areas only. The Council is liable 'to keep the reinforced concrete core of the building together with any other exterior walls and the roof in good repair and condition'.
- I.2** TRP Ltd is a registered charity whose aim is to promote, maintain, improve & advance education particularly by the production & encouragement of the arts; including drama, mime, dance, singing and music. The Theatre Royal Plymouth is the UK's largest and best attended regional producing theatre in the UK. The Theatre is one of Plymouth's jewels and makes an invaluable contribution to education, culture and the arts within the City in addition to the associated economic benefits of a major regional visitor attraction. As a result of the cultural and economic importance of the theatre, and the viability gap of running such an operation, the Council currently provides revenue grant support of £665,000 per annum and leases the theatre premises on a peppercorn rental.

2. Proposal

- 2.1** TRP Ltd obtained planning permission in February 2012 for the Theatre Royal Regeneration Project which will renovate an ageing Council asset by the refurbishment and redevelopment of the public areas making it fit for purpose for the next 30 years and in particular will:
- Create a third auditorium in the existing basement, allowing the theatre to develop its city centre outreach work for young people and community groups with overall targets for year one set at achieving 3,600 new attendances by young people of which 50% will be young people identified as vulnerable, at risk, or living in areas of the city with high levels of deprivation.
 - Replace the existing aluminium cladding and windows dramatically improving the building's appearance and environmental performance to Building Research Establishment Environmental Assessment Method (BREEAM) *very good*, by reducing carbon emissions.
 - Provide an extension to the main entrance area improving physical access by the removal of steps to the premises.
 - Renovations and improvements to existing front of house areas including new catering facilities.
 - Completely transform and modernise the existing exterior of the building and adjoining public realm areas acting as a catalyst to promote the regeneration of the west end of the City Centre and overall visitor offer.
- 2.2** The total cost of the above works is estimated at circa £7 million and £5 million of this amount has provisionally been allocated by Arts Council England (ACE) subject to the ability of TRP Ltd to demonstrate £2 million of match funding.
- 2.3** In order to enable the proposed scheme TRP Ltd has requested the following:

- 1 That the Council accept a surrender of their existing lease and grant a new 30 year lease at a peppercorn rental which meets the funding requirements of ACE.
- 2 That the Council as landlord grants consent to the proposed alterations to the existing Theatre Royal building as shown on the attached plans.
- 3 That the Council ceases the revenue support to the Theatre for a three year period and undertakes capital works to the equivalent value i.e. £1,995,000 in lieu of the grant payment. The circa £2 million capital works will count as match funding to lever in the £5 million grant funding from ACE and is also a more tax efficient mechanism to procure some of the proposed works as TRP Ltd is unable to reclaim VAT on construction costs.

2.4 Without the Council's intervention to facilitate the above, TRP Ltd will be unable to meet the funding requirements of ACE and this major capital investment project for the City will not proceed.

3. Risk

3.1 The following risks and mitigation measures have been identified in connection with the above proposal:

- 1 TRP Ltd revenue viability as a result of the three year suspension of the revenue support grant from PCC to fund the £2 million capital works.

Mitigation: Three year fund raising campaign by TRP Ltd formally commencing on 18th September 2012 to raise £1.5 million with the £500,000 balance already allocated by the Theatre's Board from general funds. The fund raising campaign is based on a similar strategy to that used in 2007 when £1.2 million was raised via trusts and foundations, corporate sponsorship and individual donations to refurbish the main auditorium. TRP Ltd will provide a copy of their fund raising strategy and revenue funding statement for the three year period concerned.

- 2 Cost overrun and project delay.

Mitigation: TRP Ltd have in place a project management team with a good track record of delivering projects on time and within budget. TRP Ltd will fully indemnify the Council against any claims and liabilities associated with the works contract. Loss of TRP Ltd trading income resulting from a delay in the contract will be dealt with via a liquidated damages provision.

- 3 PCC Financial Risk – that VAT is ultimately payable on the Council's proposed parcel of works.

Mitigation: The Council's finance team will obtain advice from HMRC on the VAT implications of the proposal. Options include requesting HMRC to issue a ruling under S33 of the VAT Act 1994 that VAT will not be payable, or electing to tax on the Theatre Royal site which would provide for any future VAT payments becoming due to be reclaimed.

- 4 Disposal of lease at below market value – The Local Government Act 1972 General Disposal Consent (England) 2003 permits disposals of land by local authorities at below market value in the circumstances of promoting the social and economic wellbeing of its residents provided that any undervalue does not exceed £2 million. As the proposals are likely to promote the social and

economic wellbeing of Plymouth residents, Legal Services have advised that it will be necessary to demonstrate that the proposed undervalue is less than the £2 million threshold or a request to the Secretary of State for consent to the proposed transaction will be required.

Mitigation: The District Valuer has been instructed to provide the necessary valuations and confirmed that the disposal at below market value falls within the £2 million threshold and is therefore permitted under the LGA 1972 General Disposal Consent (England) 2003.

4. Recommendation and Reasons

- 4.1** The economic and cultural benefits of the Theatre to the city of Plymouth are well established. Research by the University of Sheffield on the UK theatre sector demonstrated that Theatre Royal Plymouth has the third highest economic impact of all theatres in the UK after the National Theatre and RSC, in leveraging in an annual £26 million benefit to the Plymouth City economy.
- 4.2** The Theatre Royal Regeneration Project will renovate an ageing Council asset to make it fit for purpose for the next 30 years and in doing so will reduce the carbon footprint of the building (with a targeted BREEAM rating of *very good*), improve physical access by the removal of steps to the premises and completely transform the existing exterior of the building and adjoining public realm areas to lift the west end of the City Centre and overall visitor offer. The enhanced catering and retail facilities will also improve the future financial viability and long term sustainability of the Theatre.
- 4.3** It should also be noted that in acting as an enabler to the Theatre Royal Regeneration Project (on a cost neutral basis) a £7million investment will be made into Council owned asset and mitigate the Council's current external repair liabilities in respect of the aluminium cladding for a further circa 30 year period.
- 4.4** Conditional on TRP Ltd successfully obtaining grant funding from ACE up to the sum of £5 million (outcome to be advised in early November 2012) it is therefore recommended that Cabinet approve:

- 1 To accept a surrender of the existing lease and simultaneously;
- 2 Grant a new lease for a 30 year term at a peppercorn rental (on the basis of promoting the economic and social wellbeing of the City under Section 2 of the Local Government Act 2000) on similar terms to the lease surrendered.
- 3 To grant a comprehensive licence to alter in respect of the proposed major alteration works.
- 4 To incorporate in the new lease a right to assign the leasehold interest to ACE or to a performing arts organisation as directed by ACE.
- 5 To grant consent to a legal charge to be placed on the leasehold interest of the property in favour of ACE.

Reason for 1-5 above: To meet Arts Council England funding requirements to enable up to £5 million of grant funding on a major capital project for Plymouth.

- 6 To confirm revenue support allocation to TRP Ltd at the current level of £665,000 per annum up to and including financial year 2014/15.
- 7 To recommend to Council the inclusion of a new capital scheme up to the value of £1,995,000. The scheme to be funded from the withholding of PCC revenue contributions approved in 6. above for a 3 year period (equating to £1,995,000), making the capital works cost neutral to the Council.

Reason for 6-7 above: To provide match funding in order to secure grant of up to £5million from Arts Council England, delivered as a tax efficient parcel of works under the Council's 2013/14 capital programme.

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PLYMOUTH CITY COUNCIL

Subject: Investment in Customer Transformation and ICT core infrastructure
Committee: Cabinet
Date: 11 September 2012
Cabinet Member: Cllr Peter Smith, Deputy Leader
Cllr Mark Lowry, Cabinet Member for Finance
CMT Member: Adam Broome, Director for Corporate Services
Author: Mark Grimley, Assistant Director
Contact: Mark Grimley, Assistant Director for HR & OD
Ref:
Key Decision: Yes
Part: I

Purpose of the report:

Following the capital approval at Full Council on 16 April 2012 (minute 132), this paper sets out in further detail to business case for the investment in the core ICT infrastructure and capacity to enable the Council to modernise working practises, transform how we interact and work with customers and drive out efficiencies across the departments of the council.

The report requested the release of capital funding approved by the City Council for £3.0million to invest in the core technology platform however a further £1.5million has been identified as needed for the migration of the financial information system that had previously not been included in calculations which would increase this scheme to £4.5m. The additional £1.5million will be subject to City Council approval.

Corporate Plan 2012 – 2015:

The Co-operative Council: Enables the improvement of services designed around the customer involving our communities about how and where services are delivered and provides the infrastructure to support improvements and flexibility in service delivery for customers.

Value for communities: An investment that will enable the Council to improve service efficiency, the quality of management information and speed of service.

Growth: The investment will create a platform that can be expanded for commercial use, increase traded and shared services.

Reducing inequalities: Services design with the customer will allow improvements in access for communities at a local level. Improved management information will allow the Council to take informed choices about resource allocations to where they are most needed and where we can meet our priorities.

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

Capital implications are set out within the report, committing £4.5million of unsupported borrowing to deliver the core technology platform and consolidate existing systems. This includes £3.0million already approved by City Council and a further £1.5 million to bring forward the integration of the Council's financial platform into this programme. . At this stage the assumption has been made that the full £4.5m is capitalisable, funded by unsupported borrowing and the business case has been based on this premise. Regardless of the final funding 'mix' the project will still represent a significant return on the investment and will deliver significant benefits for the organisation.

The £4.5million capital is funded through unsupported borrowing with total interest payable on this borrowing being £0.211million. Over the 5-year plan of borrowing this is projected to yield approximately £10.8million of revenue savings based on the current demand and customer access channels compared to other local authorities. As part of the development of the full transformation plan, detailed analysis of revenue spend and resources will be worked through to quantify the full savings and order of transformation throughout services.

The establishment of a small, central team (change management office) to provide programme support and capacity to deliver organisational change, service re-engineering and customer involvement in service re-design will ensure a consistency of approach and demonstrable achievements. This team will be funded through both capitalisation of salaries, as appropriate, and revenue funding within the Council's General Fund.

On-going revenue resources will be required within ICT services to maintain the additional capacity and services.

Additional staffing savings resulting through a reduction in headcount will be funded through the Council's reserves for which provision is made for the cost of potential redundancies.

Within the Council's current budget (medium term financial forecast) are savings predicated on this technology being in place to reduce overheads and costs.

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

Putting the customer at the heart of service design will assist in developing a greater participation rate from our communities in re-defining the Council's standards and services to meet and exceed expectations. As part of the Council's on-going commitment to greater community involvement in Council services through the Cooperative Council commitment in the Corporate Plan, we should seek to establish customer panels to help improve services and review standards and means of delivery.

Recommendations & Reasons for recommended action:

Cabinet are recommended to:

- (i) Agree the Business Plan
- (ii) Recommend to Council that the capital programme be amended to include an additional £1.5m, making a total spend of £4.5m.

Alternative options considered and reasons for recommended action:

Consideration was given to an incremental approach to changing how the Council works. The return on the investment would have taken longer and created a longer period of change that would be disruptive to the delivery of services and taken longer to deliver a balanced budget with immediate service pressures.

Consideration was given to outsourcing key services and / or taking on an external strategic partner to deliver the transformation agenda. Our current ICT services provide good value for money when compared to both the private and public sectors. The Council felt the need to develop in-house capability that was important for attaining and embedding change and improvements in services to create a culture of continuous improvement. It will also allow us to develop expertise in-house to further improve the Council and support any other service delivery models such as shared services.

Replacing existing systems like-for-like as the need arose was not considered feasible given the high overhead cost of maintaining multiple systems and the capital needed in some cases would have been greater cumulatively for this approach than a single capital investment to create a single platform and redesigning services around the customer.

Background papers:

[Capital. Programme Approvals Paper \(City Council 16 April 2012\)](#)
[City Council Approval \(Capital\) Minute 132 \(City Council 16 April 2012\)](#)

Sign off:

Fin	CDR/ Corp sF HCI 213 001/3 0.08. 12	Leg	LT 1550 I	HR	MG 1213/ 0800 I	Corp Prop		IT	PG 1213/ 001	Strat Proc	
Originating SMT Member: Mark Grimley Assistant Director for HR & OD											
Have you consulted the Cabinet Member(s) named on the report? Yes											

I.0 EXECUTIVE SUMMARY

- I.1 During the Municipal Year 2011/12, the Cabinet (Minute 146) and Full Council (Minute 132) have agreed to:

“approve the new capital approval of £3.0m to design and implement modernised ways of working to enable delivery of customer service improvements and financial benefits. The Cabinet is requested within three months, to agree business cases which identify the specific benefits to be realised from these significant investments”

- I.2 This report sets out the business cases to identify the investment requirements and business benefits from the investment as part of a wider transformation of Council services to create service efficiencies to meet budget demands and to improve customer access and their experience of the Council. It also asks for an increase of £1.5m to the current approved capital budget of £3.0m.

- I.3 The purpose of this investment is to:

- (i) Reduce the overall costs of the Council through the consolidation of ICT infrastructure and the simplification of systems, additionally making better use through the extension of existing standard systems
- (ii) Improve accessibility to services and the speed of service delivery including 24 hour access to more services as set out in the Administration’s commitments through the Corporate Plan
- (iii) Provide a platform for more cost-effective services across all Council departments and improve the accuracy and timeliness of performance management information

- I.4 Within the Corporate Plan, we have set out the type of Council we want to be and how we wish to operate. The investment in a core ICT platform will enable a faster move towards greater efficiencies and support to front line service delivery. Specifically the Corporate Plan sets out that:

- we will secure (for customers) the delivery of cost effective services to the satisfaction of our customers, interact with them in a way that suits their needs and ensure that they are able to influence and take greater control of the services they receive
- we will work with partners in implementing common aims, sharing facilities and services and making the best use of facilities to reduce costs and benefit the city
- we will ensure (for staff) they are empowered and encouraged to be innovative and to develop and realise their full potential within a stimulating and forever changing environment that gives them a real stake in delivery
- For delivery - we will be a ‘can-do’, problem solving organisation that is focused on having an impact and getting things done, with everyone working cooperatively towards common ends

- I.5 In line with the Administration’s commitment to provide greater access to services, this proposal will allow more services to be accessed online 24/7 as well as more services and information being delivered closer to communities in libraries, enhancing their role and widening their service offer to the community.

- I.6 This business case supports the delivery of services more consistently closer to the point of need and through channels (such as the internet) more convenient to the customer and a more cost effective way of operating for us. A common platform will enable the Council to reduce overheads and inefficiency and provide a platform that could be more easily adopted by partners within the city and other local authorities. Work already carried out with our waste services and highways contract (Amey) are realising improved reporting of service delivery and simplified and consistent customer interaction. As we redesign services to migrate to the new platform, our staff as well as customers will be supported in developing new service approaches and allow innovation in service delivery. The platform will be an enabling tool to simplify what we do.
- I.7 The programme will have a wide-ranging impact on the delivery of services. The core ICT infrastructure will enable more services to be transferred into a customer services environment with a greater emphasis on resolving enquiries and actions at the first point of contact.
- I.8 The business case sets out how the Council currently structures its ICT systems and information and establishes a case to consolidate systems, reduce down the duplication of information and move more services onto a common platform to ensure we have a better and more consistent view and understanding of the needs of those who use our services. It will also better enable performance management reporting – something that has often been slow to produce – to ensure we can make informed choices to improve services at a faster rate.

2.0 BUSINESS CASE: ICT INFRASTRUCTURE

Existing method of operation (Systems)

- 2.1 Plymouth City Council has 277 line of business applications operating across all departments.
- 2.2 This current model of ICT infrastructure has grown through business needs and demands. Services tend to have fit-for-purpose applications to support their specific needs however there is a high overhead in maintaining such a broad architecture, often with complex interfaces and nearly always duplicating data and information between systems.
- 2.3 Analysis of the 277 applications indicated that, under the proposed infrastructure, nearly 30% of the existing applications could be consolidated into the proposed core infrastructure. This would reduce the need for hardware, licence costs and maintenance overheads. (Appendix A, Table A2)
- 2.4 Over the period of this investment, a number of the existing systems will be considered for major upgrades, replacements or new hardware requirements. Both options incur capital cost and have on-going revenue implications. The proposed solution puts in place a core infrastructure where migration of data to a single platform would provide better value for money as the time and development required would be considerably shorter, along with a reduced on-going capital need for hardware and licence costs.
- 2.5 System duplication in function also occurs between platforms for functions and information stored. This results in duplication of physical effort (input of data). Additionally, this essentially means the Council has a number of different ways of working such as document storage, performance reporting etc that results in increased overheads, variable data quality and duplication of maintenance costs. A common example is the number of applications that store customer information. A single source of customer information, including names, addresses and service use would provide a single place to maintain and greater customer information. This will also reduce the risk to the Council in respect of potential data breaches through greater control over personal information sets. Another example is the number of telephone systems being maintained through legacy systems and new ways of working. The proposal is to reduce these down to two core systems – a business system (Lync) and customer call system (Avaya, with the intention to move to Lync).
- 2.6 System gaps are also present in the current way of operating. A number of departments would benefit through the additional infrastructure proposed. At present there are a number of reporting tools attached to specific applications. This provides performance information from a single source but does not necessarily correspond or correlate performance information where data is held in different systems. Furthermore, common applications for electronic document storage and self-service (for employees, customers and managers) would provide greater efficiency and reduce overheads in processing time, storage costs and 'transportation' (the time taken between transactions until it is complete).
- 2.7 Total cost of ownership is the method of calculating the cost of adopting particular systems and ways of working. At present, multiple systems, often specialised for an area of work, require specific training programmes and knowledge. This means that the ICT training programme is required to design and deliver specific training for each package that the Council operates, including refresher courses for upgrades requiring further time-out from the workplace for employees. The proposed infrastructure will provide a core of applications

with a common way of operating, including look and feel, and a more cost-effective way to train staff through generic application training, online training and webinars with reduced out-of-work training requirements. For the ICT function, there will be less need for application-specific training required to maintain the system and upgrades due to the reduced number of systems being supported.

Existing method of operation (Information and data)

- 2.8 Information and data is an important part of the Council's operations. We capture significant amounts of information about our customers, transactions and performance. This is done across a number of systems, often with data duplicated such as addresses.
- 2.9 Data security is an area identified as a risk for the Council. The volume of data we hold in the large number of different places means it becomes a much more difficult task to ensure data accuracy, confidentiality and data security. Information and data includes paper-based records, as well as those held electronically. The Information Commissioners Office (ICO) is increasingly enforcing public bodies to take data security and integrity seriously. Recent examples include a fine of £90k for a breach in confidentiality linked to incorrect addresses of a child in care and their mother and a second breach for the disclosure of a foster parents' address. A second fine to a hospital trust for a breach of patient data held on paper files resulted in a £325k fine earlier this year.
- 2.10 There is currently no common system to store data or documents electronically in a single way. This increases the risk of breaches in information security through inappropriate access to information, accidental disclose, inaccurate information about an individual or duplication of information that results in information conflicts such as differing addresses for a single person.
- 2.11 Out of the 277 business applications, around 150 currently hold customer data. Of these, the customer name is duplicated 44 times across systems. There are 91 different places for holding an address exist. Customers have 72 unique yet different identifiers – between unconnected systems - and up to 65 different phone number fields. There is no single view of the customer, and therefore this makes planning around the needs of the customer more difficult and may result in multiple contacts from across the council to customers. This will not only seem confusing but also perceived as highly inefficient.
- 2.12 Paper storage of personnel records is estimated to cost the council nearly £250k through floor space required. Additionally archived files require regular maintenance with little value to the organisation other than good record keeping for legal requirements. Document recovery, particularly for freedom of information (FOI) and subject access requests (SAR's – information requests from individuals requiring a whole-organisation scan for electronic and paper copies of information held across the Council, sometimes back decades) is currently slow, manual and time intensive.
- 2.13 Internal information storage is also poor. There are currently estimated to be over 60 databases with employee records in relation to training records and professional development. This is being addressed through an investment in the Council's HR system. However, information about health and safety, buildings, resources, customers and partners are also in a similar position. Each requires resource to maintain and cleanse resulting in departmental overheads on data management.

- 2.14 There is no single place to consolidate information reporting, such as financial, performance, human resources in a timely manner. This provides slow decision making where there is a reliance for informed be trends and information.

Future method of operating (Systems, Information and Data)

- 2.15 The proposal is to establish a core operating infrastructure that becomes the platform to migrate services and information towards. This means a fewer applications requiring support, fewer instances of the same data being kept in different places and establishing 'the golden record' the one version of the truth.
- 2.16 As part of the core infrastructure (through the Corporate Accommodation Strategy and ICT Strategy) the following applications are already in place or being put in place already:

TABLE2a: Existing applications through the Corporate Accommodation Strategy

System / Application	Purpose
Microsoft Windows 7	Core operating system for all ICT users
Microsoft Lync Communications	Integrated communications system
Microsoft Office	Core applications (Word, Excel, Visio etc)
Microsoft Outlook	Email and calendar
Kofax	Intelligent Scanning
Microsoft Sharepoint	Front end collaboration and information presentation
Avaya	Customer Services telephone monitoring system (with plans to integrate into Lync)

- 2.17 Key systems are also being developed within departments that, under the future operating infrastructure could be expended and further integrated to maximise their potential and standardise (reduce) the number of applications across the Council to reduce maintenance overheads and licence requirements:

TABLE 2b: Core infrastructure investment

System / Application	Purpose
Customer Relationship Management (CRM)	Customer transaction and information system. Currently used only in Customer Services department. Will be expanded to provide a single view of the customer and create 'golden record')
SQL/SSRS (SQL Server Reporting Services)	To collate data from a number of different applications to drive 'real time' performance information
Workflow and business intelligence	Provides streamlined process management, automating transactions and providing
BizTalk	Server and system integration – enables different systems to 'talk' to each other reducing the need for multiple instances of data (e.g. addresses)
InfoPath Forms	Online form management integrated into back-end systems and workflow to create self-service and automation of transactions.
Citizen authenticated secure access	Enables secure log-on for self-service outside of the Council's network for customers and staff.
Windows External Connector	Allows external access to the Council's systems.
eDRMS / Wisdom	Electronic document management and document control.
Channel access management	Enables SMS and mobile device technology
Information Services GIS	Geographic information system – allows place-based / location activity, mapping and logging. (For use with mobile working for employees, and localisation of services for customers).
Web Content Management System (CMS)	Provides managed content for the Council's internet and intranet enabling simple update and dynamic (up to date) information driven by information held on back-end systems.
Scanning Services	Provides the scanning technology for electronic document management system.

- 2.18 The proposed costs for the capital and revenue implications (both cost and savings) over the 5-year programme are summarised as such:

Revenue Costs (inc. repayment of unsupported borrowing and interest	£7.0m
Revenue Savings	(£17.8m)
Total Revenue (Saving) / Cost	(£10.8m)

The detail of this is shown in Appendix A1.

- 2.19 The benefits of establishing a core infrastructure will be the ability to join up existing systems establish a common framework for all future systems and better manage customer and employee data with more timely performance management and business intelligence.

2.20 The core infrastructure will provide the platform to:

- Reduce transactions costs by migrating to a new operating model through channel shift
- Improve the speed and accuracy of responses to the customer
- Simplify the maintenance of Council information systems and provide better value for staff time through designing, planning and supporting a common set of systems
- Make better use of investment already made in systems such as CareFirst, Dynamics AX (HR and Payroll) by increasing their functionality and efficiency
- Reduce organisational overheads by reducing internal transactions and business operations
- Enable the delivery of the Council's transformation plans and efficiencies through the better use of technology. (The full plan for the Council's transformation is expected to be taken at the Cabinet on the 12 February 2013).

2.21 The core systems architecture will also put in place the improvement required for the ICT infrastructure for:

- Customer operations (see section 3.0)
- Achieving budget delivery plans and financial efficiencies (see section 4.0)

3.0 BUSINESS CASE: CUSTOMER OPERATIONS

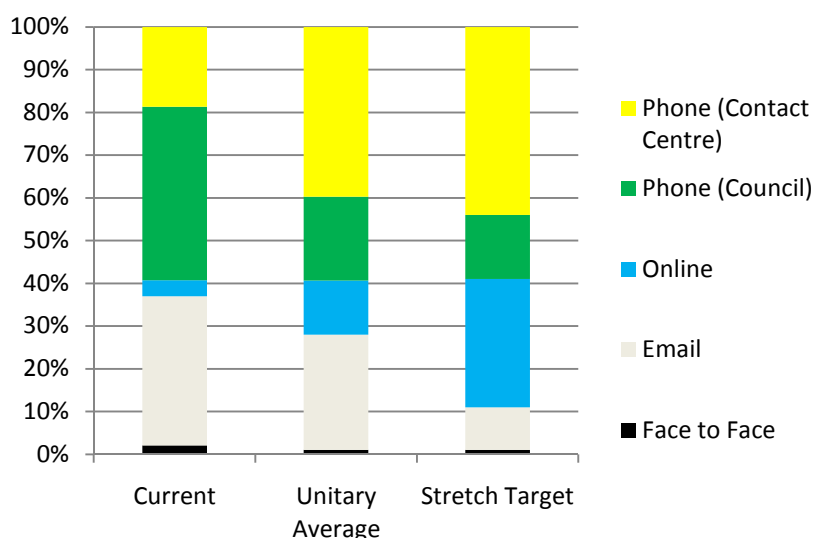
- 3.1 The outcomes for the customer will be improved efficiency, resilience, more responsive services, greater access to Council services with ease and a better understanding of customer needs, service demands and transactional efficiency.
- 3.2 As a cooperative council, as we redesign our services, involvement of our service users will ensure we provide the services to meet their needs within the resources we have available. This will form part of the Council's wider transformation plan.
- 3.3 The investment in a core infrastructure will allow the Council to exploit all 'channel shift' activities. Making the most effective channels such as self-service on the internet and telephone contact where ever possible to ensure where more intensive services are needed (face to face, individual needs) that we have sufficient resources to meet these more complex requirements.
- 3.4 At present, only 30 per cent of transactions in the Council are processed through Customer Services, this compares to 67 per cent nationally. This is in part due to the fragmented systems operating across the Council. The Customer Services department cannot operate on so many different systems efficiently. The core infrastructure investment will allow the migration of services onto a simplified operating system.
- 3.5 Additionally, performance data for customer activity is best measured in Customer Services. The data is the most accurate picture we have of universal access to council services. This is used to drive efficiency and manage resources. However this does mean that nearly 70 per cent of Council transactions operating outside of the customer services environment are not as robustly managed. By migrating more services to Customer Services we will provide the opportunity to create a more transparent Council, have greater visibility of customer demand and service use and enable a better use of our resources whilst continuing to drive down costs.
- 3.6 The council monitored over 2.8million contacts in 2011/12 through online, telephone, face to face and email channels. The business cost of administering these transactions is modelled at £28.9million, as shown in table 3a. This represents an estimated 30 per cent of all transactions undertaken within the Council. As part of the readiness preparation for the transformation of services, and channel shift of customer access channels, a more detailed analysis of costs across the council departments will be undertaken to quantify revenue savings in more detail.
- 3.7 More importantly, customer use of technology is changing rapidly with a wide variety of devices both within the market and in use by the Council. Greater emphasis should be placed on supporting multiple device use outside of the Council, and consider the needs of our employees who may wish to use their own devices at work (Bring Your Own Device – BYOD).

TABLE 3a: Financial cost of actual transactions through existing channels and volumes. (Unit costs based on actual cost of Plymouth City council transactions within the contact centre and salary cost averages for services outside of the contact centre).

	Unit Cost	Volumes Per Year	Percentage of Volumes	Cost Per Year (£)
Face to Face	£25.30	60,000	2.1	1,518,000
Email	£1.35	1,000,000	34.9	1,350,000
Online / Mobile Device	£0.25	106,000	3.7	26,500
Phone (Council)	£17.25	1,164,500	40.6	20,087,625
Phone (Contact Centre)	£11.10	535,500	18.7	5,944,050
		2,866,000	100	28,926,175

- 3.8 Our current method of delivering services indicates that compared to other local authorities and the best performing authorities, our delivery channels rely on the more expensive methods of delivery, particularly through telephone contact. This is set out in chart 3b.

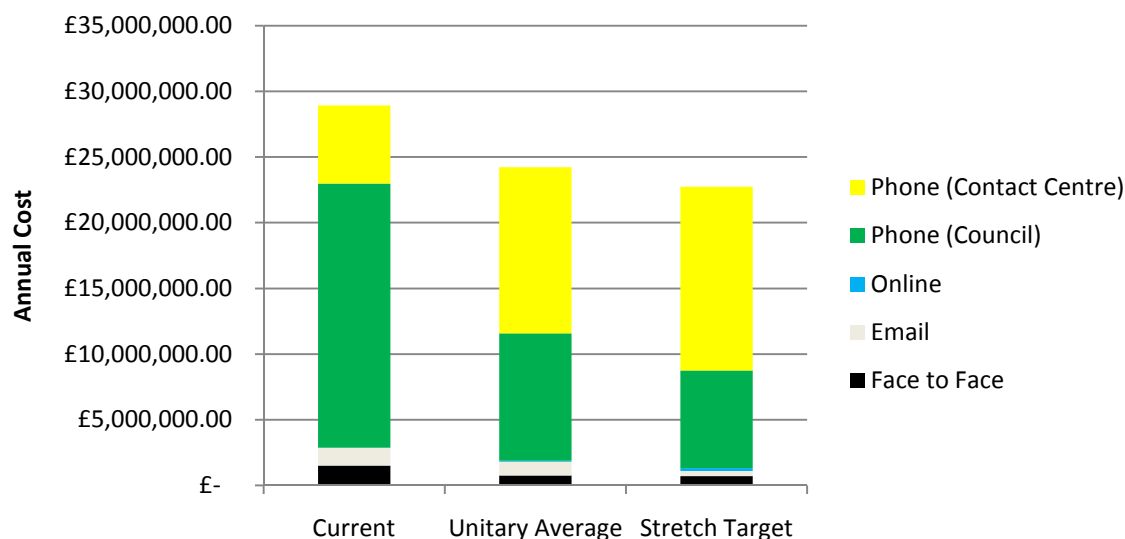
CHART 3b: Current channel usage compared to local authority average and upper quartile performance in England and Wales. (Percentage of transactions undertaken)



- 3.9 Benchmark data (SOCITM, PWC Local Government Benchmarking) from other local authorities suggests that Plymouth City Council has the potential to move transactions to different channels to provide efficiencies. For example, the number of transactions undertaken online currently is 3 per cent compared to a national average of 23 per cent. On the current volumes of transactions, if Plymouth were to meet the national average for the use of different channels the result could see a £4.7 million reduction in the cost of transaction handling based on the 30 per cent of transactions monitoring.

- 3.10 Using the national average as a target, as well as setting 'stretch targets' that are at the lower end of upper quartile performance nationally, the Council can model the potential for financial savings and benefits from its current position to one of the better performing authorities. The financial benefit is shown in chart 3c, below and in tables B1 to B5 in Appendix B.

CHART 3c: Cost comparison between current channel use and unitary average and upper performance (stretch target) potential.



- 3.11 However, the national average continues to see rapid changes in the activity of the use of different channels. Should Plymouth seek to meet the current national averages, this would then place the council behind in performance once again as others improve. Therefore stretch targets could be adopted to achieve the following distribution of channel usage and efficiency. This would result in a £6 million difference between current operations and future use of channels.
- 3.12 The estimated financial impact of different channel delivery and targets is set out in Appendix B and are subject to validation through greater analysis that will be undertaken in 2012/13 to quantify areas of transactions and average cost per transaction.
- 3.13 Appendix C (Table C1) sets out research undertaken with other local authorities who have reviewed and changed business support operations through:
- Economies of scale: combining operations into service / transaction centres and smoothing the demand of services, transferring internal resource to peak demand areas.
 - Performance management: conscious management of where transactions are assigned to ensure channel shift, move towards defined service lists (menus) and service level agreements.
 - Removal of work: ensuring non-value adding work (e.g. checking, duplication) is removed from processes.
 - Standardisation / simplification: reducing the complexity of tasks, duplication of information collection and a move to universal service access with gateways to assess individual needs.

- 3.14 The average efficiency achieved was around 23 per cent of business support costs in both front line and back office services. For Plymouth City Council this would be calculated as cashable revenue savings within this business case – assumed within the channel shift savings.
- 3.15 To achieve this, investment in staff skills is required to ensure service re-engineering is done right first time, involving staff and customers and designing the future target operating model of the Council. Under the model used to project these savings, it is predicted that around a reduction 210 FTE (full time equivalent employees) would be achieved through this approach over a 3-year period. Initial workforce models indicate that this would be achievable through natural turnover in the first instance. Further consultation with trade unions about how this will be achieved are required given the potential numbers of staff involved.

4.0 BUSINESS CASE: FINANCIAL INFORMATION

- 4.1 The total capital requirement for the investment is £4.5million, to be provided through unsupported borrowing. The breakdown of this is set out in table 5a, with further detail in Appendix A.

Table 5a: Summary of capital requirement

CAPITAL	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	TOTAL
Capital (Hardware & Licences)	-	1,785,000	735,000	160,000	-	-	2,680,000
Capital (Technical support - staff)	-	250,000	392,500	175,000	-	-	817,500
Capital (Platform Consolidation)	-	337,500	300,000	-	-	-	637,500
Capital (Re-engineering)	200,000	15,000	-	-	-	-	215,000
Capital (Contingency)	-	-	-	150,000	-	-	150,000
TOTAL CAPITAL	200,000	2,387,500	1,427,500	485,000	0	0	4,500,000

Notes:

1. Capital Hardware and Licences, includes the expansion of the Dynamics AX system to consolidate financials and procurement, resulting in the additional £1.5million to the original calculations.
2. Technical support staff: capitalised salaries for additional technical staff to configure test and migrate to business as usual.
3. Please note the contingency level is 3.3 per cent of the total capital programme value.
4. Revenue elements of the delivery, including activities that cannot be capitalised (salaries, training etc) will be met through the General Fund

- 4.2 The capital programme will deliver:

- Hardware and licences: The core infrastructure set out in table 5a. (above)
- Technical support staffing: ICT staff resource (in house with external expertise as required) to configure systems and architecture design and testing
- Platform consolidation: A migration from department specific platforms and consolidation on the core infrastructure (this will release an annual revenue saving of £0.25m by year 3 in licence and maintenance costs) as shown in table A2.
- Re-engineering: Business analysis and process re-engineering to transfer to automated platforms and improve business efficiencies at the point of transfer. This includes staff investment in training.
- Contingency: Allowed at 3 per cent of the capital allocation.

- 4.3 The current revenue operations are set out in the tables in Appendix A providing the revised costs following consolidation of existing systems onto the new core infrastructure. This realises an annual saving of £0.25 million on revenue costs through the reduction of licences and maintaining multiple systems. This represents the consolidation of around 23 of the Council's systems into the new core architecture (Appendix A, table 2). This represents a 4 per cent reduction in the number of systems within this business case. Once this has been achieved, a further consolidation plan to reduce by a further 15 per cent will provide greater efficiencies, funded through efficiencies achieved as part of this business case.

- 4.4 Existing budget delivery plans for 2013/14 and beyond are predicated on a better use of technologies to drive out efficiencies through services and transfer services in to the contact centre and online. For 2013/14 this is £600k rising to £970k in each year from 2014/15 as set out in the Budget Book. (Appendix E of the budget book). Where possible, these plans will be delivered through making best use of this technology and being incorporated into the overall savings targets for the transformation programme.

5.0 IMPLEMENTATION

- 5.1 The programme is to be supported through a co-ordinating Change Management Office (CMO). This will comprise of a small project management team to support the governance of the delivery of the programme and a small team of core experts to support identifying the opportunities within service areas for efficiencies, business process re-engineering and calculating the financial benefits, customer improvements and operational efficiency. Dedicated resource to involving staff and customers in service redesign will sit within the change management office to ensure consistency and a focus on delivery.
- 5.2 Resource's for the CMO will initial be found from existing revenue budgets across the Council. The CMO will self-fund during the lifetime of the programme over 5 years. The capitalisation of salaries will also part-fund the CMO, with revenue reserves covering any shortfall in resources resultant from activity profiling of resources requirements.
- 5.3 The first key milestone will be in February 2013, where Cabinet will receive the initial findings for the migration of services into the customer services department and onto the new platforms, along with the performance, financial and customer information for the rationale.
- 5.4 Programme governance and the delivery method will also be set out for Cabinet approval in February.
- 5.5 Due to existing programme commitments, it is realistic to expect the ICT infrastructure to be implemented from April 2013. Between September 2012 and April 2013, the business case and re-engineering of services will start to ensure an early migration of key services and quick wins for efficiency start to provide the return.
- 5.6 Full year benefits are expected to be delivered from 2016/17 of around £3.1m on-going revenue savings, rising to £4.5million annually once the capital has been rapid (from 2018/19). These will be quantified through the business analysis report to cabinet in February 2013.

6.0 PROGRAMME DEPENDENCIES AND RISKS

- 6.1 Programmes of this size and ambition carry a degree of risk given the number of dependencies and lessons learned from previous consolidation and improvements by other local authorities. The high level dependencies are identified as follows:

Customer dependencies

- 6.2 The proposals are modelled upon changes in customer behaviour in terms of the uptake of alternative channels of access to services. The current financial model is based on the experience of other local authorities. As part of the due diligence required for the full business case for customer transformation we have the ability to provide more detailed demographic information about likely take up of channels, as well as accessibility of services channels, in particular access to broadband internet and PC access to ensure the greatest use of cheaper channels with availability 24 hours a day.
- 6.3 There are also dependencies on the Council's on-going consultation about the future provision of services through our library network and the use of other locations from our public sector partners.
- 6.4 A full equality impact assessment (EIA) will need to be undertaken to ensure that any proposals for the changes in the provision of services includes provision for access to groups that may otherwise be excluded by the changes proposed.

Organisational dependencies

- 6.5 The proposals have an organisation-wide impact across every service area. This requires significant changes to how we work, the structure of the organisation, re-provision of services as well as the culture of the organisation.
- 6.6 The most significant effort required will be in the changes to how we work with the high number of volumes of work we undertake and the long-established working practises and organisational culture changes. This requires a high degree of involvement from staff and our service users.
- 6.7 The precursor to change and engagement is significant communication and clarity of direction and reasons for change, whilst the actual change requires a number of technical methodologies to re-engineer process, retrain staff and restructure teams. Following the implementation of change a period of embedding and continuous improvement requires continued interventions over a number of months.
- 6.8 A full workforce and organisational development plan will be key to mitigating the dependencies on staff and the large change programme required. There will be a requirement for

Financial dependencies

- 6.9 There are existing revenue savings proposals within 'budget delivery plans' that will fall under the financial assumptions of this business case. These plans will be subsumed into this overall piece of work to ensure these savings are accounted for once, and that the allocation of resources required delivering the savings is in place for this business case.

- 6.10 The Change Management Office (CMO), with exceptions for technical support through ICT, is not funded through this capital business case. The CMO will be set stretch targets for achieving efficiencies above and beyond those assumed from revenue savings to provide funding from existing revenue allocations within the Council – this means using existing resources and re-prioritising their work (e.g. project management, change management, workforce development) into this project.

External dependencies

- 6.11 There are a number of services that are affected by legislative changes and government policy that may put them out of scope for initial transformation. Services such as benefits, where legislation has changed and the potential for the transfer of services to other agencies will be left in situ until there is greater clarity.
- 6.12 There are opportunities for working closer with our public and voluntary sector partners, to reduce duplication – particularly in ‘back office’ functions and systems. However, the savings and opportunities identified from these have not been assumed within this business case. Opportunities will be considered as they present themselves as well as building on existing discussions about the potential for shared services across the public sector.

APPENDICES

APPENDIX A: CAPITAL AND REVENUE COSTS

APPENDIX B: CHANNEL SHIFT INFORMATION

APPENDIX C: BUSINESS OPERATIONS EFFICIENCIES TARGETS

APPENDIX D: EXISTING BUDGET SAVINGS PLANS (PUBLISHED IN MTFS)

APPENDIX A: CAPITAL AND REVENUE

TABLE AI: HIGH LEVEL SUMMARY OF BUSINESS CASE (CAPITAL & REVENUE)

This table sets out the summary of the capital requirement, borrowing repayment and revenue implications (both cost and savings) over the 5-year programme. (Table references highlight figures in supporting tables, below).

CAPITAL	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18		TOTAL	TABLE REF
Capital (Hardware & Licences)	-	1,785,000	735,000	160,000	-	-		2,680,000	A5
Capital (Technical support - staff)	-	250,000	392,500	175,000	-	-		817,500	
Capital (Platform Consolidation)	-	337,500	300,000	-	-	-		637,500	A2
Capital (Re-engineering)	200,000	15,000	-	-	-	-		215,000	
Capital (Contingency)	-	-	-	150,000	-	-		150,000	
TOTAL CAPITAL	200,000	2,387,500	1,427,500	485,000	0	0		4,500,000	
REVENUE									
Capital Borrowing Costs (Repayments)	-	42,124	669,595	1,166,034	1,416,566	1,416,566		4,710,885	A3
On-going Revenue Costs (Licences)	166,400	204,400	219,400	229,400	239,400	239,400		1,298,400	A4
Additional staffing requirement ICT	-	200,000	200,000	200,000	200,000	200,000		1,000,000	
Projected Revenue Savings (ICT)	-	(32,232)	(247,376)	(247,376)	(247,376)	(247,376)		(1,021,736)	A2
Projected Revenue Savings (Channel Shift)	-	(353,629)	(2,357,527)	(4,715,053)	(4,715,053)	(4,715,053)		(16,856,314)	B4
TOTAL REVENUE IMPACT	166,400	60,663	(1,515,908)	(3,366,995)	(3,106,463)	(3,106,463)		(10,868,765)	

TABLE A2: Platform Consolidation Capital and Revenue Implications

This table sets out the cost of configuration and up-front licencing (capital)(column A) and current versus (columns B – H) new licence cost models post-implementation(Columns I – P)

	A	B	C	D	E	F	G	H	I	J	K	L	M	O	P
	Replaceme nt Capital Cost	Current Annual Revenue Cost							Future Consolidated Cost (Function) Revenue Cost						
	2013/14 & 2014/15	2012/1 3	2013/1 4	2014/15	2015/16	2016/17	2017/18	TOTAL	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	TOTAL
Platform															
EMS One	150,000	174,000	174,000	174,000	174,000	174,000	174,000	1,044,000	174,000	174,000	30,000	30,000	30,000	30,000	468,000
Ingnostics FastPlanning	-	14,804	14,804	14,804	14,804	14,804	14,804	88,824	14,804	15,000	15,000	15,000	15,000	15,000	89,804
Civica Financials	300,000	115,000	115,000	115,000	115,000	115,000	115,000	690,000	115,000	115,000	60,000	60,000	60,000	60,000	470,000
Allotment Management	5,000	750	750	750	750	750	750	4,500	750	1,000	1,000	1,000	1,000	1,000	5,750
Cicero	7,500	5,640	5,640	5,640	5,640	5,640	5,640	33,840	5,640	1,500	1,500	1,500	1,500	1,500	13,140
Data Voyager	5,000	3,000	3,000	3,000	3,000	3,000	3,000	18,000	3,000	1,000	1,000	1,000	1,000	1,000	8,000
Evolutive	7,500	4,878	4,878	4,878	4,878	4,878	4,878	29,268	4,878	1,500	1,500	1,500	1,500	1,500	12,378
Social Care Allegations	7,500	-	-	-	-	-	-	-	-	1,000	1,000	1,000	1,000	1,000	5,000
Bazaar Market Management	7,500	950	950	950	950	950	950	5,700	950	1,500	1,500	1,500	1,500	1,500	8,450
Family Group Conferencing	5,000	-	-	-	-	-	-	-	-	1,000	1,000	1,000	1,000	1,000	5,000
Trade Waste	15,000	2,680	2,680	2,680	2,680	2,680	2,680	16,080	2,680	3,000	3,000	3,000	3,000	3,000	17,680
Respond	5,000	369	369	369	369	369	369	2,214	369	1,000	1,000	1,000	1,000	1,000	5,369
Telephone Search	5,000	-	-	-	-	-	-	-	-	1,000	1,000	1,000	1,000	1,000	5,000
Corporate Room Bookings	5,000	-	-	-	-	-	-	-	-	1,000	1,000	1,000	1,000	1,000	5,000
Homelessness	7,500	1,250	1,250	1,250	1,250	1,250	1,250	7,500	1,250	1,500	1,500	1,500	1,500	1,500	8,750
LALPAC	15,000	14,530	14,530	14,530	14,530	14,530	14,530	87,180	14,530	3,000	3,000	3,000	3,000	3,000	29,530
Smartt	15,000	4,130	4,130	4,130	4,130	4,130	4,130	24,780	4,130	3,000	3,000	3,000	3,000	3,000	19,130

Gower	15,000		5,000	5,000	5,000	5,000	5,000	5,000		30,000		5,000	3,000	3,000	3,000	3,000	3,000		20,000
LACHS	15,000		5,270	5,270	5,270	5,270	5,270	5,270		31,620		5,270	3,000	3,000	3,000	3,000	3,000		20,270
YOISOPlus	15,000		2,385	2,385	2,385	2,385	2,385	2,385		14,310		2,385	3,000	3,000	3,000	3,000	3,000		17,385
Civica APP (Flare)	15,000		19,144	19,144	19,144	19,144	19,144	19,144		114,864		19,144	19,144	3,000	3,000	3,000	3,000		50,288
Kirona	15,000		15,596	15,596	15,596	15,596	15,596	15,596		93,576		15,596	3,000	3,000	3,000	3,000	3,000		30,596
TOTAL																			
	637,500																		
			389,376	389,376	389,376	389,376	389,376	389,376		2,336,256		389,376	357,144	142,000	142,000	142,000	142,000		1,314,520

Savings profile	-	32,232	247,376	247,376	247,376	247,376		1,021,736
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TABLE A3: COST OF BORROWING PROFILE

	12/13	13/14	14/15	15/16	16/17	17/18	Total
Capital Expenditure Profile (based on revised details from draft cabinet report)	200,000	2,387,500	1,427,500	485,000			4,500,000

Estimated costs of borrowing (based on expenditure profile above):

£200k required in 12/13 to be paid back over a 5 year period to start in 13/14 (1.75%)		42,124	42,124	42,124	42,124	42,124	210,620
£2,387k required in 13/14 to be paid back over a 4 year period to start in 14/15 2.03% (1.53%+0.5% assumed interest rate increase)			627,471	627,471	627,471	627,471	2,509,884
£1,427.5k required in 14/15 to be paid back over a 3 year period to start in 15/16 at 2.15% (1.35% interest rate plus 0.8% assumed rate increase)				496,439	496,439	496,439	1,489,317
£485k required in 14/15 to be paid back over a 2 year period to start in 16/17 at 2.2% (1.2% interest rate plus 1% assumed increase rate)					250,532	250,532	501,064
Total Estimated Cost of Borrowing *	0	42,124	669,595	1,166,034	1,416,566	1,416,566	4,710,885

Calculated so that borrowing changes will be complete in 2017/18

Cost of borrowing figures are estimated as interest rates are subject to change, and are set at the time of borrowing

TOTAL INTEREST PAYABLE = £210,885

TABLE A4: On-going licence costs

This table sets out the on-going revenue commitment for licence maintenance costs of expanded enterprise systems.

Item	Purpose	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	Total
CRM	Expansion of current platform	86,000	86,000	86,000	86,000	86,000	86,000	516,000
SQL Licences		10,000	20,000	30,000	40,000	50,000	50,000	200,000
Workflow	Development time	-	-	-	-	-	-	-
BizTalk	Integration of systems	-	3,000	3,000	3,000	3,000	3,000	15,000
UAG	Remote access set up	-	-	-	-	-	-	-
Infopath	e-form standardisation	-	-	-	-	-	-	-
Authenticated Secure Access	Public self-service set up	-	-	-	-	-	-	-
Windows External Connector		400	400	400	400	400	400	2,400
EDRMS	Electronic document management	25,000	25,000	25,000	25,000	25,000	25,000	150,000
Multi- channel device access	SMS, apps etc	5,000	5,000	5,000	5,000	5,000	5,000	30,000
Information GIS	Location services	25,000	25,000	25,000	25,000	25,000	25,000	150,000
Web CMS	Content Management	15,000	15,000	15,000	15,000	15,000	15,000	90,000
Document scanning		-	20,000	20,000	20,000	20,000	20,000	100,000
Server hardware	Capacity and resilience	-	5,000	10,000	10,000	10,000	10,000	45,000
TOTAL		166,400	204,400	219,400	229,400	239,400	239,400	1,298,400

TABLE A5: Capital distribution for hardware and software installation

Item	Purpose	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	Total
CRM	Expansion of current platform	-	80,000	80,000	80,000	-	-	240,000
Dynamics AX	Expansion to procurement, financials etc		1,125,000	375,000				1,500,000
SQL Licences	Reporting tools	-	-	-	-	-	-	-
Workflow	Development time	-	80,000	80,000	80,000	-	-	240,000
BizTalk	Integration of systems	-	20,000	-	-	-	-	20,000
UAG	Remote access set up	-	20,000	-	-	-	-	20,000
Infopath	e-form standardisation	-	40,000	-	-	-	-	40,000
Authenticated Secure Access	Public self-service set up	-	15,000	-	-	-	-	15,000
Windows External Connector		-	10,000	-	-	-	-	10,000
EDRMS	Electronic document management	-	-	-	-	-	-	-
Mutli- channel device access	SMS, apps etc	-	20,000	-	-	-	-	20,000
Information GIS	Location services	-	125,000	125,000	-	-	-	250,000
Web CMS	Content Management	-	100,000	-	-	-	-	100,000
Document scanning		-	75,000	-	-	-	-	75,000
Server hardware	Capacity and resilience	-	75,000	75,000	-	-	-	150,000
TOTAL		-	1,785,000	735,000	160,000	-	-	2,680,000

APPENDIX B: CHANNEL SHIFT INFORMATION

This section sets out the current performance (Chart B1 and Table B1) and models this against local authority averages (Tables C1 and D1) and a comparison between overall cost and channel use (Table E1 and F1).

Please note: These tables relate only to the 30 per cent of customer service transactions that can be monitored – a significant number of transactions are not yet monitored consistently in this way, and therefore it is expected that the potential savings are understated. The role of the Change Management Office will be to identify the areas for greatest improvement / cost savings from the other areas across the Council.

Table B1: Current channel usage and cost

	Unit Cost	Volumes Per Year	Percentage of Volumes	Cost Per Year £'s
Face to Face	25.3	60,000	2.1	1,518,000
Email	1.35	1,000,000	34.9	1,350,000
Online / Mobile device	0.25	106,000	3.7	26,500
Phone (Council)	17.25	1,164,500	40.6	20,087,625
Phone (Contact Centre)	11.1	535,500	18.7	5,944,050
		2,866,000	100	28,926,175

CHART BI: Current channel usage and cost comparison (percentages)

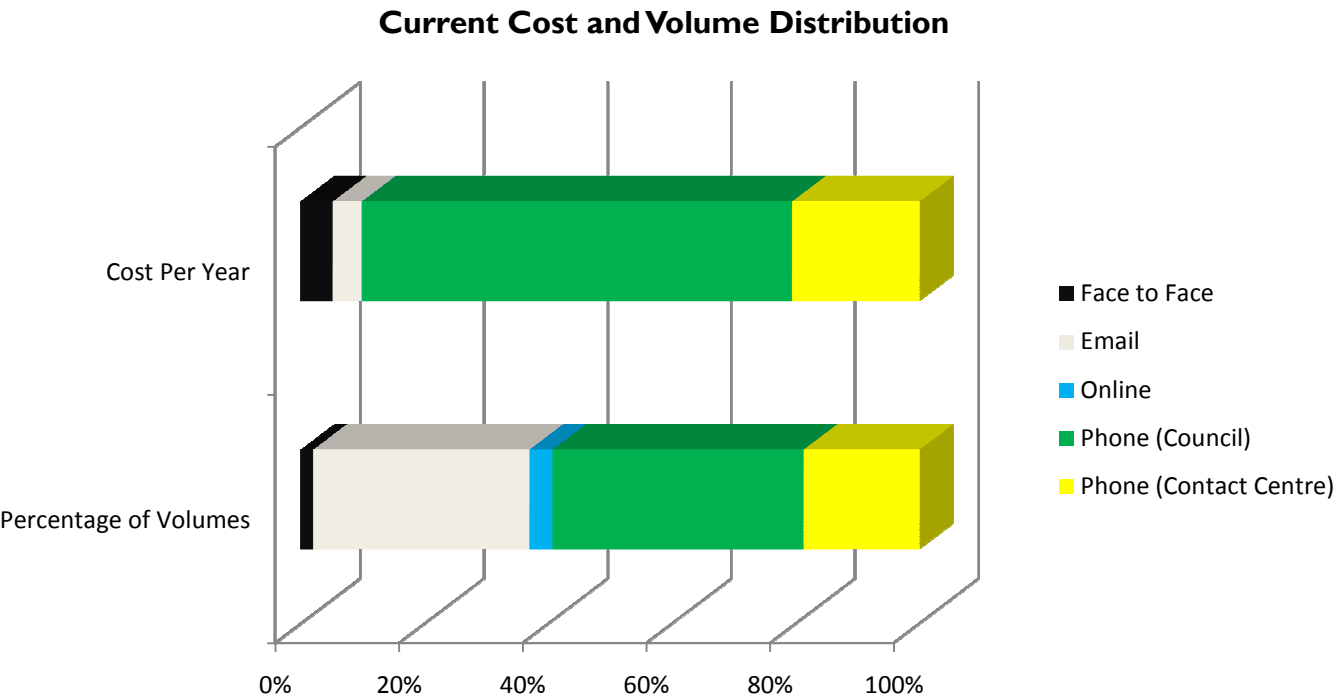


TABLE B4: Comparison between Plymouth City Council and local authority average
(Table indicates a £4.7 million saving opportunity by moving towards the average)

	Plymouth		Local Authority Average		Difference	
	%age	Cost	%age	Cost	%age	Cost
Face to Face	2.1	1,518,000	1.0	759,000	-1.1	759,000
Email	34.9	1,350,000	26.9	1,040,877	-8.0	309,123
Online / Mobile Devices	3.7	26,500	12.7	91,095	9.0	- 64,595
Phone (Council)	40.6	20,087,625	19.6	9,677,250	-21.0	10,410,375
Phone (Contact Centre)	18.7	5,944,050	39.8	12,642,900	21.1	- 6,698,850
	TOTAL	28,926,175		24,211,122		4,715,053

TABLE B5: Comparison between Plymouth City Council and upper performing authorities.
(Table indicates a £ million savings by moving to upper quartile performance)

	Plymouth		Upper Quartile Performance		Difference	
	%age	Cost	%age	Cost	%age	Cost
Face to Face	2.1	1,518,000	1.0	724,946	-1.1	793,054
Email	34.9	1,350,000	10.0	386,829	-24.9	963,171
Online / Mobile Devices	3.7	26,500	30.0	214,905	26.3	- 188,405
Phone (Council)	40.6	20,087,625	15.0	7,414,223	-25.6	12,673,402
Phone (Contact Centre)	18.7	5,944,050	44.0	13,994,614	25.3	- 8,050,564
	TOTAL	28,926,175		22,735,517		6,190,658

APPENDIX C: BUSINESS OPERATIONS

TABLE CI: Model efficiency targets (as part of the channel shift methodology)

Benefit Levers	Summary of Benefit	East Sussex	Medway	Birmingham	LB Harrow	Average	Range
Economies of scale	Co-location of Business Support	4.40%	3.00%	6%	6.00%	4.85%	3 - 6 %
	Develop specialist skills Reduces Agency						
	Smooth demand for services						
Performance Management of Resources	LEAN Team Leaders	7.50%	9.30%	5%	10.00%	7.95%	5 - 10%
	Workflow Management						
	Defined service lists						
	Service Level Agreements						
	Spans of control (DMA)						
Removal of work	Stopping activities	3.10%	3.00%	16%	4.00%	6.52%	3 - 16%
Standardisation / Simplification	De-duplication of work	7.04%	4.30%	Not known	5.00%	5.40%	4 - 7%
	Reduction in complexity						
Total		22.04%	19.60%	27.00%	25.00%	24.72%	19 - 27%

Within the Channel shift assumptions; these lines of activity from each department will be included in on-going revenue savings.

APPENDIX D: EXISTING REVENUE SAVINGS – BUDGET DELIVERY PLANS (PUBLISHED)

TABLE DI: Existing budget savings plans within MTFs predicated on ICT infrastructure and modernisation of customer and business operations. It is expected these would form part of the savings identified for delivery within the business case, although work streams may be transferred as the responsibility of the Change Management Office to deliver.

Directorate		Plan		Allocated Savings target						
			2012/13	2013/14	2014/15	2015/16	2016/17	2017/18		TOTAL
	Customer transfer		100,000	100,000	100,000	-	-	-		300,000
PEOPLE	Customer transfer		100,000	100,000	100,000	-	-	-		300,000
CORPORATE SERVICES	Customer savings		200,000	250,000	250,000	-	-	-		700,000
CORPORATE SERVICES	E-Transactions		50,000	170,000	170,000	-	-	-		390,000
CORPORATE SERVICES	ICT Rationalisation		150,000	300,000	300,000	-	-	-		750,000
COUNCIL	Business Support		100,000	100,000	100,000	-	-	-		300,000
TOTAL				700,000	1,020,000	1,020,000	-	-	-	2,740,000

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PLYMOUTH CITY COUNCIL

Subject: Procurement of the Council's energy requirements
Committee: Cabinet
Date: 11 September 2012
Cabinet Member: Councillor Lowry
CMT Member: Adam Broome, Director for Corporate Services
Author: Maria Schingen, Product Portfolio Manager, Strategic Procurement
Contact: Tel 01752 307969, Email: maria.schingen@plymouth.gov.uk
Ref:
Key Decision: Yes
Part: I

Purpose of the report:

- To inform Cabinet about Plymouth City Council's options for energy procurement
 - To obtain Cabinet approval for energy hedge buying as part of a public buying organisation's portfolio
 - To obtain Cabinet approval for energy procurement, in-advance-of, and within-the usage period
 - To rescind delegated authority for energy procurement
-

Corporate Plan 2012 – 2015:

- The proposals in this cabinet report aim to provide value for communities by risk managing a major area of council expenditure.
-

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

- In 2011/12, the council spent approx. £1.37 Million on metered electricity and £400,000 on metered Gas services. This excludes schools spend of £836,000 and £406,000 respectively. It also excludes unmetered street lighting (£1.49 Million) which is subject to separate procurement arrangements. As this is existing on-going spend, the implications on the financial plans are around mitigation of the risk of spend in a volatile energy market.
-

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

- The report addresses issues of mitigating the risk of a council spend of nearly £1.8 Million per annum through forward buying parcels of energy when wholesale market prices are advantageous
-

Recommendations & Reasons for recommended action:

1. To procure energy through a Government approved hedge buying scheme (tendered in accordance with public procurement regulations) for energy (Gas and Electricity) thereby spreading the risk of buying energy over time on the wholesale markets.
2. To procure energy both in advance of the period of use (PIA) and within the period of use (PWP) to be able to benefit from energy price fluctuations up to the point of usage.
3. To rescind delegated authority for energy procurement and bring it in line with the council's contract award procedures.

Alternative options considered and reasons for recommended action:

- Extending the current corporate contract for energy - this option was discounted as the financial benefits of hedge buying – especially within period – outweigh the performance of the current energy contracts.
- Fixing energy prices – this option was discounted as the volatility of the energy markets makes a fixed price strategy the most risky approach.
- Hedge buying in advance of supply period only – this option was discounted as it does not perform as well as buying energy within the supply period.
- Retaining delegated authority for energy purchases – this option was discounted as there is no time pressure to agree to market prices under a hedge buying scheme. Contract decisions can therefore follow the council's contract award procedure with authority vesting in Cabinet.

Background papers**Sign off:**

Fin	mcl 213. 009	Leg	1536 5/MS	HR		Corp Prop	CJT/ 106/ 0808 12	IT		Strat Proc	
Originating SMT Member											
Have you consulted the Cabinet Member(s) named on the report? Yes											

1.0. Introduction

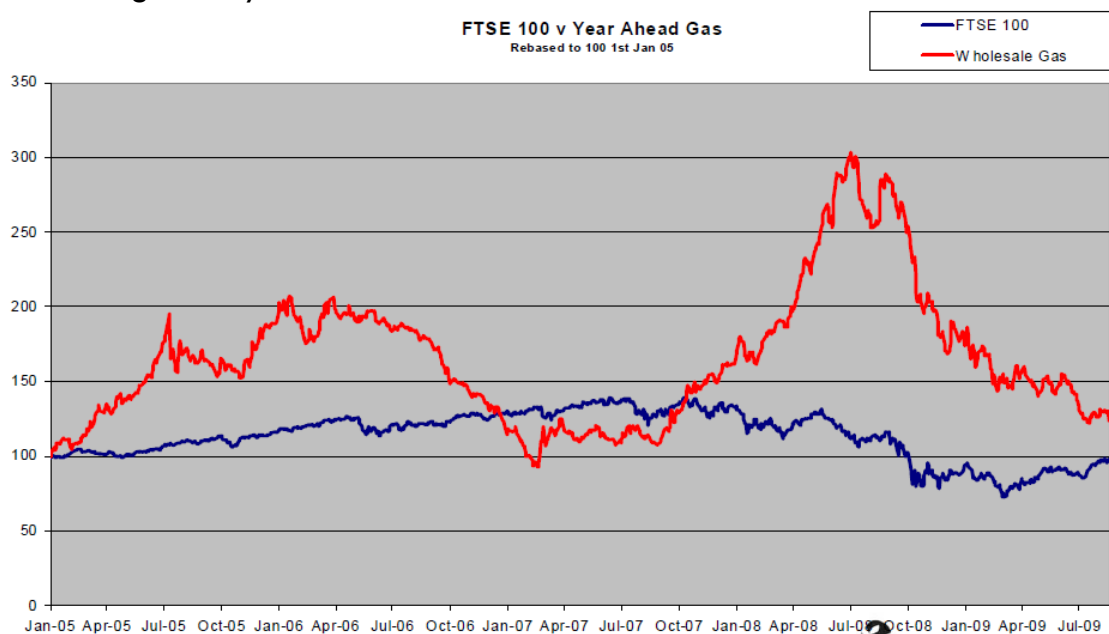
This report deals exclusively with the procurement of energy for Plymouth City Council and its schools. Other initiatives regarding energy and carbon reduction, micro-generation, community energy, centralised utility management etc. are at various stages of design and completion and will – where required – be subject to separate requests for Cabinet approval.

Plymouth City Council procures the vast majority of its metered energy (corporate and schools) through a corporate contract with British Gas which is due to end on 31st March 2013. The Council now has the option of continuing to procure under the Corporate Energy Contract through a contract extension (up to three years) or to change to a different type of energy procurement. This report advocates a different route to market for electricity and gas that takes into account the need to manage the financial risk of energy buying in a volatile supply market.

1.1. Background

Energy Markets

Energy procurement is primarily concerned with the management of risk. Generators, Wholesalers and Buying Organisations aggregate demand for electricity and gas thus gaining access to the world's wholesale markets for energy. Unlike other markets, once wholesale access is obtained, the size of procurement has only a marginal influence on the commodity cost. Prices are affected by political, economic and structural components such as national and international generating and storage capacity, world energy demand, world political situations, availability of oil supplies, the price of crude oil etc. The market for energy is extremely volatile, responding not only to those factors but also providing opportunities for commodities traders. The graph below compares the Wholesale Gas Market between 2005 and 2009 with the FTSE 100 index, showing that it is significantly more volatile than the FTSE 100 index.



Energy market vs FTSE 100

Market volatility introduces significant risk for the energy buyer. Using the trend graph above, energy purchased on a fixed rate and for a fixed 3 year term during the period January 07 to July 07 would have saved considerable sums for the buyer. Likewise spot purchases made during this stage of the cycle can be advantageous as the market price is low. However, this strategy can also lead to very costly mistakes.

In 2008 Nottingham County Council entered a fixed energy deal for two years at the peak of a rising market which ended up costing the Council £14.8 Million due to the market price reducing to 50% of its previous value. Predicting rising and falling markets is extremely difficult given the nature of the global political and economic cost drivers.

In addition to the political, economic and demand uncertainties, the European Commission predicts that European businesses and consumers face at least 20 years of electricity price rises.

PCC Energy Usage

In 2011/12, Plymouth City Council and its schools spent in excess of £3 Million on energy.

Utility	Corporate Spend £	Corporate Spend £ (unmetered)	Total Corporate £	Schools £	Total £
Electricity	1,371,834	1,494,345	2,866,179	837,933	3,704,112
Gas	416,228		416,228	406,314	822,542
TOTAL by Business £	1,788,062	1,494,345	3,282,407	1,244,247	4,526,654

For Electricity and Gas procurement, the Council is part of a Devon wide collaborative procurement network (Devon Procurement Partnership), which has a corporate contract for metered electricity with British Gas. The vast majority of PCC users and schools are procuring through this contract. This contract allows for access to wholesale markets and allows the council to segment its procurement into parcels of energy. The contract was let in 2009, initially for a period of four years with the option to extend for a further three years. Day to day energy buying decisions are made by Devon County Council (under delegated authority) on behalf of all other participating authorities.

For the streetlighting (unmetered) requirements, Plymouth uses a Hedge buying contract with NPOWER via a Public Buying Organisation (Laser Energy Buying Group - Kent County Council). The street lighting contract (currently worth around £1.5m) is awarded until 2016 and does not form part of this cabinet paper.

1.2. Energy Procurement Options

There are three options for the procurement of PCC energy:

- Maintain the status quo – extend the corporate contract
- Fix energy prices for a given period (i.e. spot buy)
- Spread the buying risk over varying amounts and timeframes (i.e. hedge buy)

1.2.1. Option 1: Status Quo

Retaining the contract would mean that there is no cost of change as all sites will be serviced by existing suppliers. Current energy buying services are also carried out free of charge.

Drawbacks include the performance of the buying service which is not based on professional energy trading and has in the last financial year performed less well than Public Buying Organisations (PBOs).

The corporate contract has historically provided Plymouth City Council with the benefit of direct access to the wholesale markets. However, contract performance is unlikely to match that generated by hedging strategies and provides inferior risk management.

1.2.2. Option 2: Fixed Term Fixed Price

The second option is for the Authority to commission buy all its requirements in advance for one, two or three years based on a fixed 'spot rate' (price on the day of purchase). This option uses broker knowledge to determine the best day to fix the rate.

Timing the purchase is a very high risk strategy as the Council could be fixing its energy cost at a market high. In addition the broker service will incur a consultancy/tendering fee to the authority.

The size of the Council's energy requirements pose a further risk to this approach as access to wholesale markets depends on the size of the council's energy portfolio. In order to reach the necessary requirement the Council has to aggregate its core demand with its major schools. Should too many schools decide to procure individually, this would increase the council's energy costs considerably.

1.2.3. Option 3: Hedging

Hedging applies the benefits of risk management to the procurement of energy. Purchases are made when market conditions appear favourable; options are sold when they are not.

There are two hedging strategies: (a) Purchase In Advance (PIA) and (b) Purchase within Period (PWP).

(a) Purchase in Advance

This refers to purchasing all requirements prior to the start of the supply period. This approach ensures that PCC would have a fixed price at the beginning of the supply period with no reconciliations. The PIA approach has been used on PCC's last street lighting contract and allows for budget setting accuracy.

(b) Purchase Within Period

This refers to purchasing a percentage of the supply very close to the actual date of use, sometimes just a day ahead. PWP gives energy buyers more flexibility to monitor market developments. This can lead to lower prices and increased efficiency. However as the energy is not priced for the whole supply period, there will be fluctuations in energy cost throughout the financial year. Frequent reconciliations and re-pricing will make budget accuracy difficult to achieve and to mitigate uncertainly a financial tolerance needs to be held as a reserve in year 1. Should a saving be achieved, this can be drawn in to the reserve to meet future uncertainty. PWP is used on the current streetlighting contract.

Using a PBO framework contract not only ensures full compliance with UK Procurement Regulations but also complies with the council's Financial Regulations and Contract Standing Orders.

1.3. Risks and Benefits

Best Practice

The Pan-Government Energy Project was initiated in 2007 as part of the HM Treasury transforming Government Procurement (TGP) initiative to introduce contracting strategies for electricity and gas that adopt best practice in energy purchasing. Energy hedging strategies were

selected to apply risk management principles to the procurement of energy, thus spreading the financial and risk exposure for participating organisations.

By 2010, the collaborating organisations collectively represented over 70 per cent of total public sector spend, which totalled £2.8bn on gas and electricity in 09/10. As a result, the project achieved aggregation into accredited delivery channels for over 90 per cent of central government. By August 2010 90% (393) of local authorities were using the recommended central buying solutions with documented savings in excess of £100 Million.

The Efficiency and Reform Group (ERG) within the Cabinet Office has verified the savings achieved by public buying organisations (PBO) using purchase in advance (PIA) and purchase within supply period (PWP) hedging strategies. PIA products outperformed the average energy market price by 7% and its PWP products by 20%.

PCC internal benchmarking between its corporate contract and its hedged streetlighting procurement showed a cost avoidance of 5% on hedged contracts compared with its corporate contract performance.

External benchmarking of the corporate contracts also showed a significant potential for further savings.

The utility markets are volatile and any savings / cost avoidance projections of this proposal carry a large degree of inherent uncertainty. However, the initiatives proposed form part of a coordinated and best practice approach to the procurement and management of utilities. This approach has generated savings and cost avoidances in other local authorities (e.g. Birmingham £4.7 Million, Cannock Chase DC £185,000, Worcester CC £125,000 and Gloucestershire CC £1 Million - all per annum).

In addition, joining a PBO's hedging portfolio removes the need for individual energy procurement decision from the authority. It is therefore no longer necessary for PCC to be able to speedily respond to market conditions, thus removing the need for the decision on energy buying to be delegated. Award decisions remain in accordance with the council's constitution.

Energy Mutual

The council is currently investigating plans to reduce Plymouth residents' energy bills through a local buying arrangement (buying clubs) led by an Energy Mutual.

No adverse effects on these buying clubs can be foreseen from adopting a hedging strategy for the council's corporate energy procurement for the following reasons:

- I. The Energy demand profile and size of supply required for individual sites for PCC and households are fundamentally different. The council's energy demand occurs primarily during working hours with lesser demand in the standard "peak times" of early morning and early evening (when electricity prices are highest). This shape of the "demand curve" has a strong bearing on the overall price of electricity. Private demand occurs primarily at times when householders are at home, i.e. early/mid-morning and evening. It would be unlikely that both demand curves can be combined into one basket therefore making aggregation improbable. Therefore these two very different types of energy supplies would have to be tendered as two separate 'baskets'; thus no bulk purchase benefits would be achieved.

2. There are concerns around risk and liability should the authority chose to procure on behalf of householders. If the Authority did buy on behalf of households it could become ultimately responsible for household energy outstanding bills, additions and changes to the contract. This would incur a substantial financial and legal risk and administrative workload. It would be difficult to predict and indeed control demand of households, which enter into and leave energy supplies much more frequently than the Council. There would also be concerns about the commitments households would have to make to stay on the contract which might deter residents from joining scheme.

3. There are further concerns around combining public and private spend on energy as this would impose much tighter (European procurement rules) constraints on the private spend leading to significant reduction in flexibility and ability to negotiate.

4. In addition there are existing contracts and frameworks (incl. hedging) available to the council which are not available to the domestic sector. On the other hand domestic clients can benefit from special regional or national offers (e.g. Together Cornwall, U-switch etc.), which are not available to corporate organisations. Aggregating demand would therefore preclude both the residents and the council from benefitting from any of these offers.

In summary, aggregation between Plymouth households and the council is not beneficial to either party. As a result, to date, no known buying arrangement has been set up where a local authority has combined their demand with the local residents

However, the Council can play a role in facilitating a local energy buying club under the Energy Mutual banner. Models whereby Councils facilitate negotiations on behalf of householders without themselves entering into a contract are used throughout the country, and abroad. Here are some examples:

- Tower Hamlets Council www.towerhamlets.gov.uk/energy
- Brighton CC <http://www.brightonenergy.org.uk/buying-club/>
- Going Dutch' <http://www.nlgn.org.uk/public/wp-content/uploads/Going-Dutch.pdf>

1.4. Recommendations

It is recommended:

- not to extend the current corporate contract beyond March 2013 as the contract has shown its limitations in terms of risk management and ability to generate savings
- to procure the council's energy through a public buying organisation's hedged portfolio for the duration of the PBO's current framework contracts (not to exceed 4 years).
- to procure the council's energy requirements both within and in advance of supply period(PWP and PIA)
- to rescind delegated authority for energy procurement decisions to comply with the council's contract award process.

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