

Public Document Pack



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29/07/2013

CABINET

Tuesday 6 August 2013

2pm

Council House (Next to the Civic Centre), 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.

This agenda acts as notice that Cabinet will be considering business in private if items are included in Part II of the agenda.

This meeting will be broadcast live to the internet and will be capable of subsequent repeated viewing. By entering the Warspite Room and during the course of the meeting, councillors are consenting to being filmed and to the use of those recordings for webcasting.

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Tracey Lee
Chief Executive

CABINET

NOTICE

Further notice of intention to conduct business in private (Pages 1 -2)

AGENDA

PART I (PUBLIC MEETING)

1. APOLOGIES

To receive apologies for absence submitted by Cabinet Members.

2. DECLARATIONS OF INTEREST (Pages 3 - 4)

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

3. MINUTES (Pages 5 - 6)

To sign and confirm as a correct record the minutes of the meeting held on 18 June 2013.

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, 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. STRATEGIC ALCOHOL PLAN FOR PLYMOUTH (2013-18) (Pages 7 - 36)

The Director for People will submit a written report on a Strategic Alcohol Plan for Plymouth 2013-18 which sets out a strategic approach to tackling alcohol related harm whilst contributing toward Plymouth's ambition of being one of Europe's most vibrant waterfront cities where an outstanding quality of life is enjoyed by everyone.

A background paper to this report can be accessed at the Council's website Council and Democracy/ Councillors and Committees/Library/Cabinet background papers or using the following hyperlink – <http://tinyurl.com/bdqgk2r>

Councillor Mrs Aspinall, former Chair of the Health and Adult Social Care Overview and Scrutiny Task and Finish Group has been invited to attend the meeting to present the scrutiny report on their review of the draft Strategic Alcohol Plan.

6. BUSINESS RATES: DISCRETIONARY RATE RELIEF (Pages 37 - 46)

The Director for Corporate Services will submit a report on the council's current approach to granting discretionary business rate relief in order to identify resources to promote growth in the local economy. The report will recommend an interim review for 2013/14 to ensure that the relief given provides the greatest benefit to the businesses and residents of Plymouth.

7. FINANCE - CAPITAL AND REVENUE MONITORING REPORT (Pages 47 - 60)

The Director for Corporate Services will submit the first quarterly monitoring report for 2013/14 which outlined the finance monitoring position of the council as at the end of June 2013.

Information will also be presented on staffing resources and sickness absence.

8. URBAN ENTERPRISE: NEW ENTERPRISE UNITS AT OCEAN STUDIOS (Pages 61 - 68)

The Director for Place will submit a written report on the Ocean Studios development which is a £4.06 million building project which could unlock £3.27 million public funding to create 1,900 square metres of affordable artists' studios. The report will explain how the delivery of the project is facilitated by a capital contribution of £794,000 from the City Council's Investment Fund. In addition, it is proposed that the council acts as guarantor to a loan of similar value and the report will explain how the potential financial impact of this enabling role will be mitigated.

ADULT SOCIAL CARE: IMPROVING QUALITY AND OUTCOMES, INCREASING CHOICE AND CONTROL

9. Increasing choice and control in day opportunities TO FOLLOW

With reference to the Cabinet meeting on 15 January 2013 which asked officers to undertake inclusive and meaningful consultation with service users, families and carers on proposals relating to day care opportunities, the Director for People will submit a written report on the outcome of the consultation process and making a series of recommendations designed to "Increase Choice and Control in Day Opportunities".

10. Improving quality in dementia care TO FOLLOW

With reference to the Cabinet meeting on 15 January 2013 which asked officers to undertake inclusive and meaningful consultation with service users, families and carers on proposals relating to dementia care, the Director for People will submit a written report on the outcome of the consultation process and making a series of recommendations on "Improving Quality in Dementia Care".

11. ADDITION OF A SPECIAL EDUCATIONAL NEEDS SUPPORT CENTRE TO KEYHAM BARTON CATHOLIC PRIMARY SCHOOL (Pages 69 - 78)

The Director for People will submit a report on asking to undertake formal consultations with all interested parties on proposals to add a special education needs support centre for complex children with autistic spectrum condition to Keyham Barton Catholic Primary School with effect from September 2014, using the facilities to be renovated by the Diocese.

The report will also ask seek authority for the Cabinet Member for Children and Young People, in light of the outcomes of and responses to the formal consultations, to determine whether to publish formal proposals (Public Notice) to undertake the above change and to determine whether to implement the proposal outlined in any such Public Notice.

Background papers to this report can be accessed at the Council's website Council and Democracy/ Councillors and Committees/Library/Cabinet background papers or using the following hyperlink –
<http://tinyurl.com/bdqqk2r>

12. CONTRACT AWARD - DOMESTIC ABUSE VICTIM SUPPORT, RECOVERY AND PREVENTION SERVICES (Pages 79 - 86)

The Director for People will submit a report summarising the recent tender process for two separate services for victims of domestic abuse.

Service A will support people assessed as being at a 'higher risk of serious harm' and will replace the current domestic abuse victim support contract.

Service B is new provision that will focus on supporting people who have been assessed as being at a 'lower risk of serious harm' to prevent escalation of their needs.

The report will recommend the awarding of the contracts to the winning provider(s) and contract award information is contained in a separate confidential report also on this agenda.

13. CONTRACT AWARD FOR LOCAL BUS SERVICES (Pages 87 - 98)

The Director for Place will submit a report summarising the recent tender process for the commissioning of the following local bus services across the city:

7D, 13, 14, 18, 19, 25, 27, 28B, 31, 39, 43B and 52.

Please note that there is a separate private report also on this agenda detailing the outcome of the tenders and recommendations for awarding contracts for specific bus services.

14. EXEMPT BUSINESS

To consider passing a resolution under Section 100A(4) of the Local Government Act 1972 to exclude the press and public from the meeting for the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in paragraph 3 of Part I of Schedule 12A of the Act, as amended by the Freedom of Information Act 2000.

(Members of the public to note that, if agreed, you will be asked to leave the meeting).

PART II (PRIVATE MEETING)

15. CONTRACT AWARD FOR LOCAL BUS SERVICES (E3) (Pages 99 - 110)

Further to agenda item 13 above, the Director for Place will submit a written report on the confidential contract award information and recommending the award of contracts, as appropriate, for various local bus services.

16. CONTRACT AWARD - DOMESTIC ABUSE VICTIM SUPPORT, RECOVERY AND PREVENTION SERVICES (E3) (Pages 111 - 118)

Further to item 12 above, the Director for People will submit a report on the confidential contract award information relating to the recent tender process for two separate services for victims of domestic abuse.

17. RESTRUCTURE OF TWO CITY CENTRE HEAD LEASES (E3) (Pages 119 - 128)

The Director for Place will submit a confidential report on a restructure of two City Centre head leases.

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FURTHER NOTICE OF INTENTION TO CONDUCT BUSINESS IN PRIVATE



6 AUGUST 2013

REGULATION 5 OF THE LOCAL AUTHORITIES (EXECUTIVE ARRANGEMENTS) (ACCESS TO INFORMATION) (ENGLAND) REGULATIONS 2012

A Notice was published on 8 July 2013 indicating that the Cabinet meeting on 6 August 2013 is likely to move into private session to consider the following decisions under Section 100A(4) of the Local Government Act 1972 where the press and public may be excluded from the meeting on the grounds that it/they may involve the likely disclosure of exempt information in accordance with Part I of Schedule 12A of the Act, as amended by the Freedom of Information Act 2000.

No representations have been received in respect of the following -

Title	Exemption Paragraph
Contract award for local bus services	Paragraph 3
Contract award for domestic abuse victim support, recovery and prevention services.	Paragraph 3
Restructure of two City Centre Head Leases	Paragraph 3

The following items have been deferred to a future meeting –

- Contract award for the redevelopment of the Civic Centre and relocation of staff and services;
- Contract award for Domiciliary Care Services.

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DECLARING INTERESTS – QUESTIONS TO ASK YOURSELF

What matters are being discussed?

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Does the business relate to or is it likely to affect a disclosable pecuniary interest (DPI)? This will include the interests of a spouse or civil partner (and co-habitees):

- any employment, office, trade, profession or vocation that they carry on for profit or gain
- any sponsorship that they receive including contributions to their expenses as a councillor or the councillor’s election expenses from a Trade Union
- any land licence or tenancy they have in Plymouth
- any current contracts leases or tenancies between the Council and them
- any current contracts leases or tenancies between the Council and any organisation with land in Plymouth in they are a partner, a paid Director, or have a relevant interest in its shares and securities
- any organisation which has land or a place of business in Plymouth and in which they have a relevant interest in its shares or its securities

No

Yes

Declare interest and leave (or obtain a dispensation)

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Does the business affect the well-being or financial position of (or relate to the approval, consent, licence or permission) for:

- a member of your family or
- any person with whom you have a close association; or
- any organisation of which you are a member or are involved in its management (whether or not appointed to that body by the council). This would include membership of a secret society and other similar organisations.

Yes No You can speak and vote

Will it confer an advantage or disadvantage on your family, close associate or an organisation where you have a private interest more than it affects other people living or working in the ward?

Yes No Declare the interest and speak and vote

Speak to Monitoring Officer in advance of the meeting to avoid risk of allegations of corruption or bias

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Cabinet members must declare and give brief details about any conflict of interest* relating to the matter to be decided and leave the room when the matter is being considered. Cabinet members may apply to the Monitoring Officer for a dispensation in respect of any conflict of interest.

*A conflict of interest is a situation in which a councillor’s responsibility to act and take decisions impartially, fairly and on merit without bias may conflict with his/her personal interest in the situation or where s/he may profit personally from the decisions that s/he is about to take.

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Cabinet

Tuesday 18 June 2013

PRESENT:

Councillor Evans, in the Chair.

Councillors Coker, McDonald, Penberthy, Vincent and Williams.

Also in attendance: Tracey Lee (Chief Executive), Adam Broome (Director for Corporate Services), Carole Burgoyne (Director for People), Anthony Payne (Director for Place), Giles Perritt (Head of Policy, Performance and Partnerships) and Nicola Kirby (Senior Democratic Support Officer (Cabinet)).

Apologies for absence: Councillors Peter Smith (Vice Chair) and Lowry.

The meeting started at 2.00 pm and finished at 2.20 pm.

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

12. **DECLARATIONS OF INTEREST**

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

13. **MINUTES**

Agreed the minutes of the meeting held on 21 May 2013.

14. **QUESTIONS FROM THE PUBLIC**

There were no questions from the public for this meeting.

15. **CORPORATE PLAN 2013/14 - 2016/17**

The Chief Executive submitted a report on the draft Corporate Plan 2013/14 – 2016/17.

Councillor Evans (Council Leader) presented the proposals which –

- set out a clear vision for the council to become a 'Brilliant Cooperative Council' with four cooperative values that the council was democratic; responsible; fair and a partner;
- reaffirmed the council's commitment to the city vision and the proposed four objectives to be a pioneering, growing, caring and confident city.

The Corporate Plan 2013/14 to 2016/17 had been considered by the Cooperative Scrutiny Board on 29 May 2013 who had unanimously supported the plan.

Councillor Evans thanked the Cabinet for their hard work in creating the plan. He also thanked the council's partners for signing up to support the objectives; Giles Perritt (Head of Policy, Performance and Partnerships) and Mark Grimley (Assistant Director for HR and Organisational Development) and their teams; scrutiny and the corporate and senior management teams for their work.

The Chief Executive also reported that the Medium Term Financial Plan was being developed which would sit alongside the Corporate Plan and identify the resources to enable delivery of the plan. A quarterly monitoring report would be presented to measure the progress. Officers could also now begin work on service planning.

Alternative options considered and reasons for the decision –

As set out in the report.

The City Council is Recommended to adopt the Corporate Plan 2013/14 – 2016/17.

PLYMOUTH CITY COUNCIL

Subject:	Strategic Alcohol Plan for Plymouth (2013-2018)
Committee:	Cabinet
Date:	6 August 2013
Cabinet Member:	Councillor McDonald
CMT Member:	Carole Burgoyne (Director for People)
Author:	Dave Schwartz, Commissioning Officer
Contact details	Tel: 01752 307561 email: dave.schwartz@plymouth.gov.uk
Ref:	Strategic Alcohol Plan
Key Decision:	Yes
Part:	I

Purpose of the report:

The Strategic Alcohol Plan sets out a strategic approach to tackling alcohol related harm whilst contributing toward Plymouth's ambition of being one of Europe's most vibrant waterfront cities where an outstanding quality of life is enjoyed by everyone.

This is a complex and long term challenge that will require robust oversight of the delivery plans and clear links across key city priorities, namely health and well-being, growth and culture. This cross cutting relationship will ensure that strategic coherence is achieved leading to a mutually supportive approach and shared benefit of outcomes. This will maximise the efficient use of investment. Decisions around investment and commissioning intentions will be considered within a partnership approach; they will be evidence based and represent value for money.

The Strategic Alcohol Plan will sit under the governance of the Health and Well-Being Board. The Health and Well-Being Board will be using the delivery of the Strategic Alcohol Plan as the focus for their development as system leaders over the next twelve months. Learning from this process can be made available to the Fairness Commission.

There will be an annual delivery plan outlining a partnership programme of actions to support defined outcomes. The Plan will be reviewed yearly to ensure that it remains current and is responsive to changing need, changes in national policy, legislation and evidence.

A Health and Adult Social Care Overview and Scrutiny Task and Finish Group reviewed the draft Strategic Plan between November 2012 and March 2013 as part of pre-decision scrutiny. The Group took evidence from a wide range of stakeholders covering children's services, health and social care, police, licensing, planning and economic development. The report produced sets out 16 recommendations the first of which states: 'The Task and Finish Group are in agreement with the aims, objectives and recommendations of the Strategic Alcohol Plan and recommends its adoption and implementation by the city council.'

The remaining recommendations from the report have either been incorporated into the final version of the Strategic Alcohol Plan or will be incorporated into the detail of delivery plans.

The Brilliant Co-operative Council Corporate Plan 2013/14 – 2016/17

The Strategic Alcohol Plan for Plymouth will support Plymouth being a Brilliant Co-operative Council through addressing the four key corporate objectives:

- Growing Plymouth

The Strategic Alcohol Plan will lead to a safer, more vibrant Plymouth. This in turn should attract more visitors to the City and also support an increase in the numbers of citizens of Plymouth who will utilise the social, cultural and sporting offers available. Opportunities for increased levels of employment should follow.

- Confident Plymouth

The Strategic Alcohol Plan will lead to a safer, more vibrant Plymouth. This in turn should attract more visitors to the City and also support an increase in the numbers of citizens of Plymouth who will utilise the social, cultural and sporting offers available. Experiences of those attending showcase events in Plymouth should be improved, building pride for those that live here and further establishing the City as an attractive destination both nationally and internationally.

- Caring Plymouth

Through changing attitudes to alcohol, supporting parents, children and individuals in need, the Strategic Alcohol Plan will reduce inequality. Whilst alcohol misuse affects individuals from all sections of society, those from the most disadvantaged communities experience the highest burden of harm. By using local levers to manage the supply side of alcohol, changing attitudes to alcohol, identifying need earlier and having evidence based intervention available the Strategic Alcohol Plan will over time reduce inequality.

- Pioneering Plymouth

By taking a strategic approach to alcohol across the key City priorities, namely health and well-being, growth and culture; the City will be able to use resources efficiently, maximise mutual impact across these priorities and so deliver best value.

The Strategic Alcohol Plan is underpinned by the four key values described in the Co-operative Council Corporate Plan. Delivery of the Strategic Alcohol Plan will:

- be influenced by stakeholders and so be democratic
- require all to work toward a safer drinking culture – and so be responsible
- address inequality and so be fair
- require all stakeholders to work together and so work in partnership

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

As a Partnership Strategy, commissioning intentions supporting delivery of the strategy and requiring investment will need to be approved by the Joint Commissioning Partnership. Partners on the Joint Commissioning Partnership will make investment decisions within their own budget constraints and plans. Similarly, Partners on the Growth and Culture Boards will do the same.

Sign off:

Fin	djn1314. 08	Leg	1779 8/DV S	Mon Off	177 98/ DV S	HR		Assets		IT		Strat Proc	
Originating SMT Member: Carole Burgoyne													
Has the Cabinet Member(s) agreed the contents of the report? Yes													



THE STRATEGIC ALCOHOL PLAN



A report of the Health and Adult Social Care Overview and Scrutiny Panel – Task and Finish Group following a review of the Strategic Alcohol Plan

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I SUMMARY

- 1.1 Alcohol plays a significant role in the city of Plymouth and over the last decade Plymouth has seen an expansion of the night-time economy across centralised areas of the city. This growth of the night-time economy has been beneficial for Plymouth in many ways; it brings money into the city, it provides jobs, attracts visitors and brings people together to socialise and have fun.
- 1.2 At the same time, we cannot avoid the status of alcohol as a controlled substance and the impact of alcohol related crime, disorder and the serious health impacts experienced by people when alcohol is abused.
- 1.3 In July 2012 the Health and Adult Social Care Overview and Scrutiny Panel considered the draft Plymouth Strategic Alcohol Plan “Promote Responsibility, Minimise Harm”. Subsequent to this meeting the panel submitted a request to establish a Task and Finish Group to focus on assisting the further development of the strategic and operational plan. The task and finish group would focus on balancing impact of alcohol on health and maintaining a vibrant night time economy.
- 1.4 In conducting this inquiry members of the task and finish group received evidence from a wide variety of sources, conducted desk top research and examined good practice from elsewhere. We found that proactive management, driving up quality and the diversity of Plymouth’s night time economy could help to improve customer experience, draw in a wider range of people and ultimately reduce the negative impact of alcohol whilst supporting the city vision to be “one of Europe’s finest, most vibrant waterfront cities, where an outstanding quality of life is enjoyed by everyone”.
- 1.5 The panel in analysing all the information agreed to make a number of recommendations which will be submitted to Cabinet, via the Overview and Scrutiny Management Board. The recommendations are aimed at providing shared ownership of both the benefits and negative impact of alcohol across the city’s partnerships.

2. INTRODUCTION

- 2.1 This report gives the findings from the Health and Adult Social Care Overview and Scrutiny Panel’s Task and Finish Group which will support a strategic approach to managing the supply of alcohol in the city that will in turn maximise the impact of the City’s investment in services that respond to alcohol related harm. The Task and Finish Group’s review took place over five sessions between November 2012 and March 2013.
- 2.2 Members appointed to the group were as follows:

- Councillor Mrs Mary Aspinall (Chair of the group)
- Councillor Grant Monahan (Vice-Chair of the group)
- Councillor John Taylor
- Councillor Lorraine Parker
- Councillor Ian Tuffin
- Councillor Dr John Mahony

Officers supporting the group were as follows:

- Professor Rod Sheaff (Plymouth University)
- Ross Jago, Democratic Support Officer

This report summarises the findings of the Task and Finish Group review and makes recommendations for the strategic management of alcohol in Plymouth.

3 BACKGROUND – The Strategic Alcohol Plan

3.1 Alcohol was identified as a priority by the Plymouth 2020 Partnership in 2011. In response Chief Superintendent Andy Bickley took on the role of Alcohol Champion and convened an Alcohol Champions Group which met until mid-2012. This group oversaw the initial work on the development of the Alcohol Strategy and help instigate an Alcohol Joint Commissioning Group Chaired by the Public Health Unit which would support development of the strategy and identify key commissioning intentions that would support the emerging strategic direction of travel.

3.2 The ambition

3.2.1 The overall ambition of the Alcohol Strategy is to reduce alcohol related harm in Plymouth, specifically the strategy aims to -

- Change attitudes towards alcohol
- Provide support for children, young people and parents in need
- Support individual need
- Create safer drinking environments

3.2.2 The Strategy's objectives are to -

- Reduce the rate of alcohol attributable hospital admissions
- Reduce levels of harmful drinking by adults and young people
- Reduce alcohol related violence
- Reduce anti-social behaviour
- Reduce the number of children affected by parental alcohol misuse
- Increase the number of visitors to the city

3.2.3 The Strategy seeks to support the city's strategic vision to be *one of Europe's finest, most vibrant waterfront cities where an excellent quality of life is enjoyed by everyone.*

3.2.4 Success in delivery of this strategy would mean -

- the supply of alcohol is strategically planned and well managed;
- alcohol plays a proportionate role in Plymouth's cultural, sporting and hospitality offer;
- people socialise and relax in environments that feel safe and are family friendly;
- visitors to the city feel safe in the evening and night time economy and feel motivated to return;
- more people drinking responsibly and within lower risk limits;
- fewer people being admitted to hospital;
- less alcohol fuelled crime;
- fewer children affected by parental alcohol misuse;

- people in need of help can access the information, advice and support that they need.

4 BACKGROUND – Evening and Night Time Economy

- 4.1 Most UK cities have developed a lively night-time economy which can be beneficial to the city’s economic and reputational status. Plymouth has a large number of licensed premises and our night-time economy focuses on the use of these premises in areas such as Mutley Plain, North Hill, the Barbican and Union Street. As a result, the level of alcohol related problem incidents in these areas is significantly higher than elsewhere in the city.
- 4.2 Plymouth boasts a selection of restaurants, theatres, cinemas, bars and night clubs, but the night time economy can also be the cause of nuisance. Many residents are confronted with anti-social behaviour, litter, noise, disturbance and other individual and cumulative impacts of the night time economy which will need to be addressed in an integrated way.
- 4.3 The value of the UK Evening and Night-time Economy (ENTE) was estimated at £66bn in 2009, accounting for 27% of town and city centre turnover and between 5-10% of employment.¹
- 4.4 Businesses operating in the ENTE derive a large proportion of their income between 6pm – 6am and employ staff, invest and offer services to meet the demands of customers. The economic benefits associated with an effective ENTE could include meeting latent demand for consumption, employment and attracting talent, creativity, entrepreneurship and wealth.
- 4.5 In 2011, Plymouth’s ENTE supported over 6,000 employees (6,400 including working proprietors) and was worth around £93.2 million in terms of Gross Value Added (GVA). This equated to 6% of city employment and 2.3% of GVA.

Table I: Estimated Value of Plymouth’s ENTE (employment and GVA), 2011

	Standard Industrial Classification of Economic Activities (SIC 2007)	Employment*	Employees			GVA/ FTE (£)	GVA (£m)
			Full-time	Part-time	Total		
Accommodation	Hotels and similar accommodation	800	400	300	800	25,100	15.2
Restaurants	Licensed restaurants	1,400	600	900	1,400	21,600	21.2
	Unlicensed restaurants and cafes	1,100	600	500	1,100	21,600	17.9
	Take away food shops and mobile food stands	800	200	500	700	21,600	10.3
Bars	Licensed clubs	700	200	400	600	21,600	8.3
	Public houses and	1,500	500	900	1,400	21,600	20.3

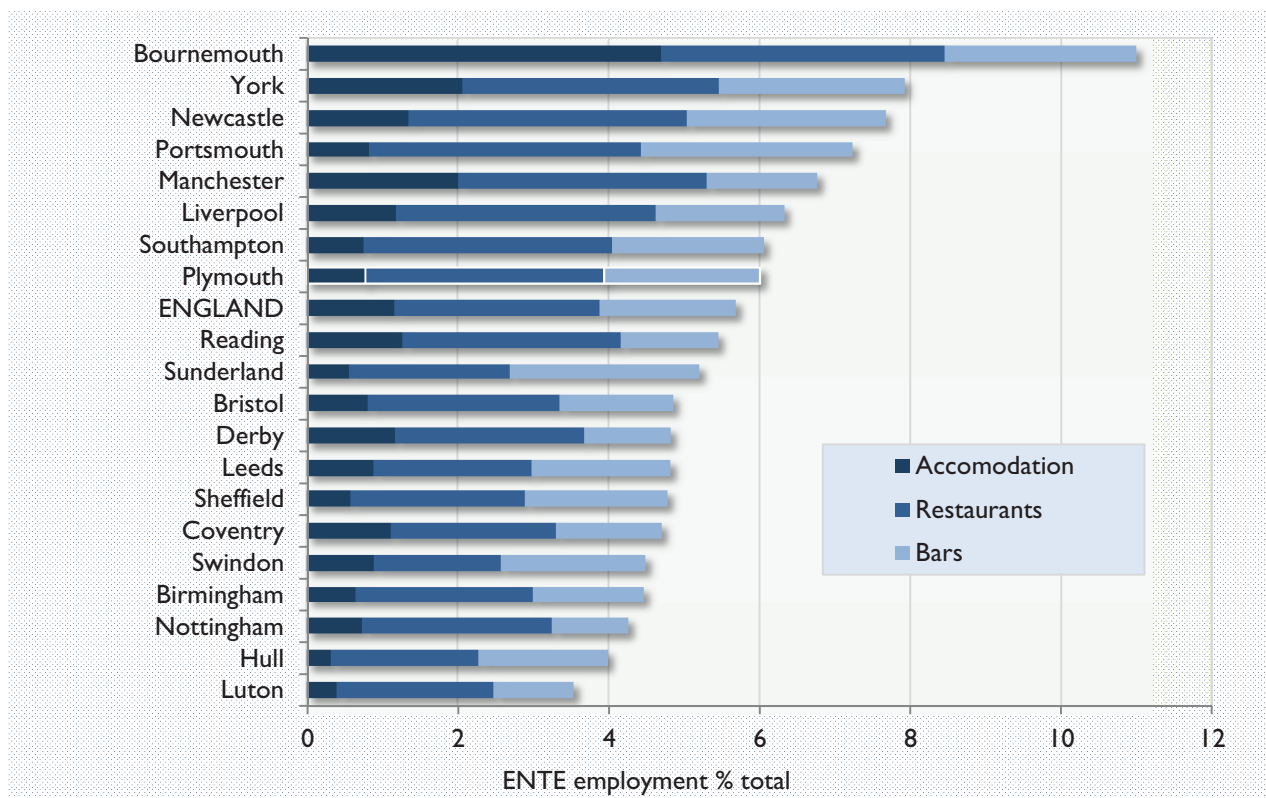
¹ TBR Ltd & MAKE Associates (2009) Night Mix Index

	bars						
	TOTAL ENTE**	6,400	2,400	3,700	6,000	22,200	93.2

Source: BRES (ONS), Oxford Economics

- 4.6 Table I gives a broad breakdown of the components of the city’s ENTE and is grouped into Accommodation, Restaurants and Bars. These definitions can only be considered an estimate of the real value of the ENTE as the figures exclude theatres, cinemas and casinos and includes restaurants and cafes not open past 6pm.
- 4.7 The UK average employment in the ENTE is 5.7% compared to the 6% of total employment in Plymouth. Of the main components, the city ranked highest (6th out of 20 cities) on the relative proportion of employment in ‘Bars’ (e.g. licensed clubs, public houses and bars). ‘Restaurants’ was the largest employer in absolute terms.
- 4.8 Employment in the ENTE remained relatively stable over the period 2008-2011, while the city’s total job stock contracted significantly.

Chart I: ENTE employment (%) for England cities, 2011



Source: BRES (ONS)

- 4.9 Around 60% of Plymouth’s ENTE is concentrated in the City Centre. Licensed restaurants represented the largest share of the ENTE and licensed clubs, public houses and bars the smallest which reflects the dispersed and localised nature of these businesses. Out of 9,180 UK council wards, St Peter and the Waterfront ranked 14th highest for the number of ENTE businesses.

5. GOVERNMENT LEGISLATION

- 5.1 The [Licensing Act 2003](#) established a single integrated scheme for licensing premises that are used for the supply of alcohol. The Act transferred responsibility for licensing of clubs and pubs to local authorities and took account of the impact of licensed premises on the wider community. Local authorities were asked to be mindful of thriving night time local economies which are important for investment and employment. As a result of the Act local decisions about flexible closing times could be made. One of the key objectives of the Act was to balance the needs of businesses with those of residents and local communities.
- 5.2 The Act provided a framework for local authorities in developing licensing policies and assessing licensing applications. In undertaking these functions the authority must promote the licensing objectives:
- the prevention of crime and disorder;
 - public safety;
 - the prevention of public nuisance;
 - the protection of children from harm.
- 5.3 Under the [Police Reform and Social Responsibility Act \(2011\)](#), the Government amended licensing legislation in a number of different ways –
- **Persistent underage alcohol sales** - The maximum fine for persistent underage alcohol sales was doubled to £20,000 and businesses found guilty by the courts could be closed;
 - **The Licensing Authority (Council) made a Responsible Authority** - Licensing authorities now have greater powers under the Act by becoming a responsible authority. This allows licensing authorities to make representations against applications and call for reviews of licences where appropriate.
 - **New Responsible Authorities** – Some health services became responsible authorities and are able to make representations against new and variation applications, as well as calling for a review of licences where appropriate.
 - **Reducing the evidence threshold** - Decisions taken by the licensing authority must be **necessary** to promote the licensing objectives. This is being amended to **appropriate** to promote the licensing objectives, therefore allowing greater flexibility at a local level to take action.
 - **Giving local residents a greater say in decision-making** - Any person has the right to make a representation about an application irrespective of where they live, providing they can demonstrate how the application would impact on them in relation to the licensing objectives.
 - **Non-payment of annual fees** - Licensing authorities will now be able to suspend the licence where the fee is unpaid until such time as the debt is cleared.

- **Personal licences** - Various new offences were added to the list of relevant offences that the licensing authority can consider in granting a licence.
- **Licensing Policy Statements** - Licensing Authorities now have to publish a Policy Statement every five years rather than every three.
- **Early Morning Restriction Orders (EMRO)** - An EMRO can be applied by a licensing authority between the hours of midnight and 6 am to restrict the sale of alcohol. The effect is that the sale or supply of alcohol will be prohibited during the hours determined by the licensing authority, on the days and in the areas to which the EMRO applies. The licensing authority can also decide whether to apply the EMRO to the whole of the district or restrict it to certain parts; and whether it will run for a limited or unlimited period if it is considered that restricting the late night supply of alcohol is appropriate to the promotion of the licensing objectives.
- **Late Night Levy** - A Late Night Levy can be applied by a licensing authority between the hours of midnight and 6 am to all premises whose licence allows them to sell or supply alcohol between the levy hours, irrespective of whether or not they actually trade during those hours. Should it be deemed appropriate to introduce a levy, the licensing authority will have to undertake a local consultation with the police, licence holders and others. The final decision on whether or not to introduce a Late Night Levy and what, if any, reductions or exemptions are to apply rests with the licensing authority.

5.4 The [Health and Social Care Act 2012](#) made unitary authorities responsible for improving the health of their population and as such the responsibility for public health transferred from the NHS to local authorities in April 2013. In Plymouth the Office of the Director for Public Health has been established within the Local Authority and is backed by a ring-fenced public health grant.

5.5 Drug and alcohol actions team will continue to coordinate Alcohol treatment services on the ground. These group works closely with wider partnerships, such as community safety partnerships that incorporate the police, probation, local government, education and health.

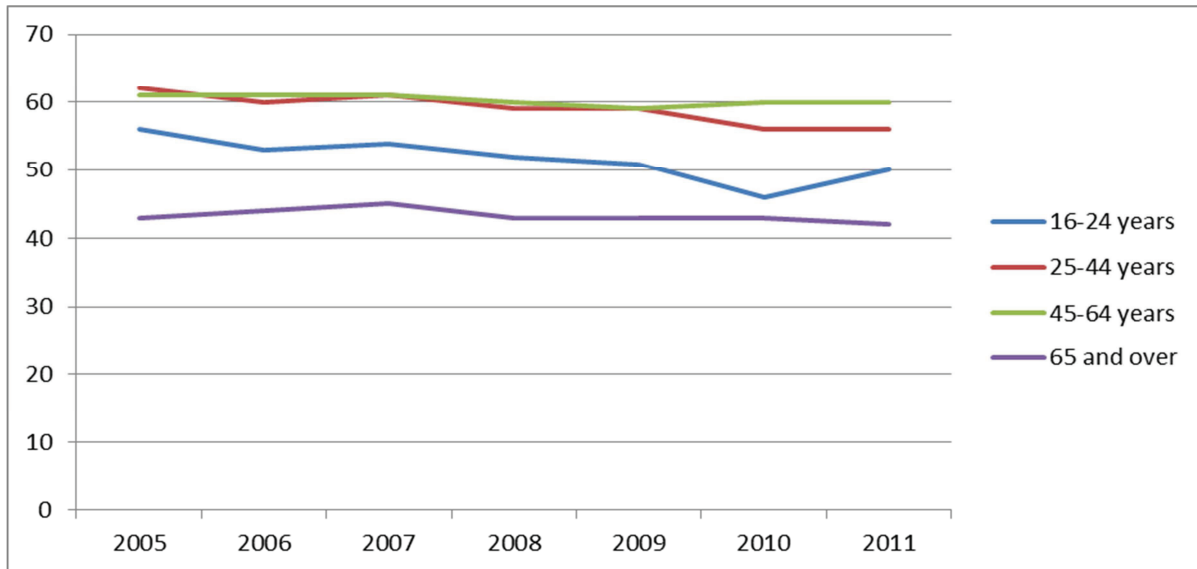
6 RELEVANT NATIONAL STATISTICS AND INFORMATION

6.1 The following findings have been obtained from the Office for National Statistics' [General Lifestyle Survey \(2011\)](#), the [Marmot Review "Fair Society, Healthy Lives" \(2010\)](#) and a report provided by Plymouth City Council's Young Peoples Lead for Drugs and Alcohol. The information provides a brief insight into national drinking patterns and is not in any way comprehensive.

6.2 The 2012 General Household Survey has shown that in England the downward trend in the proportion of adults who reported drinking in the week prior to the survey interview has continued. In 2011 66% of men and 54% of women drank in the week prior to interview compared to 72% of men and 57% of women in 2005. In 2011, 16% of men and 9% of women had drunk on at least five of the preceding seven days.²

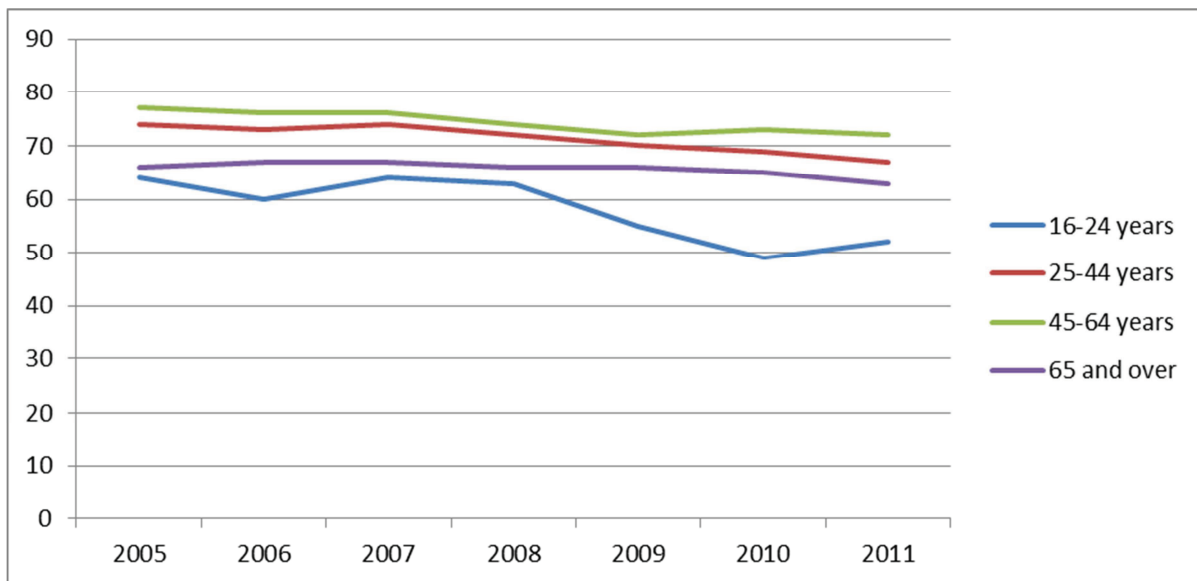
²General Lifestyle Survey Overview - a report on the 2011 General Lifestyle Survey. Office for National Statistics 2012

Women who drank in the week before interview



Source: General Lifestyle Survey (2011) - Office for National Statistics

Men who drank in the week before interview



Source: General Lifestyle Survey (2011) - Office for National Statistics

- 6.3 The proportion of adults who drank every day in 2011 increases with each age group; just 1% of the 16 to 24 age group drank every day during the previous week. This increased to 4% in the 25 to 44 group and then to 9% in the 45 to 64 age group and 13% in the 65 and over age group.³
- 6.4 The proportion of people who drank alcohol in the week before interview increased as household income increased. In 2011, of the households in the lowest 20% quintile of

³⁷ General Lifestyle Survey Overview - a report on the 2011 General Lifestyle Survey. Office for National Statistics 2012

household income, 45% of adults drank alcohol in the previous week and 9% did so on 5 or more days. In the highest income quintile, 77% of adults drank in the previous week and 18% did so on 5 or more days.⁴

- 6.5 While people with lower socio-economic status are more likely to abstain altogether, if they do consume alcohol, they are more likely to have problematic drinking patterns and dependence than people higher up the scale.⁵
- 6.6 In England across all regions, hospital admission for alcohol-specific conditions for both males and females is associated with increased levels of deprivation. Rates of admission for the most deprived quintiles are particularly high.⁶
- 6.7 Links between alcohol consumption patterns and socio-economic status have also been identified; a survey of 15–16 year olds in the North West reported that although binge drinking was found across all socioeconomic groups it was more common among those living in deprived areas.⁷
- 6.8 Over 11 million people in the UK are dependent on alcohol or drink hazardously, yet treatment for alcohol related programmes is only available to 6% of problem drinkers.⁸
- 6.9 It is estimated that 30% of children live with an adult binge drinker, 22% with a hazardous drinker and 2.5% with a harmful drinker.⁹
- 6.10 Research evidence shows that domestic violence is more likely than not to occur within intimate partner relationships where one partner has a problem with alcohol or other drugs.¹⁰
- 6.11 The cost of alcohol misuse in the UK is substantial and can be divided into four broad categories:
 - Healthcare service costs: including costs to primary care services and hospital services (A&E, medical and surgical inpatient services, paediatric services, psychiatric services, and outpatient departments) of alcohol-related morbidity and mortality.
 - Cost of alcohol-related crime, disorder and anti-social behaviour: including costs to the criminal justice system, costs to services (e.g. social work services), costs of drink-driving, and the human cost of alcohol-related harm (e.g. domestic abuse, assault).
 - Loss of productivity and profitability in the workplace: including costs to the economy from alcohol-related deaths and alcohol-related lost working days.
 - Impact on family and social networks: including human and emotional costs such as breakdown of marital and family relationships, poverty, loss of employment, domestic and child abuse, homelessness and other drug use.

^{5/6/8/9/10/11} Fair Society, Healthy Lives'- Post-2010 Strategic Review of Health Inequalities (the Marmot Review)

⁹ Manning V, Best D, Faulkner N & Titherington E (2009). New estimates of the number of children living with substance misusing parents: results from UK national household surveys. *BMC Public Health* 9: 377.

¹⁰ Galvani, S. (2010) *Grasping the nettle: alcohol and domestic violence*. 2nd Edition. London: Alcohol Concern

7 RELEVANT LOCAL STATISTICS AND INFORMATION

Alcohol consumption in Plymouth

The amount of alcohol-related harm likely to be present in a population can be estimated by the proportion of the population engaging in binge, hazardous, harmful and dependent drinking. These groups are defined below.

7.1 Hazardous drinking

Hazardous drinking is currently defined as around 22-50 units per week for men and 15-35 units per week for women. Within Plymouth there are an estimated 25,300 hazardous drinkers.¹¹

7.2 Harmful drinking

Harmful drinking is currently defined as more than 50 units of alcohol consumed per week by men and 35 units per week by women. Within Plymouth there are estimated to be 6,360 harmful drinkers.¹²

7.3 Dependent drinking

7.3.1 Dependent means that a person feels that they are unable to function without alcohol and the consumption of alcohol becomes an important factor in their life. Moderately dependent drinkers do not usually experience withdrawal symptoms, or withdrawal symptoms are mild to moderate. However, severely dependent drinkers do experience withdrawal symptoms, which are usually severe.

7.3.2 Most severely dependent drinkers fall into a pattern of 'relief drinking', where they drink to avoid or counter withdrawal symptoms. Severely dependent drinkers usually have an extremely high tolerance to alcohol, and are able to drink amounts that would incapacitate or even kill most other people.

7.4 Alcohol Needs Assessment Research Project (ANARP) 2006

In 2006 the Public Health unit estimated that in Plymouth;

- 26% of the adult population has an alcohol use disorder, representing 38% of all males in the city and 16% of females. This equates to 32,500 men and 13,500 women who have a potential alcohol use disorder.
- 23% of the adult population is hazardous or harmful alcohol users, equating to 39,200 adults who are potential harmful drinkers.
- 3.6% of the adult population is alcohol dependent, equating to 6% among the male population and 2% among female population. These proportions equate to 6,800 dependent drinkers.

¹¹ 'Models of Care for Alcohol Misusers (MoCAM) drinking behaviour in Plymouth for the 16-65 year population

¹² 'Models of Care for Alcohol Misusers (MoCAM) drinking behaviour in Plymouth for the 16-65 year population

7.5 Local Alcohol Profiles England¹³

Table I below shows how Plymouth compares with other local authorities and primary care trusts across England according to the data in the 2011 local alcohol profiles provided by the North West Public Health Observatory. Only those areas where Plymouth is significantly better or worse than the England average are reported.

<p>● = significantly worse than England average</p> <p>□ = significantly better than England average</p>	Compared to Local Authorities	Compared to Primary Care Trusts
Alcohol-specific hospital admission – under 18s	●	●
Alcohol-specific hospital admission – Males	●	●
Alcohol-specific hospital admission – Females	●	●
Alcohol-attributable hospital admission – Males	●	●
Alcohol-attributable hospital admission – Females	●	●
Admission episodes for alcohol-attributable conditions (previously NI39)	●	●
Alcohol-related recorded crimes	●	●
Alcohol-related violent crimes	●	●
Alcohol-related sexual offences	●	●
Claimants of incapacity benefit - working age	●	●
Mortality from land transport accidents	□	□
Employees in bars - % of all employees	●	●

Table I – Local Alcohol Profile 2011

¹³ Plymouth [Alcohol needs assessment 2011](#)

8 TASK AND FINISH GROUP PROCESS

The Task and Finish Group was established to review the Strategic Alcohol Plan and focus on the relationship with the Evening and Night-Time Economy. The group's membership was drawn from the Health and Adult Social Care Overview and Scrutiny Panel.

8.1 Task and Finish Group Objectives

To make recommendations that will support a strategic approach to managing the supply of alcohol in the city that will in turn maximise the impact of the City's investment in services that respond to alcohol related harm.

8.2 Task and Finish Group Methodology

The Task and Finish Group convened over five days on the following dates:

- 19 November 2012
- 18 January 2013
- 25 January 2013
- 4 March 2013
- 11 March 2013

At each meeting the group met to consider evidence, review background information and hear from witnesses.

8.3 The witnesses who presented evidence to the panel were:

Gary Wallace, Drug and Alcohol Team Manager, NHS Plymouth
Paula McGinnis, Crime Reduction Officer, Plymouth Community Safety Partnership
Dave Schwartz, Young People's Lead, Joint Commissioning and Adult Social Care, Plymouth City Council
Superintendent Brendan Brookshaw, Devon and Cornwall Police
Amanda Clements, Hepatology Nurse Consultant Plymouth NHS Hospitals Trust
John Hamblin, Chief Executive Shekinah Mission
Christine Little, Head of Operations Harbour Drug and Alcohol Services
Dr Hugh Campbell, Primary Care General Practitioner
Mark Bignell, Chief Executive, Hamoaze House
Councillor Eddie Rennie, Chair, Licensing Committee Plymouth City Council
Andy Netherton, Safety, Health & Licensing Manager, Plymouth City Council
Clint Jones, City Centre Manager, City Centre Company
Sarah O'Leary, Waterfront Manager, Plymouth Waterfront Partnership
Stephen Bashford, Economic Research and Monitoring Officer, Plymouth City Council

8.4 Contextual Overview

In order to aid members and officers of the task and finish group Dave Schwarz, Young People's Lead (Joint Commissioning and Adult Social Care) Stephen Bashford, Economic Research and Monitoring Officer (Economic Development), Clint Jones, City Centre Manager (City Centre Company) and Professor Rod Sheaf (Plymouth University) presented reports which provided members with the required background knowledge to aid their questioning of witnesses.

9 PROCEEDINGS FROM THE TASK AND FINISH GROUP

9.1 The first meeting

The group met on the 19 November 2012 where they received information on the current trend of alcohol consumption in Plymouth and the development of the strategy in response to the issue of alcohol abuse. Gary Wallace, Paula McGinnis, Dave Schwartz and Superintendent Brendan Brookshaw reported that –

- the Joint Strategic Needs Assessment had identified alcohol as a priority area and the Alcohol Joint Commissioning Group was established with Chief Superintendent Andy Bickly as the chair to draft a strategy in response;
- alcohol clearly had an important place in the economy and a joined up approach was sought to balance that economic benefit against harm;
- the risk to children through the hidden harm of parental alcohol abuse was significant;
- improved access to information and advice in a range of venues was required (eg simple screening tools by employers).

The group highlighted key risks for the group to consider which included that –

- between 2002/03 and 2009/10 hospital admissions linked to alcohol consumption increased by 71% in Plymouth;
- it was estimated that 35% of all Emergency Department admissions were alcohol related, this figure rose to 70-80% at weekends;
- it was estimated that between 3,900 and 6,500 children in Plymouth were affected by significant parental alcohol misuse;
- violent crime accounted for 70% of all alcohol related crime recorded;
- domestic violence was estimated to make up 30% of all violent crime in Plymouth;
- there was a complex relationship between alcohol and mental health and as many as 65% of suicides could be linked to excessive drinking;
- alcohol was now 44% more affordable in 2010 than in 1980;
- aggressive price competition had been driven by supermarkets and off sales had steadily increased whilst on-sales had decreased. Between 1992 – 2008 purchases of wine brought into the home increased by 59%;
- there had been an overall trend of increasing strength alcohol marketed towards street drinkers;
- pre-loading was a significant issue and data suggested that this was additional

drinking and not an attempt to save money.

From the session a number of key themes emerged and the group would further explore :

- the economic benefit of alcohol to the city and the role and function of alcohol in the city's evening and night time economy;
- treatment and support systems;
- unaddressed drinking problems.

Superintendent Brookshaw highlighted to the group that there were a number of “tools” available to the authority through the licensing process. Partners in the city were in the early stages of reviewing these tools. “Best Bar None” was a responsible retailing policy which could be strengthened if included within an Evening and Night-Time Economy plan.

9.2 **The second meeting**

At the second meeting of the group the panel met with Amanda Clements, John Hamblin, Christine Little, Dr Hugh Campbell and Mark Bignell. The purpose of the meeting was to discuss the supply and abuse of alcohol and the effect on demand for commissioned services. It was reported that -

- alcohol, its availability and abuse should be of the highest priority for the city
- hepatology patients were dying younger;
- services were encountering individuals with increasingly complex needs many of which abused both drugs and alcohol. The individuals with the most complex needs were aged between 30-50 years;
- the supply of super-strength lagers and ciders was highlighted as a key consideration for the group. Witnesses commented that it was immoral that super-strength lagers and ciders were available at lower prices than many soft drinks;
- Shekinah Mission was part of a campaign which challenged the sale of white cider and its direct marketing to individuals who were alcohol dependent. As a result of the campaign some white cider brands had been removed from sale although other brands had quickly filled the vacant shelf space;
- a large number of dependent and abusive alcohol users were seen in primary care, particularly General Practice;
- there was not sufficient funding attached to the treatment of alcohol dependency, the process of alcohol detoxification was fraught with risk and primary care clinicians could have contact with patients every other day to deal with issues of withdrawal. Much more specialist provision was required as primary care services were not able or funded to deal with what was seen as a widespread problem;
- public health media campaigns would have an effect on the levels of dangerous drinking.

In response to questions from the group, witnesses reported that –

- many dependent and abusive drinkers had complex social care needs which, unaddressed, could lead to further risk taking behaviour;
- alcohol was often the secondary reason for entrance to Emergency Departments;
- alcohol services within healthcare settings were poorly resourced;
- alcohol dependency was not seen as a long term condition;
- there needed to be greater honesty about the cost to society of alcohol abuse and dependency;
- most, if not all, alcohol treatment services were currently commissioned through health and social care, there was no criminal justice commissioning for alcohol services;
- Plymouth did not have a large street drinking culture, most street drinkers were known to agencies and were subject to interventions, there was no need for a separate street drinking strategy and the resource could be better applied elsewhere;
- People who consumed alcohol within the home, with levels of consumption that could lead to death were not engaging, in particular people aged over 65 did not engage with services and more intelligence was needed around that demographic;
- there was a requirement to think creatively to address the problem and a need to address why people started drinking and continue drinking alcohol to dangerous levels;
- drinkers who were dependent on alcohol were price sensitive and there was evidence from Australia and America that minimum unit pricing would have an effect;
- social deprivation was a major cause of alcohol abuse;
- there was a generational change required, parents needed to be aware of the effect that their drinking had on their children and if young people wished to use alcohol they needed to be equipped with the knowledge to do so safely;
- the culture of the student life meant that young people were given permission to get very drunk on a regular basis and this could be seen to impact their relationship with alcohol later in adult life;
- there was no easy demographic to target, all people affected by issues of alcohol abuse needed to be able to access services for help when required;
- there was confusion around ‘units of alcohol’ it was important that people were equipped with information to assess their own levels of drinking;

- issues of mental health linked to alcohol abuse had not been adequately addressed. The city had a dual diagnosis strategy which had not been implemented.

Witnesses commented that -

- there was a real willingness of providers and the community to address the problems of alcohol abuse;
- serious, robust research and consultation was required to gain a deeper understanding of how alcohol abuse and dependency was effecting different demographics;
- in general there was a lack of understanding about the nature and size of the problem;
- any approach to deal with alcohol related problems needed to be creative, responsive and flexible;
- through partnership working the city needed to make a clear statement about its relationship with alcohol.

9.3 **The third meeting**

At the third meeting of the group the panel met with Councillor Eddie Rennie, Andy Netherton. During the discussion it was reported that -

- the licensing committee played a facilitator role, working together with retailers to ensure that premises worked within regulations;
- current licensing objectives worked well for the city and made sure people felt safe in the night time economy;
- the committee had, in the past, used powers to revoke licences and close premises. It was commented that licensees who were irresponsible and did not work within regulations were bad for the trade;
- licensing policy was approved at meetings of the full council, the policy had to conform to national statutory guidance;
- although there was some discretion at a local level it was limited.

In response to questions from members of the committee it was reported that –

- there were conditions available to the licensing authority to prevent the sale of super strength lager and ciders. Such conditions could be targeted to areas with clear evidence of related problems;
- with regard to the granting of off-sale licences in close proximity of recovery services or service for vulnerable people it was commented that the licensing authority needed to identify robust routes for consultation to ensure that all stakeholders were made aware of applications in their local area;

- although health services were a responsible authority that the licensing authority was required to consult, Public Health was not a licensing objective and therefore could not form the basis of any objection;
- cumulative impact areas were reviewed by all partners and set by the council;
- evidence which could be used in support of cumulative impact areas included crime and disorder figures, noise complaints, ambulance statistics and complaints to the police and could further include anything that could demonstrate the negative impact of large number of alcohol retailers on an area;
- off-sales were not included as a consideration for cumulative impact areas.
- the licensing authority was unable to impose blanket conditions across the city. Licenses were tailored for individual premises; therefore they would be unable to impose single sales or super strength across the city

9.4 **The fourth meeting**

At the fourth meeting of the group the panel met with Clint Jones, Sarah O’Leary and Stephen Bashford. During the meeting it was reported that -

- there was a significant proportion of the city’s employment in the evening and night-time economy, a large part of the employment was part time;
- Plymouths ENTE was comparatively large with 60% of the ENTE in the city centre;
- the growth of the ENTE was positive and the role of the ENTE in place making should not be underestimated;
- there was scope for more businesses in the ENTE but exactly what kind of business and where they were located needed to be carefully planned;
- diversification of the ENTE would be a slow change which could be achieved through the planning and licensing process. The ENTE would need to be a key strand of the Plymouth Plan;
- there was a role for the service industry as ambassadors for the city, there was a project on-going to improve levels of customer service in premises engaged in the ENTE.
- an ENTE economy coordinator should be appointed. The post would ensure that ENTE was core to the growth of the city and there was a vision to create more jobs;
- a scoping document to consider bidding for the Purple Flag accreditation was being developed. The Purple Flag accreditation focused on five core standards, a clear evidence based strategy, high standards of wellbeing, safe and easy movement, a choice of leisure activities and a use of place throughout the day and evening;
- perceptions of the waterfront, particularly bank holidays on the waterfront, needed to be changed;
- less than 10% of licensed premises were signed up to ‘Best Bar None’ scheme. This reflected that publicans across the city were signed up to multiple responsible retailing schemes and there was no single consistent scheme applied across the city;
- in a well-managed ENTE we would see more people drinking less. There was need to increase the breadth of the ENTE offer.

9.5 **The fifth meeting**

The panel met for a fifth time to consider the information they had reviewed over the preceding months and develop recommendations which are outlined below.

10 **CONCLUSIONS**

In reviewing all of the evidence and analysing all of the data provided the group identified a number of points of concerns:

10.1 **Lack of specialist provision**

The lack of specialist provision for dependent and abusive drinkers was of concern to the group. Members were told that dependent alcoholics had been known to die whilst waiting for specialist alcohol treatment. The group felt that this situation was indefensible and urgent consideration needed to be given to the commissioning of specialised treatment services for those who required it.

10.2 **Licensing**

10.2.1 The licensing authority has an important role to play in supporting the Strategic Alcohol Plan to achieve its objectives. Having taken into consideration the views of invited witnesses the group was of the opinion that there were areas in which the licensing authority could improve communication of relevant licensing applications and improve the routes for those who wish to comment to be able to do so.

10.2.2 It was highlighted to the panel that the licensing authority had a number of “tools” available when granting licences. The group have requested that a licensing toolkit is made available to all councillors so they can assist local residents who may wish to support or object to licensing objectives.

10.2.3 In the opinion of the task and finish group the council should consider lobbying government to ensure that the protection of public health is included as a licensing objective and the current Government stance on minimum pricing is challenge.

10.4 **Safer Alcohol Retailing**

The group received information on the Home Office recognised ‘Best Bar None’ scheme which promotes safer retailing practices within the licensed trade. During the witness sessions the panel were informed that although the scheme was good practice it was one of many schemes that publicans had been asked to engage with and was in addition to schemes such as pub and club watch. The group have made recommendations in an attempt to strengthen the promotion of ‘Best Bar None’.

10.5 **Off-Sales**

10.5.1 After meeting with representatives from the Shekinah Mission and Hamoaze House the group highlighted that off-sales of super strength ciders and lagers were a cause for concern.

- 10.5.2 Often sold cheaper than bottled water, Super strength cider and lager (typically at 7.5% ABV or above) has a particularly damaging effect on the health and behaviour of consumers. The affordability and availability of super strength drinks also makes them attractive to under-age drinkers with considerable immediate risks, as they are able to get very drunk, very cheaply and very quickly.
- 10.5.3 The reducing the strength campaign in Ipswich has now been running for six months and has seen reductions of street drinking related incidents. The campaign asks off-licence owners to voluntarily remove super-strength products from their stores and around 85% of on and off-licence premises in the town have made that commitment. The group will make recommendations to the health and wellbeing board to consider leading a scheme of this nature.

10.6 **Diversification of the night time economy**

The group heard that the evening and night time economy was becoming centralised in towns and cities across the UK. Members believed that the diversification of Plymouth's night time economy should be identified as a key strand in the Plymouth Plan. Many of Plymouth's citizens are excluded from the night time economy and poorly represented within late night entertainment areas. A more diverse night time economy would assist in reducing these extremes and could attract a wider range of visitors to Plymouth City Centre at night ensuring that the centre of the City is 'alive after five' and includes those who feel excluded from alcohol-driven entertainment activities.

10.7 **The Strategic Alcohol Plan**

- 10.7.1 Members were of the opinion that the use of the multi-component model to reduce and prevent harm was appropriate. The plan seeks not only to reduce the alcohol consumption but also alcohol related violence and anti-social behaviour, addresses the hidden harm on young people and expresses the need for an improved local treatment system.
- 10.7.2 In 2009 the Department of Health identified seven 'High Impact Changes' (HICs) for alcohol which would have the greatest impact on health -
1. Work in partnership
 2. Develop activities to control the impact of alcohol misuse in the community
 3. Influence through advocacy
 4. Effectiveness and capacity of specialist treatment
 5. Appointment of alcohol health worker
 6. Identification and brief advice (promote more help and encourage people to drink less)
 7. Amplify national social marketing priorities
- 10.7.3 Members believe that the Strategic Alcohol Plan starts to address some of these areas. Specifically the plan –
- had been developed in partnership. However partnership working had focused on the 'violence and the vomit' and to ensure the plan was a success a wider range of stakeholders, particularly those concerned with the growth agenda, needed to be engaged;
 - expresses the requirement to develop capacity in the community, particularly

community detoxification services;

- highlights that influence through advocacy is key area. However members believed that the plan required the high profile leadership of an established partnership in order to advocate change (for example the supply of cheap strong alcohol);
- makes recommendations to implement a clear pathway of integrated support and specialist treatment, the group heard that specialist alcohol treatment services in the city lacked significant funding and believe that steps needed to be taken to address this;
- identifies key sites where opportunities for early intervention exist to prevent need before it becomes more costly to treat. In particular the plan highlights where investment in identification and advice can lead to significant savings in the health economy. Members highlighted that more work needed to take place to identify where other savings could be made in the wider economy such as sickness absence levels;
- within the plan social and direct marketing are referred to as a high impact change, members believe that through strong local leadership national social marketing priorities could be tailored and amplified for the local population.

11 Scratching the surface

11.1 The focus of this task and finish group was to review the strategic alcohol plan and its role in maintaining a vibrant evening and night time economy. By meeting with witnesses and reviewing information provided, the group found that they had only scratched the surface of an issue which could affect every member of our society, some in severe and life changing ways. The group was of the opinion that further scrutiny work would need to be undertaken in relation to alcohol and would need to focus on -

- Alcohol and mental health, in particular work to implement the Dual Diagnosis Strategy
- Alcohol induced dementia
- Loss of productivity and profitability in the work place due to alcohol
- Further work on the impact of alcohol on children and families
- Education, focusing on clear messages regarding consumption and units
- Alcohol related violence and domestic abuse

12 RECOMMENDATIONS

12.1 The below recommendations, were agreed by the group to be submitted to the Overview and Scrutiny Management Board for referral to Cabinet.

RI	The task and finish group are in agreement with the aims, objectives and recommended actions of the Strategic Alcohol Plan and recommends its adoption and implementation by the city council.
	For the plan to be a success strong multi agency and city wide leadership is required in its implementation, to support this the task and finish group have made the following specific recommendations –
R2	that the Health and Wellbeing Board take ownership of the plan as key to the delivery of

	their vision of “Happy, Healthy, Aspiring Communities” and the vision for Plymouth to be “One of Europe’s finest, most vibrant waterfront cities where an outstanding quality of life is enjoyed by everyone”;
R3	a night time economy strategy, as a key strand of the Plymouth Plan, should be developed. The strategy should set out a clear vision for the future, create a firm platform for improved partnership working and secure funding and actions for improvement of the various night time economies across the city. The prevention of alcohol related problems should be a key consideration in the development of the strategy;
R4	an evening and night-time economy (ENTE) manager should be appointed as soon as possible to support the evening and night-time economy and development of the ENTE strategy;
R5	the Plymouth business improvement districts should review and implement good practice from other cities who are effective at working with the private sector to fund improvements to community safety;
R6	specific measures to improve the quality and diversity of the night time economy should be implemented. These should include: <ul style="list-style-type: none"> • work to obtain a Purple Flag • Enhanced bar staff training • Place marketing activities to attract quality businesses • Improved promotion of the range of activities available at night within the city • Non-alcohol lead events programmes
R7	further promotion is undertaken with regard to the “Best Bar None” to enhance participation in the scheme;
R8	an approach to improving safer retailing practices as to the sale alcohol in off licence premises should be developed and consideration should be given to potential initiatives such as the super-strength free programme in Ipswich;
R9	the licensing authority should draw on good practices from the planning department to ensure that all applications for alcohol licenses are properly advertised to the public and stakeholders;
R10	the licensing authority should review the communication of licence applications to responsible authorities (RAs) and ensure that all RAs are aware of applications and have robust routes to comment on applications;
R11	the licensing authority should develop a licensing “tool kit” for councillors to ensure that all members have a clear understanding of the policy for the granting of applications and conditions and actions available to the licensing authority;
R12	the Health and Wellbeing Board should coordinate the approach to communicating alcohol needs across city partnerships;

R13	the children's partnership should ensure that primary, secondary, further and higher education establishments implement a coordinated approach for targeted alcohol related information and guidance to young people;
R14	all customer facing public services should be equipped to identify alcohol misuse and be able to signpost those identified to appropriate services, a programme of identification and brief advice should be established;
R15	an increase in specialist, structured interventions for dependent drinkers must be commissioned. These interventions must be supported by links to the broader range of services necessary to support recovery such as housing, education and employment services;
R16	that before implementation of the plan a system of indicators to measure the success and evaluate new services is developed.

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PLYMOUTH CITY COUNCIL

Subject:	Business Rates – Discretionary Rates Relief
Committee:	Cabinet
Date:	6 August 2013
Cabinet Member:	Councillors Penberthy and Lowry
CMT Member:	Adam Broome (Director for Corporate Services)
Author:	Martine Collins (Strategic Manager Revenues and Benefits)
Contact:	Tel: 01752 304118 email: martine.collins@plymouth.gov.uk
Ref:	
Key Decision:	Yes
Part:	I

Purpose of the report:

To review the Council's current approach to granting discretionary business rate relief in order to identify resources to promote growth in the local economy. New government legislation enables us to support a wider range of organisations in terms of rates relief, however, changes in the way that central government funding is allocated means that local authorities have to contribute a greater proportion of their revenue budget when approving such relief.

This report recommends an interim review for 2013/14 to ensure that the relief given provides the greatest benefit to the businesses and residents of Plymouth.

This Report has been considered by the Co-operative Scrutiny Board on 24 July 2013 and they recommended a minor alteration to 4.1.

The Brilliant Co-operative Council Corporate Plan 2013/14 - 2016/17:

Supporting organisations to thrive and deliver benefit to the local economy under-pins the corporate priority of growth. The wider business rate, council tax benefit and housing benefits service significantly contributes to the Inequalities Agenda ensuring that the most vulnerable residents of Plymouth receive the appropriate benefit entitlement.

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

Changes to funding regulations, which came into effect on 1 April 2013, mean that local councils now take on far greater responsibility for the generation and collection of local business rates. Such income is now directly part of the Council's core revenue funding. Any policy changes regarding business rate relief needs to be considered alongside Plymouth being part of a wider Devon-wide business rate pool and hence the income collection rate impact on other authorities.

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

Supporting voluntary and non-profit making organisations to help deliver city and council priorities is crucial. As is the need to encourage and support local business start-up and expansion in helping grow the local economy.

Recommendations & Reasons for recommended action:

1. Create a 'ring-fenced' funding pot to provide time limited rate relief to a wider range of businesses that can demonstrate that they provide significant economic benefit to Plymouth (utilising new government legislation that came into effect in April 2013);
2. Review the appropriateness of discretionary business rate relief provided to individual charities and non-profit-making organisations for 2013/14, ascertaining the contribution that each organisation makes to the city and its residents;
3. Adopt the principle that all organisations should contribute something towards the cost of their business rates in line with the newly adopted Council Tax Support scheme that requires all residents to contribute at least 25% towards their Council Tax bill (regardless of circumstances)
4. As a general principle, cap the total value of discretionary rates relief given to any single organisation to 75% of the relief provided by the council in 2012/13;
5. Remove existing 'hardship' relief provided unless supported by a clear business case evidencing how an organisation supports the local economy;
6. Conduct a wider review for Cabinet consideration, providing a clear strategy for joining up all financial support and assistance provided by the council to all non-profit making and profit making organisations.

Alternative options considered and rejected:

As this is a discretionary area of policy, we can 'do nothing'. However, there would be insufficient funding to support any new claims for business rate relief in the city. Under new government legislation, there could be a number of businesses that will require the support of the council in order to generate additional, or protect, jobs in the city.

Published work / information:

None

Background papers:

None

Sign off:

Fin	djn l 314. 03	Leg	1809 0/D VS	Mon Off	1809 0/D VS	HR		Assets		IT		Strat Proc	
Originating SMT Member Malcolm Coe													
Has the Cabinet Member(s) agreed the content of the report? Yes													

I Introduction

- I.1 Under Section 47 of the Local Government Finance Act 1988, local authorities have discretionary powers to grant Business Rates Relief on properties occupied by charities and other non-profit making organisations.
- I.2 Registered charities are entitled to mandatory relief from rates on any non-domestic property that is wholly or mainly used for charitable purposes. Registered Community Amateur Sports Clubs (CASC) are also entitled to mandatory relief from rates on any non-domestic property that is wholly or mainly used for the purposes of that club. Mandatory relief provides **80%** of the total business rates costs. The Council can use discretionary powers to award further rates relief up to the full 100% on the remaining bill i.e. 20 per cent discretionary top up.
- I.3 There are approximately **500** registered charities and CASCs across Plymouth that claim mandatory rate relief, with an annual financial value of circa **£8.5m**. With effect from 1 April 2013, local authorities are responsible for funding 50% of mandatory relief, (previously 100% funded by central government), which is built within our overall base budget for 2013/14. Out of the 500 organisations, Plymouth City Council provides the **additional 20% discretionary top up relief to only 9**.
- I.4 As well as the current Discretionary Rate Relief, (DRR), Scheme, the Council also has a discretionary power to grant up to 100% relief to ratepayers who are experiencing hardship. The ratepayer must satisfy the Council that they are suffering hardship on a **temporary** basis and that any closure of their business will have a substantial impact, either social or economic, on its employees or residents living in the community.
- I.5 Although the Council applies a clear criteria and scoring matrix to substantiate the level of discretionary relief provided, there are a number of legacy organisations that have not been robustly challenged against this criteria for a number of years.
- I.6 The cost of granting discretionary relief has always been shared between Government and the Council based on the type of relief granted. **Figure 1** is the funding split prior to 1 April 2013:

Figure 1 Funding apportionment of rates relief up until 31 March 2013

Type	Type of relief	Amount of relief	Funded by Government	Funded by Plymouth
Charities and	Mandatory	80%	100%	0%
Community Amateur Sports Club (CASC)	Discretionary	Up to 20%	25%	75%
Other Non-profit making organisations	Discretionary	Up to 100%	75%	25%
Hardship	Discretionary	Up to 100%	75%	25%

2 Rationale for Change

- 2.1 With the introduction of the Localism Act 2011 and Business Rates Retention Scheme 2013, there is a need to review the current policy in relation to Discretionary Rates Relief, (DRR), and Hardship due to the change in apportionment of what the government funds and the flexibility to support more organisations. The Council is now liable to fund 50% of DRR whereas previously this was only 25%
- 2.2 DRR is the most widely applied award and the changes to funding would raise the Council's costs from £224k in in 2012/13 to £508k in 2013/14 based on previous years' awards and existing applications if we were not to change existing practice.
- 2.3 The changing and evolving priorities of the Council, along with continued pressure on budgets and the current economic climate, means that a fundamental review of the current policy is required moving into 2014/15 and beyond.
- 2.4 Organisations are required, by legislation, to be given 12 months' notice of any change to existing rate relief arrangements provided by the Council. As per standard practice, all organisations receiving rate relief were notified of a pending review by PCC in January 2013. In March 2013, all organisations received their full Business Rate invoice for 2013/14 with a further notification that the Council are reviewing current relief arrangements in line with changes in government funding arrangements.
- 2.5 As part of the consultation process in setting the 2013/14 revenue budget, voluntary and third sector organisations were informed of pending changes to the way in which PCC are to allocate discretionary rate relief at a well-populated meeting in the Council Chamber in January 2013. Revenues and Benefits staff have subsequently held many discussions with individual organisations explaining the process and proactively agreeing acceptable payment plans.
- 2.6 Our National Non Domestic Rate return that has been submitted to government for 2013/14 reflects the level of rate relief provided by the Council as at February 2013. As such, there is no immediate need to enact changes to the current policy on financial grounds. However, with the Council's priority to **support growth in the local economy**, additional funding will be needed to support a wider range of businesses that provide significant economic benefit to the City protecting, and creating, jobs in the local area.
- 2.7 Any changes made by the Council will need to give due regard to the Devon-wide Business Rate Retention pool, as material inconsistencies in discretionary relief given by an individual authority will have a direct impact on the total revenue collectable and apportioned across the whole pool.

- 2.8 Government regulations and confirmation of funding contributions were only notified to local authorities in March 2013. Significant changes continue to filter out, for example in April 2013 we were notified that the Council's future contribution for mandatory rate relief has increased from 0% to 50%. **Figure 2** summaries the respective funding contribution levels of the Council and government for 2013/14 (to be compared with figure 1):

Figure 2 Funding apportionment of rates relief for 2013/14 financial year

Type	Type of relief	Amount of relief	Funded by Government	Funded by PCC
Charities and Community Amateur Sports Clubs (CASC)	Mandatory	80%	50%	50%
	Discretionary Top-Up	20% (recommending capping at 10%)	50%	50%
Non-profit making organisations	Discretionary Rate Relief	Up to 100% (recommended capping at 75%)	50%	50%
Hardship	Discretionary	Up to 100% (recommended capping at 75%)	50%	50%

- 2.9 All changes point to the need for the Council to be more stringent around the level of business rate relief provided and the benefit that individual organisations receiving relief can contribute to the City's priorities.
- 2.10 In April 2013, the Council adopted a new local Council Tax Support scheme, having to passport a reduction in benefit funding directly to the Council Tax payers of Plymouth. This change resulted in approximately 16,000 households having to pay more Council Tax than under the previous national framework. All Plymouth residents now have to pay a minimum contribution of 25% towards their Council Tax regardless of circumstances. There is a logical argument to support that all businesses should do the same as, ultimately, any business rate relief provided by the Council has to be funded through the local Council Tax payer.
- 2.11 Benchmarking with other Local Authorities has determined that many are reviewing their policies this year with much confusion around the regulations and funding. Initial analysis demonstrates that the current Plymouth arrangements are more favourable than most, with some not providing any discretionary relief at all (Appendix A)

3 The Proposed Approach for 2013/14 and beyond

- 3.1 Section 69 of the Localism Act 2011 enables local authorities to grant local rate relief, or discount, to a much wider range of organisations.

- 3.2 However, the cost of providing local discounts to commercial businesses will fall entirely on to the Council who would be required to bear **100% cost** of any reduction in rates given. This new discretionary power to offer business rate discounts to any ratepayer is effective from 1st April 2013.
- 3.3 There is currently no policy or provision available by the Council for delivering a local relief/discount and consideration of introducing this would need to include:
- supporting the Council priorities;
 - identification of funding;
 - application and award process and
 - consideration of the wider Devon Business Rates Pool for which Plymouth is the lead authority.
- 3.4 As Business Rates now forms part of the Council's core funding, any award of business rates, whether this be DRR or a local relief/ discount, will reduce overall revenue income for the Council. Each policy must therefore consider its impact on the Rates Retention Scheme, Plymouth's growth agenda and the Devon Business Rates Pool.
- 3.5 Supporting local businesses to remain, and grow, in the City is at the heart of the Council's priorities. As such:
It is recommended that we create a 'ring-fenced' funding pot to provide rate relief to a wider range of businesses that can demonstrate that they provide significant economic benefit to Plymouth.
- 3.6 The current DRR policy for non- profit organisations and charities has been in place for a number of years. To ensure that it remains fit for purpose, and aligns to Council priorities:
It is recommended that we review the appropriateness of discretionary business rate relief provided to individual charities and non-profit-making organisations for 2013/14, ascertaining the contribution that each organisation makes to the city and its residents.
- 3.7 To promote consistency with the requirement for every Plymouth resident having to contribute at least 25% towards the cost of their Council Tax:
It is recommended that all organisations should contribute something towards the cost of their business rates in line with the newly adopted Council Tax Support scheme.
- 3.8 To create funding to support a wider range of organisations that provide the maximise benefit to the City:
It is recommended that, as a general principle, the total value of discretionary rates relief given to any single organisation is capped at 75% of the relief provided by the council in 2012/13;

It is recommended that existing 'hardship' relief is removed unless supported by a clear business case evidencing how an organisation supports the local economy
- 3.9 Through enacting the recommendations in this report, funding of approximately £250k will be ear-marked for providing rate relief support to more organisations across the city that provide a greater contribution to the local economy.

- 3.10 One year's notice is required at the start of a financial year to change/remove discretionary rates relief for existing awards. Any award given in the 2013/14 financial year will not be able to be removed or changed until April 2015/16. However this will not affect new applications received from 2014/15 that will be subject to the new/revised policy introduced from this date.
- 3.11 Moving forward, the DRR policy will need to align itself to the work being undertaken through the Community and Voluntary Sector Policy ensuring that Plymouth achieves added value for any rates relief given to charities and voluntary organisations.
- 3.12 Future policies for both DRR and Local discount/relief will need to deliver a corporate approach to provide consistency of decision making, and take into account other grants and funding support given. It is intended to adopt a more thorough, integrated relief scheme in 2014/15 with the relevant 12 month notice period provided to all organisations that are affected. The potential introduction of SLA's will ensure Plymouth residents gain real value in exchange for any relief granted.
- 3.13 The Council has put together a Business Rates Growth Steering Group, which consists of Finance, Economic Development and Revenues and Benefits Managers. The objectives of the group include:
- Fully review the current Discretionary Rates Relief Policy and develop a policy for Local relief/discount that meets the future needs of the Council
 - Consider the implications of specific policies and how they can encourage economic development
 - Consider other appropriate funding streams to offer the correct incentive by taking a corporate view
 - Make recommendations for change taking into account that Business Rates are part of the Council core funding and therefore raise Council funds for the delivery of services.

4. Recommendations and Reasons for recommended action:

- 4.1 Create a 'ring-fenced' funding pot to provide time limited rate relief to a wider range of businesses that can demonstrate that they provide significant economic benefit to Plymouth (utilising new government legislation that came into effect in April 2013);
- 4.2 Review the appropriateness of discretionary business rate relief provided to individual charities and non-profit-making organisations for 2013/14, ascertaining the contribution that each organisation makes to the city and its residents;
- 4.3 Adopt the principle that all organisations should contribute something towards the cost of their business rates in line with the newly adopted Council Tax Support scheme that requires all residents to contribute at least 25% towards their Council Tax bill (regardless of circumstances);
- 4.4 As a general principle, cap the total value of discretionary rates relief given to any single organisation to 75% of the relief provided by the council in 2012/13;

- 4.5 Remove existing 'hardship' relief provided unless supported by a clear business case evidencing how an organisation supports the local economy;

Appendix A - Benchmarking

Plymouth has begun benchmarking to determine what other authorities are doing in response to the localism agenda. A sample of these responses are attached:

Plymouth City Council

Initial review undertaken to tighten scheme and level of award for 2013/14. A full review is to be undertaken during 2013/14 and a Business Rates Growth Steering Group set up to consider:

- Current policy and whether it meets the needs of the Council
- Implications of policy and how it can support the wider growth agenda
- Recommendations for change giving consideration to the wider Devon Business Rates Pool

Exeter:

No hardship policy is in place. Unless the company is unique to the City, no award is given.

No DRR policy is in place. All requests are submitted as a supporting documentation package, explaining the organisations aims and objectives the background how long they have been trading along with accounts. This information is then passed to their director of finance who looks at the application form with a councillor to make a decision, usually the application is refused. There is no appeal process and no scoring mechanism. The decision is based on the paper work they submit.

Torbay:

No change to the current policy. However, submitted a report to members to tighten up the amounts issued. Policy includes:

Provision of financial records / memorandum and letter of application

Top up for registered charities and CASCs only – for maximum of 2 years

Non-profit Company – Over £500.00 relief awarded - review every 2 yrs.
Under £500.00 relief awarded – review every year

East Devon District Council:

Have recently reviewed their policy, under Localism, which includes the following:

- Anticipates that relief will only be granted in exceptional circumstances;
- Will ensure that all ratepayers making application for this discretionary rate relief are treated in a fair, consistent and equal manner.
- That relief is for a temporary period

Considers:

- the significance of potential loss of employment in the area
- The measurable impact on other businesses & the local community
- Opportunities for new business growth, expansion and employment within the area
- Uniqueness of service/commodity being provided within the community/district

Delegated authority is given to the Head of Finance in consultation with the Portfolio Holders for Finance and Economy (if available) for deciding applications for rate relief.

Teignbridge:

Policy has been updated. If the criteria is met they may award up to 100%. Also applies to Top-up. The criteria and policy are reviewed every 5 years.

Cornwall City Council

No hardship policy

DRR was going to be revoked on 1 April 13, in order to review their policy, however as they are still unsure of the cost to council, a decision has been made not to remove the relief this year, and to look into the policy in more detail. They currently have 2000 cases outstanding.

Award levels:

Up to 15% for charities

Up to 80% for youth organisations

Bristol City Council

Has suspended awarding DRR for 2013/14 whilst they undertake a review of their current policy.

Southampton City Council

No hardship policy, they do not grant hardship as no business is unique to the City.

A DRR policy is in place but now under review. A submission was made to review their current policy but due to the lack of clarity around the funding this has been put off until 2014/15.

Award levels:

- 75% relief where a club is run on a voluntary basis
- 50% where the club is run using paid staff
- **No top up relief is awarded**

Liverpool

The most they would give is 20 per cent rates relief top up to existing charities.

Enfield

Have a policy in place but the relief is not very often awarded as have strict criteria.

Doncaster

No final decision as to whether a policy will be put in place. However, pre-empting this they have sent an application form out to customers.

Barking

They have a policy which is very old (2004) and it is not given freely – organisations have to meet strict criteria.

Wiltshire

Currently reviewing their policy.

PLYMOUTH CITY COUNCIL

Subject:	Finance – Capital and Revenue Monitoring Report
Committee:	Cabinet
Date:	6 August 2013
Cabinet Member:	Councillor Lowry
CMT Member:	CMT
Author:	John Bougeard, Group Accountant
Contact details	Tel: 01752 304421 email: John.Bougeard@plymouth.gov.uk
Ref:	fin/JB001
Key Decision:	No
Part:	I

Purpose of the report:

This report is the first quarterly monitoring report for 2013/14 and outlines the finance monitoring position of the Council as at the end of June 2013.

The primary purpose of this report is to detail show how the Council is delivering against its financial measures using its capital and revenue resources, and to approve relevant budget variations and virements, and the approval of new schemes to the capital programme.

The estimated revenue overspend is £1.892m in this quarter. The current estimated position shows an overspend of £1.319m in the People Directorate and an overspend of £0.573m in the Place Directorate. This equates to a net spend of £214.452m against a budget of £212.560m, which is a variance of 0.9%, although officers and members are working on actions to deliver a balanced outturn.

The latest capital programme covering 2013/14 to 2015/16 stood at £122.670m which was approved at Cabinet on 21 May 2013 (£129.477m including Tamar Bridge & Torpoint Ferry). Following the approval of new schemes identified in this report, re-profiling and variations, and the inclusion of future years government grants the forecast capital programme for 2013/14 to 2016/17 will be £159.903m

The Brilliant Co-operative Council Corporate Plan 2013/14 -2016/17:

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, both on a local and national context.

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

The reducing revenue and capital resources across the public sector has been identified as a key risk within our Strategic Risk register. The ability to deliver spending plans is paramount to ensuring the Council can achieve its objectives to be a Pioneering, Growing, Caring and Confident City.

Equality and Diversity

Has an Equality Impact Assessment been undertaken? No

Recommendations and Reasons for recommended action:

That Cabinet:-

1. Note revenue monitoring position and actions being taken.
2. Approve the revenue budget virements.
3. Approve the new non-delegated schemes added to the capital programme totaling £2.3m, and request that they are approved by Council .
4. Note the increase in the medium term capital programme forecast to £159.903m which includes expected grants of £19.3m following the Comprehensive Spending Review announced on 26 June 2013, and £6m in respect of highways infrastructure maintenance.
5. Note the Human Resources and Organisational Development data.

Alternative options considered and rejected:

None

Published work / information:

2013/14 Budget Book [Plymouth City Council - Budget Book](#)

2013/14 Budget Scrutiny [Plymouth City Council - Budget Scrutiny](#)

Background papers:

Title	Part I	Part II	Exemption Paragraph Number							
			1	2	3	4	5	6	7	

Sign off:

Fin	Djn1314.11	Leg	18091 /dvs	Mon Off	18091/ dvs	HR		Assets		IT	Strat Proc	
Originating SMT Member												
Has the Cabinet Member(s) agreed the contents of the report? Yes												

JUNE FINANCE MONITORING

Cabinet 6th August 2013

Revenue Monitoring Position

Directorate	2013/14 Council Approved Budget	2013/14 Budget Virements	2013/14 Latest Approved Budget	Forecast Outturn	Forecast Year End Overspend / (Underspend)
	£m	£m	£m	£m	£m
People	129.749	0.253	130.002	131.321	1.319
Place	41.908	0.182	42.090	42.663	0.573
Corporate Services	29.883	0.082	29.965	29.965	0
Chief Executives' Office	1.991	0.002	1.993	1.993	0
Corporate Items	9.029	(0.519)	8.510	8.510	0
TOTAL	212.560	0.000	212.560	214.452	1.892

Key Issues and Corrective Actions (if required)

Issue	Variation £m	Direction of Travel	Management Corrective Action
<p>PEOPLE – Joint Commissioning & Adult Social Care. Unexpected pressures, including, winter pressure spike, delay in the recruitment of staff and the current review of care home fees</p>	1.100	Same	<ul style="list-style-type: none"> • Review legacy clients – following transformation all new clients are part of new operating model, next phase it to review all legacy cases (existing long term cases), Social Workers are being recruited to cover staff vacancies and will target this area of work. • Management of health/social care clients (CHC/117 Forensic). Work underway to review high cost packages. • Management action at front door. Prioritised and deployed dedicated professional staff to manage demand at point of contact to ensure need is met within statutory duties. • ICE and Urgent Care Transformation. Health and Social Care Transformation across reablement will be rolled out from September 2013 and will aim to reduce care home admission.
<p>PEOPLE – Education, Learning and Family Support. Inflation on the Council's contribution to the Education PFI contract. Demand for transport has increased at a time when the extended Right to Free Travel grant has been removed.</p>	0.219	Worsening	<ul style="list-style-type: none"> • Budgets reduced in line with savings achieved in the previous year and control of all non-essential expenditure • Officers will review other expenditure areas to identify offsetting savings • PFI inflation will be considered when the MTFP is reviewed

<p>PLACE – Economic Development. 300k - Downward pressure on commercial rents on lease renewals and rent reviews together with rent free incentives required in order to attract tenants and increased void periods. City Centre ground lease income is reducing due to increase in vacant city centre retail units and falling rents on the geared head leases at rent reviews and lease renewals. (20k) – Review of income opportunities from tourist information centres.</p>	<p>0.280</p>	<p>Same</p>	<ul style="list-style-type: none"> • Management are aware of pressures and looking at ways of maximising income and reducing costs. • Continue to maximise income across all of the Commercial Estate.
<p>PLACE – Transport & Infrastructure. Concessionary Fares reduced costs in line with usage trends (50K) Eastern Corridor/Major Projects (150K) reduced expenditure on scheme planning Street lighting energy costs 450K pressure. Revised forecast for income projections from bus lane enforcement (200K) Highway expenditure is also very high and if maintained will lead to significant pressures, currently being reviewed along with the capital programme for Transport.</p>	<p>0.050</p>	<p>Improving</p>	<ul style="list-style-type: none"> • Current pressures are being offset by savings achieved elsewhere in the Division and continue to be monitored closely for further savings. • Overall inflation on street lighting energy costs at this stage has been calculated at £0.450m. There is a corporate contingency of £0.300m for energy increases, which needs to be used following verification of energy increases across the whole Council.

<p>PLACE Environmental Services. Mercury Abatement 70k cost</p> <p>Recyclable Commodity Income pressure 130k.</p> <p>Efficiency savings from 12/13 delivery plans not achieved 293k</p> <p>Staff rationalisation in addition to delivery plan target (100k)</p> <p>Reduced maintenance costs of plant & equipment (50k)</p> <p>Increased income from Cemeteries and Crematoriums (40k)</p>	<p>0.303</p> <p>Same</p>	<ul style="list-style-type: none"> Recyclate Commodity Prices are hitting a low period due to market conditions, officers will continue to seek alternative markets where possible, markets will fluctuate during the year, therefore changing variance reported. Management action underway as shown by savings identified to reduce the pressures identified to date.
<p>PLACE – Planning & Directorate Business Support. Savings identified over a range of budget lines and vacancy savings.</p>	<p>(0.060)</p> <p>Improving</p>	<ul style="list-style-type: none"> Budget managers to continue to review budgets for potential savings.
<p>Total Major Variances</p>		<p>1.892</p>

Delivery Plans

For quarter 1 monitoring red and amber related delivery plans have not been reflected in the overall monitoring result.

Directorate	Service	Red £m	Amber £m	Green £m	Total £m
People	Adult Health & Social Care	1.481	0.375	3.949	5.805
	Children's Social Care	0.217	0.284	0.682	1.183
	Education, Learning & Social Care	0.030	0.628	0.816	1.474
	Homes & Communities – Safer Communities			0.336	0.336
	People Management & Support			0.040	0.040
	Programme Director		0.059		0.059
Place	Transport & Infrastructure		0.350	0.100	0.450
	Planning			0.103	0.103
	Environmental Services		0.100	0.610	0.710
	Economic Development			0.174	0.174
	Place Directorate			0.280	0.280
Corporate Services	Customer Services	0.050		0.390	0.440
	Finance, Assets, Technology & Efficiencies	0.870	0.350	0.340	1.560
	Human Resources & Organisational Development		0.185		0.185
	Democracy & Governance		0.070		0.070
Executive Office				0.295	0.295
Corporate Items			0.550	2.150	4.420
Total 2013/14 Delivery Plans		4.543	3.415	9.626	17.584

Virements over £100,000 for Cabinet to approve

Directorate	Contributions to Insurance Fund	Plymouth Plan	Grants CFWD's Distribution	Total Virements
	£m	£m	£m	£m
People	(0.049)		0.377	0.328
Place	(0.212)	0.350		0.138
Corporate Services	(0.041)			(0.041)
Chief Executives' Office	(0.004)			(0.004)
Corporate Items	0.306	(0.350)	(0.377)	(0.421)
TOTAL	0.000	0.000	0.000	0.000

Virements shown in the revenue monitoring position, although still netting to zero, include all virements and are the cumulative impact of both adjustments which individually are less than £0.100m and therefore do not require cabinet approval, and those over £0.100m that require approval

Virements over £0.100m requiring approval are as follows;

- Contribution to Insurance Fund – Distribution of department's share of insurance costs to reflect the approved 2013/14 budget delivery plan.
- Plymouth Plan – For information only, virement approved by Cllr Lowry. To establish budget to fund one-off piece of work in respect of Plymouth Plan, including extensive research costs and contingency.
- Grant Carry Forwards – Distribution of grant and pooled budgets carry forwards approved by Council during 2012/13 outturn to fund on-going projects/schemes.

Virements over £0.100m, contained within Directorates, therefore net nil effect on the above table are as follows;

- The disaggregation of the 16+ service which provided support for care leavers over the age of 16. The restructure has devolved the budget 3 ways; to children in care, homes and communities (youth service) and homes and communities (accommodation service), £0.709m
- Centralisation of Strategy Budgets within the Place Directorate, £0.125m

Revenues & Benefits

Collection Rates

Council Tax

Target	June 13	26.53%	£26.998m
Actual	June 13	25.93%	£25.360m
2012/13	June 13	26.53%	£24.850m

The Council Tax collection rate is 25.93%, compared to 26.53% last year. This is mainly due to the impact of the new Council Tax Support Scheme, (CTS), and the introduction of 12 monthly instalments compared with the previous arrangements of ten.

Collection for CTS cases was 21.80% which is ahead of our assumed collection rate of 12.00% however the collection rate for the new technical reform cases is 17.83%, which is lower than anticipated of 18.00%.

We have continued to proactively call customers and this information is being evaluated to assess the benefit to the collection rate and our customers.

National Non Domestic Rates

Target	June 13	36.31%	£32.998m
Actual	June 13	35.38%	£32.156m
2012/13	May 12	36.11%	£32.163m

NNDR collection is 35.38% - just below the target of 36.31% and last year's figure of 36.11%.

The award of discretionary rate relief is affecting collection on some accounts as ratepayers are withholding payment until a decision has been made. Decisions about the award will be made at Cabinet on 6th August which we anticipate should result in an increase in the collection rate.

Like Council Tax we are beginning to profile those businesses going onto 12 monthly instalments so that we can begin to determine the impact on monthly profiled targets.

We continue to remain confident that our recovery processes will improve collection in year.

Capital Position**Spend to date**

People	Place	Corporate Services	Total
£m	£m	£m	£m
8.070	0.845	0.599	9.514

Revised medium term programme 2013/14 – 2016/17 is £159.903m, and is forecast to be financed as follows

Capital Receipts	Unsupported Borrowing	Tamar Bridge & Torpoint Ferry Borrowing	Grants	Contributions	SI06/ Tariff/ RIF	Revenue / Funds	Total Funding
£m	£m	£m	£m	£m	£m	£m	£m
21.313	30.952	7.446	90.732	2.140	2.272	5.049	159.903

The capital position has been updated to reflect a number of items including:

New schemes requiring approval for Marjons Link Road £1.5m and Vehicle and Plant Replacement phase IV £1.8m,

The Council commitment to road maintenance - £6m of the £20m commitment has been added over the current medium term 2013/14 – 2016/17 (the initial £2m has already been included in 2013/14 in the report to Cabinet on 21 May 2013)

Initial estimates on central government block grant funding for 2015/16 and 2016/17 of £19.3 m. These relate to funding associated with Transport, Schools, Disabled Facilities and Adult Social Care. They will be refined in the light of the recent government funding announcement in June as government departments indicate how national allocations will be reallocated to individual local authorities.

Capital Receipts

Year	Capital Receipts b/fw £m	Received year to date £m	RAG Rated Forecasted Receipts £m	Total Receipts Received / Expected £m	Capital Receipts required £m	Cumulative (Shortfall) / Surplus £m
2013/14	0	0.177	6.694	6.694	4.653	1.841
2014/15	1.841	N/A	6.197	8.038	9.160	(1.122)
2015/16	(1.122)	N/A	6.406	5.284	5.500	(0.216)
2016/17	(0.216)	N/A	2.026	1.810	2.000	(0.190)
Total					21.313	(0.190)

Additional Information

Human Resources and Organisation Development data;

- FTE numbers
- FTE head count
- Sickness

WORK FORCE: FULL TIME EQUIVALENTS																		
	2010/11	2011/12	2012/13	Change 2012/ 13	Jun-13	Jul 12	Aug 12	Sept 12	Oct 12	Nov 12	Dec 12	Jan 13	Feb 13	Mar 13	Apr 13	May 13	June 2-13	Change in rolling 12 months
Council Wide	3718.70	3671.60	3063.00	-608.60		3252.60	3270.60	3249.50	3239.60	3235.10	3212.40	3193.90	3163.70	3063.00	3111.00	3077.21	3028.70	(223.90)
Executive Office																		
Corporate Communications					12.00	12.00	12.00	12.00	12.00	12.00	12.00	12.00	12.00	12.00	12.00	12.00	12.00	0.00
Management & Support (Chief Executive)					2.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	(2.00)
Policy, Performance and Partnerships					23.90	23.90	23.90	23.90	23.90	23.90	23.90	23.90	22.90	21.90	21.90	21.04	22.00	(1.90)
Total					37.90	35.90	35.90	35.90	35.90	35.90	35.90	35.90	34.90	33.90	33.90	33.04	34.00	(3.90)
Corporate Services																		
Customer Services					140.70	139.60	144.10	144.10	142.20	144.10	170.10	169.10	169.60	161.20	166.10	162.26	157.60	16.90
Democracy and Governance					88.10	88.10	88.50	87.90	87.90	89.50	87.60	89.20	87.20	86.50	87.50	89.74	90.30	2.20
Finance, Efficiencies, Technology & Asst					511.30	514.70	513.10	510.80	510.80	510.00	481.90	482.70	478.50	467.50	463.20	462.53	446.40	(64.90)
Human Resources and Organisational Dev					101.80	102.80	100.40	86.90	86.90	86.90	86.90	85.90	84.70	83.30	83.30	79.76	79.90	(21.90)
Management and Support					2.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00	0.00
Total					843.90	847.20	848.10	829.80	829.80	832.50	828.50	828.80	819.30	800.50	802.10	796.30	776.20	(67.70)
People																		
Childrens Social Care					330.60	333.60	333.50	339.40	339.40	339.80	338.10	329.10	310.40	310.20	305.20	288.89	279.20	(51.40)
Education, Learning & Families					575.30	584.30	567.60	563.60	563.60	564.70	553.70	544.20	539.30	539.60	542.00	513.40	506.90	(68.40)
Homes & Communities					224.10	228.10	226.30	226.60	226.60	225.50	224.50	225.00	240.50	239.40	244.40	250.61	247.70	23.60
Joint Commissioning & Adult-Social Care					441.20	440.50	439.00	446.00	446.00	443.80	439.20	433.90	416.40	344.00	386.10	376.88	373.90	(67.30)
Lifelong Learning																		0.00
Programmes Director					3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	6.00	6.00	3.00
Public Health																11.93	11.90	11.90
Management and Support					1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	0.00
Total					1575.20	1590.50	1570.40	1579.60	1579.60	1577.80	1559.60	1536.20	1510.70	1437.20	1481.70	1448.71	1426.60	(148.60)
Place																		
Business Team (Dev & Reg)					7.70	7.70	7.70	7.70	7.70	7.70	7.70	7.70	7.70	7.70	7.70	6.71	6.80	(0.90)
Economic Development					99.90	105.80	103.80	106.00	106.00	105.80	104.80	102.30	105.30	105.30	105.30	105.88	106.00	6.10
Environmental Services					486.80	485.80	487.80	484.80	484.80	479.20	478.40	475.20	470.70	467.10	464.10	471.89	467.90	(18.90)
Planning Services					74.40	73.90	72.90	71.00	71.00	71.80	72.00	72.50	77.50	77.50	79.50	79.40	78.40	4.00
Strategic Housing																		
Transport & Infrastructure					123.80	119.90	119.90	120.70	120.70	120.50	121.70	131.30	133.60	129.70	133.60	133.28	130.80	7.00
Waste PFI					2.00	2.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	0.00
Management and Support					1.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00	0.00
Total					795.60	797.10	795.10	793.20	793.20	788.00	787.50	792.00	797.80	790.30	792.20	798.16	790.90	(4.70)

WORKFORCE: HEADCOUNT (NUMBER OF EMPLOYEES)													Change in rolling 12 months							
	Jun-13	Mar-10	Mar-11	Mar-12	Mar-13	2012/13	Jul-12	Aug-12	Sep-12	Oct-12	Nov-12	Dec-12	Jan-13	Feb-13	Mar-13	Apr-13	May-13	Jun-13	Change in rolling 12 months	
Establishment Report (Headcount)		4,751	4,713	4,155	3,838	(249)	4,155	4,160	4,130	4,093	4,083	4,040	4,025	3,993	3,838	3,909	3,924	3,862	(293)	
Executive Office																				0
Corporate Communications							0	12	12	12	12	12	12	12	12	12	12	12	12	0
Management & Support (Chief Executive)							(3)	-	-	-	-	-	-	-	-	-	-	-	-	(2)
Policy, Performance and Partnerships							0	26	26	26	26	26	26	25	24	24	23	24	24	(2)
Total							(3)	40	38	38	38	38	38	37	36	36	35	36	36	(4)
Corporate Services																				
Customer Services							15	197	200	198	199	229	228	229	216	222	217	213	213	16
Democracy and Governance							0	104	103	102	104	102	103	101	100	101	103	104	104	0
Finance, Efficiencies, Technology & Asst							(66)	688	702	688	684	645	651	642	632	623	629	611	611	(77)
Human Resources and Organisational Dev							(30)	112	113	96	96	96	95	93	91	91	89	89	89	(23)
Management and Support							(1)	2	2	2	2	2	2	2	2	2	2	2	2	0
Total							(82)	1,103	1,109	1,086	1,085	1,074	1,079	1,067	1,041	1,039	1,040	1,019	(84)	
People																				
Childrens Social Care							(21)	362	364	370	370	368	359	339	338	333	330	320	320	(42)
Education, Learning & Families							178	938	897	884	883	863	853	852	841	856	852	832	832	(106)
Homes & Communities							105	269	274	271	270	268	268	285	283	288	294	291	291	22
Joint Commissioning & Adult Social Care							(123)	582	578	581	578	572	566	542	437	494	483	481	481	(101)
Lifelong Learning							(253)													0
Programmes Director							(2)	3	3	3	3	3	3	3	3	3	6	6	6	3
Public Health																	13	13	13	13
Management and Support							0	1	1	1	1	1	1	1	1	1	1	1	1	0
Total							(115)	2,155	2,144	2,110	2,105	2,075	2,050	2,022	1,903	1,975	1,979	1,944	(211)	
Place																				
Business Team (Dev & Reg)							0	9	9	9	9	9	9	9	9	9	8	8	8	(1)
Economic Development							1	112	116	118	119	118	116	119	119	119	119	119	119	7
Environmental Services							(29)	496	495	497	489	488	483	478	474	471	481	476	476	(20)
Planning Services							5	81	80	79	79	79	80	86	86	88	90	89	89	8
Strategic Housing							(71)													
Transport & Infrastructure							46	156	156	156	155	166	166	171	166	169	170	169	169	13
Waste PFI							(2)	2	1	1	1	1	1	1	1	1	1	1	1	Moved to TIE
Management and Support							1	1	2	2	2	2	2	2	2	2	2	1	1	0
Total							(49)	857	862	860	854	852	857	866	857	858	869	862	862	5

AVERAGE NUMBER OF DAYS SICK PER FULL TIME EQUIVALENT (FTE)

Jun-13

Directorate	Department	Jul-12	Aug-12	Sep-12	Oct-12	Nov-12	Dec-12	Jan-13	Feb-13	Mar-13	Apr-13	May-13	Jun-13	Target	Threshold	
Corporate Services	Democracy and Governance	12.62	12.25	12.36	11.82	10.95	10.81	8.93	9.35	9.04	8.42	7.14	6.60	9.00	10.50	
	Finance, Efficiencies, Technology & Asst	8.86	9.13	9.43	9.87	9.99	9.92	10.23	9.63	9.26	9.47	9.05	8.94	9.00	10.50	
	Human Resources and Organisational Dev	5.34	5.54	5.99	6.56	7.77	8.76	9.59	9.09	9.11	9.10	8.90	8.84	7.00	9.00	
	Customer Services	6.16	6.69	6.82	6.97	6.99	7.11	6.90	6.47	6.40	6.84	6.56	6.71	7.00	9.00	
	Management & Support (Corp Services)	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	5.00	7.00	
	DIRECTORATE TOTAL	8.35	8.59	8.87	9.17	9.32	9.31	9.33	8.88	8.63	8.77	8.29	8.18	8.50		
	Executive Office	Policy, Performance and Partnerships	4.89	5.51	5.60	5.22	6.73	10.82	12.95	9.98	8.11	7.98	8.22	7.17	7.00	8.00
	Corporate Communications	7.71	8.38	5.33	5.33	5.25	5.25	5.33	5.17	5.58	5.58	5.00	3.42	7.00	8.00	
	Management & Support (Chief Executives)	1.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	6.00	7.00	
	EXECUTIVE OFFICE TOTAL	5.58	6.47	5.51	5.12	6.06	8.72	10.13	7.99	7.01	6.93	6.84	5.68	7.00		
People	Joint Commissioning & Adult Social Care	13.76	14.04	14.23	14.44	15.11	15.11	14.74	13.69	13.23	13.14	12.38	11.75	11.00	12.00	
	Homes & Communities	8.90	8.44	8.35	8.03	7.63	7.85	8.02	8.16	8.42	7.45	7.18	6.68	7.00	8.00	
	Childrens Social Care	10.85	10.93	11.33	11.54	11.89	11.67	11.70	11.70	10.86	10.23	10.39	10.32	10.46	10.50	
	Education, Learning & Families	7.38	7.40	7.50	7.91	8.21	8.86	9.15	8.86	9.06	8.68	8.88	7.91	7.98	9.00	
	Programmes Director	1.33	3.67	3.67	3.67	3.67	2.33	2.33	3.33	3.33	3.33	1.67	1.67	6.00	7.00	
	DIRECTORATE TOTAL (excluding Schools)	10.13	10.15	10.32	10.53	10.83	11.07	11.07	11.07	10.55	10.18	10.06	9.43	9.14	9.45	
	Place	Planning Services	3.01	3.29	3.50	4.18	3.35	4.96	3.86	4.79	3.45	4.26	4.73	4.74	7.00	9.00
	Business Team (Dev & Reg)	1.16	1.16	1.16	1.42	1.03	3.49	6.33	8.91	13.54	16.02	22.30	22.30	7.00	7.00	
	Environmental Services	11.26	11.31	10.97	10.31	10.32	10.15	10.24	9.84	9.58	9.80	9.77	8.96	9.00	10.00	
	Economic Development	7.15	7.38	6.97	4.41	4.45	4.80	5.10	5.45	5.78	6.12	6.49	4.58	7.00	9.00	
	Strategic Housing															
	Transport & Infrastructure	8.08	7.58	7.77	9.45	10.47	9.46	9.12	7.84	7.18	6.86	3.46	7.53	9.00	10.50	
	DIRECTORATE TOTAL	9.34	9.34	9.16	8.72	8.81	8.59	8.69	8.33	8.18	8.32	8.39	7.80	8.50		
	COUNCIL TOTAL (excluding Schools)	9.4	9.49	9.59	9.65	9.88	9.96	10.01	9.52	9.23	9.24	8.83	8.50	8.49		

PLYMOUTH CITY COUNCIL

Subject: Urban Enterprise: New Enterprise Units at Ocean Studios.
Committee: Cabinet
Date: 6 August 2013
Cabinet Member: Councillor Evans
CMT Member: Anthony Payne (Director for Place)
Author: Patrick Bowes, Urban Enterprise Project Manager
Contact: Tel: 01752 304882
e-mail : Patrick.bowes@plymouth.gov.uk
Ref: Your ref. PB /UE
Key Decision: Yes
Part: I

Purpose of the report:

Ocean Studios development is a £4.06 million building project which could unlock £3.27 million public funding to create 1,900 sq metres of affordable artists' studios in a deprived area that has the strong will to provide 104 new jobs, safeguarding 40, and forms one of the 'Plans for Jobs' projects. This report explains how the delivery of the project is facilitated by a capital contribution of £794,000 from the City Council's Investment Fund. In addition, the Council will act as guarantor to a loan of similar value, and this report explains how the potential financial impact of this enabling role will be mitigated.

Ocean Studios is a Community Interest Company (CIC) in the creative sector, one of the priority sectors identified for growth. Plymouth artists have been appealing for studio space for a long time and Ocean Studios is the product of many years cooperation between several networks of local creative producers. The vacant, derelict Cooperage building at Royal William Yard – a Grade I listed building – provides the project with a fitting home.

Ocean Studios will provide a unique mix of studio space, fully equipped workshops and business support to help stem the loss of over 600 student graduates in arts related degrees from the City's University and College of Art who seek workspace and infrastructure but end up moving away from Plymouth because no such facilities currently exist. Ocean Studios based at Royal William Yard currently have a waiting list of 151 artists which is indicative of the actual demand.

Additionally, Ocean Studios will run an extensive education and outreach programme focussing on the residents of Stonehouse as well as the many recovery houses and homeless centres nearby so that participants can take the vital stepping stone from worklessness, crime and addiction to recovery, self-esteem and eventual employment.

The primary funder is the European Regional Development Fund (ERDF) which seeks to address economic disparity issues in some of the most deprived parts of the South West Competitiveness area through supporting regeneration and creating and safeguarding jobs. This project forms part of the wider, extended Urban Enterprise Programme in Plymouth which is a job creation programme made up of revenue and capital elements which targets mainly unemployed people and equips them with the advice, skills and knowledge to set up their own business.

In addition to the £1.978 million sought from ERDF, Ocean Studios will be seeking a loan of £0.794 million from the Growing Places Fund (GPF) administered by the Local Enterprise Partnership matched by the Investment Fund to enable delivery of the project and the Council proposes to act as guarantor for any balance of the loan outstanding at the end of the 10 year repayment period. The remainder of the funding package will be made up by £0.445 million from English Heritage and £0.052 million from others.

The Local Enterprise Partnership (LEP) has indicated that the Council acting as guarantor will be a condition of their funding offer. Therefore without this support the project, with a total value of £4.06m is very unlikely to proceed. The report sets out the mitigation measures proposed to limit the financial liability on the Council.

The rationale for this capital project is to respond to the lack of managed workspace provision in the deprived wards and provide an enterprise culture centred around enterprise hubs which create new work opportunities for local people and for them to grow their new start businesses and is embraced by the recently approved 'Plan for Jobs' as one of the nineteen projects.

The Brilliant Co-operative Council Corporate Plan 2013/2014 – 2016/17:

The commitments included within this project fully supports the Co-operative Council's approach to ensuring that customers are engaged and that local needs are met. The project is integrated with the Plan for Jobs which recognises that addressing the significant issues of unemployment and worklessness cannot be tackled by the Council alone, and requires a multi-partnership approach to have the greatest impact on the lives of Plymouth residents.

The Urban Enterprise programme helps deliver the Corporate Plan's four key outcomes:-

- Pioneering Plymouth – through the cultural offer providing value to the city
- Growing Plymouth – through creating a strong economy creating a range of job opportunities
- Caring Plymouth – through helping people take control of their lives and communities
- Confident Plymouth – Citizens wanting to live and work in Plymouth through introducing new enterprise hubs in the heart of deprived communities

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

The cost of the capital project is estimated at £4,063 and will be met from the following sources of funding

£1.978m	-	ERDF
£0.794m	-	Growing Places Loan (re-payable by Ocean Studios)
£0.794m	-	Plymouth City Council Grant (met from the Investment Fund)
£0.445m	-	English Heritage Grant
£0.052m	-	Other Sources

It should be noted that project delivery and funding arrangements are directly between Ocean Studios CIC and the funders (with the exception of the Council's Grant). The Council will be acting as accountable body in respect of the Investment Fund contribution but is not associated with the procurement or project delivery.

The decision will require the Council to act as Guarantor to a Growing Places Fund (GPF) loan up to a maximum of £0.794 million and secured by a charge against Ocean Studios lease should the project

fold. This guarantee will only come into effect at the end of the 10 year loan period should Ocean Studios CIC not be able repay the loan at that time. The Council will have no liability should the project fold within this initial 10 year period. Should it be necessary for the Council to step in as guarantor at the end of this period, this will involve the Council paying off the Growing Places Loan and entering into a loan itself with Ocean Studios as explained in 4.6.

The development appraisal submitted with Ocean Studios business case makes clear that the capital repayment of the GPF loan in years 1 – 10 is likely to be significant. However, it is anticipated the loan will be repaid directly by them through a combination of retained surpluses and a commercial loan arrangement at the end of the 10 year period if necessary.

In order to mitigate the financial liability upon the Council, further refinement of the Heads of Terms seeks to achieve the aim that the Council will be funder of last resort. In the event that the Council is required to step in as guarantor, Ocean Studios CIC have been agreed to provide security in the form of a legal charge against the 35 year lease of the building of which 25 years will be left at year 10. Ocean Studios lease the building from Urban Splash.

The directors of Ocean Studios have carried out extensive research to ensure the project is viable and robust. This has included research into the demand from artists and the local Stonehouse community. Liaising with the higher and further education institutions has also formed part of this demand analysis. In addition to this the directors have investigated other successful studio models nationally to ensure the delivery of Ocean Studios achieves the high level of success anticipated. Whilst the the business case appears robust, it is important that the Council recognises there is an element of risk associated with an investment on this nature.

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

In order that the proposal progresses satisfactorily through the ERDF application process, a number of key requirements need to be met which demonstrate that the economic disparities of Plymouth are being addressed and the core outputs of job creation and managed workspace area are being met. This needs to be set in the context of providing new opportunities for the local community, in particular those isolated from the labour market and demonstrate sustainability and long term value for money.

Ocean Studios wish to explore the opportunities to use the rates rebate and the new business rates retention scheme to help reduce their costs and therefore increase repayments on the GPF loan. The Council will need to consider this as against rates legislation at a later date, as a formal decision cannot be made on this matter until after occupation of the building.

Equality and Diversity

Has an Equality Impact Assessment been undertaken? No

As part of the ERDF requirements the proposal submitted by the Millfields Trust needs to demonstrate a positive contribution towards equality or opportunity. The Trust has its own Equality Policy and has proposed Equality Indicators as part of their application for ERDF funding.

Recommendations and Reasons for recommended action:

It is recommended that

1. Subject to a favourable outcome to both the ERDF and GPF applications, the Council agrees to act as guarantor for Ocean Studios CIC for repayment of the balance of the Trust's loan from the LEP outstanding to a maximum of £794,000 in accordance with an agreed Heads of Terms between Plymouth City Council and the Ocean Studios CIC which mitigates the potential financial impact upon the Council. Authority to agree the Heads of Terms to be delegated to the Director of Place.

2. Subject to a favourable outcome to both the ERDF and GPF applications, the Council agrees to make a capital contribution of £794,000 from the Investment Fund.

Reason – (1) The Heads of Terms will be further refined to mitigate the financial liability upon the Council and take account of comments made by officers.

(2) The money invested through the investment fund meets the key criteria of significant leverage, creating jobs, and a rental income from the vacation of a Council owned premises

Alternative options considered and rejected:

The Regional Growth Fund (RGF) has been comprehensively researched as potential match but an application made under RGF 2 in June 2011 was unsuccessful.

An initial application to the LEP for a Growing Places Fund loan of £1.65 million was rejected on the grounds that the return of investment was insufficient.

A subsequent offer from the LEP was to meet the shortfall of £1.588 million 50/50 with PCC's Investment Fund on condition that PCC act as guarantor at the 10 year stage (now subject of this report) or offer the whole amount with a pay back guarantee after 5 years. The latter was rejected in favour of the former.

Published work / information:

Cabinet – 12 February 2013 – Building for Jobs – Plymouth Investment Fund

<http://www.plymouth.gov.uk/mgInternet/documents/s44381/Building%20for%20jobs%20-%20Plymouth%20Investment%20Fund.pdf>

Background papers:

None

Sign off:

Fin	AF/Pla ceF EDC 1314 004.2 3.07.1 3	Leg	SC/I 6157	Mon Off	DV S 24/ 07/ 13	HR		Assets		IT		Strat Proc	
Originating SMT Member													
Has the Cabinet Member(s) agreed the contents of the report? Yes													

1.0 Background

- 1.1 The primary goal is to create jobs through halting the artistic exodus from Plymouth providing affordable artistic workspace that forms a creative hub, capable of attracting talent locally as well as from across the region. However, for some people, employment may be an unrealistic or a very distant aspiration and for those on recovery programmes, premature return to employment could set back the recovery. Therefore, in addition to job creation, Ocean Studios will through outreach programming aim to bring at least 10 people into economic activity who previously have been suffering from either substance or alcohol abuse. This in turn will generate an annual benefit in excess of £250,000 per annum.
- 1.2 This Urban Enterprise hub scheme has been conceived to create jobs for local people from a deprived ward and bring social, cultural and economic benefits. As well as the provision of specialist provision for artists in the form of a unique managed workspace, the integration of education and outreach programmes also ensures accessibility to all, offering local people, some with specific barriers, the opportunity to acquire skills in a range of art disciplines as a catalyst for them to seek work opportunities elsewhere.
- 1.3 The total cost of the project is £4.06 million with £1.978 million being applied for from ERDF, £0.794 million being applied for from Growing Places Fund, £0.794 million from the Investment Fund, £0.445 million from English Heritage, and £0.052 million from others.
- 1.4 The Urban Enterprise extension – Strategic Investment framework (SIF) Phase 2 discussion paper to Cabinet Planning on 26th November explained the difficulties that a project such as Ocean Studios CIC would have in paying back the entirety of its Growing Places Fund (GPF) loan within the 10 year stipulated term for repayment owing to its status as a social enterprise. The outcome was a letter sent expressing the Council's potential intent to act as a guarantor of the capital loan repayment beyond the 10 year Growing Places Fund loan, subject to Cabinet decision on this report and the Council being able to agree suitable contractual arrangements with the LEP for the guarantee.
- 1.5 The Building for Jobs – Plymouth Investment Fund Report to 12th February Cabinet makes clear the types of project that might benefit from the fund citing Ocean Studios as an example of a quality business premises that would fill a current gap in the market at the same time as leverage funding from ERDF and GPF and forms the basis of an application for gap funding. This forms the rationale for recommending a capital contribution of £0.794 million from the Investment Fund, explained in 2.4 below.
- 1.6 The Ocean Studios CIC project also features in 'Plans for Jobs' 'Project 5' which aims to create a series of managed business hubs to support the growth of start-ups, capitalising upon the success of the Urban Enterprise programme, through the development of a series of projects specifically targeting disadvantaged groups in the City.

2.0 Capital Programme Business Case

- 2.1 The project status details and programme milestones are consistent with the ERDF and GPF timescales. With regard to costs / budget and risks, a detailed assessment of cost and an agreed schedule of consultant costs and due diligence surveys has been produced and submitted as part of the various ERDF and GPF funding applications.

- 2.2 A full application was submitted to ERDF on 28th February and will be reported to the 16th September ERDF Competitiveness Operational Group meeting.
- 2.3 A GPF loan offer is expected to be made after the 23rd July LEP Board meeting after due diligence.
- 2.4 A full Capital Programme Business Case (CPBC) was submitted to the Capital Delivery Board on 19th July following meetings held between the Council and Ocean Studios. This provided information about the project details, and its request for a capital contribution from the Investment Fund on the basis that the project delivers:-
- Leverage of £3.27 million from other public sector funding
 - Creates 104 jobs, safeguards a further 40 jobs and will involve approximately 40 construction jobs
 - A rental income from a premises which artists will vacate and move into Ocean Studios

The CPBC also provided an update of material submitted in the ERDF and GPF applications, to inform the required contractual arrangements with the Council as guarantor and what the financial risks to the Council would be at the end of year 10, and how they are mitigated through the Heads of Terms described below.

- 2.5 The business case indicates an annual operational surplus will be achieved. It should be noted that the current plan is based on 100% occupancy (assumption evidenced by actual demand) after first and second years at 85% and 95% occupancy. The return on investment highlights a limited level of financial risk to the Council at year 10. Performance against the business plan will be regularly monitored, and it has been agreed Ocean Studios CIC would formally assess whether the outstanding loan could be repaid from commercial borrowing from year 5 of the GPF loan term
- 2.6 Legal Services, Finance and Capital Strategy teams have been involved through the project development stages.
- 3.0 **Mitigation of PCC role acting as guarantor**
- 3.1 The Council has already shared draft Heads of Terms with Ocean Studios who believe they are reasonable and realistic. The Heads of Terms will be further refined in response to any terms of offer made by the Local Enterprise Partnership should a loan offer materialise. Plymouth City Council will prepare a legal charge, a deed of guarantee with the LEP (which together with the Heads of Terms document will be drafted to ensure the Council is the funder of last resort), and the loan arrangements after year 10 with Ocean Studios CIC.
- 4.0 **Heads of Terms**
- 4.1 The overarching requirement from the Council's perspective is that Ocean Studios must explore every opportunity to minimise the Council's liability in its proposed role to act as guarantor.
- 4.2 At the expiration of 5 years after the date of the LEP loan agreement, Ocean Studios CIC will instigate an assessment of whether the GPF loan then outstanding could be repaid from commercial borrowing over a term of up to a further 20 years.

- 4.3 If commercial borrowing can then be arranged, Ocean Studios CIC will enter into the relevant funding obligations, and once in receipt of the commercial loan monies, will repay all GPF funding then outstanding.
- 4.4 If the assessment of commercial borrowing does not identify any suitable lender, Ocean Studios CIC will repeat the process outlined in 4.2 at the end of years 6, 7, 8 and 9.
- 4.5 If these further assessments prove ineffective, the Council will undertake to provide funding (not exceeding £0.794 million) to enable the GPF funding outstanding to be repaid at the expiration of 10 years from the original loan agreement.
- 4.6 The outcome of 4.5 would be the Council repay such outstanding borrowing to the LEP and Ocean Studios CIC will enter into a new loan agreement with the Council on the prevailing Public Works Loan Board Maturity Rate (PWLB), and on the same basis as in the Heads of terms, except that the loan period shall be an additional 15 years.
- 4.7 Ocean Studios CIC will also enter into a Legal charge for the benefit of the Council over the site and premises from completion of the guarantee agreement with the LEP. This charge may rank behind any charge imposed by any other external funder of the development works, such as the LEP.

5.0 Next steps

- 5.1 After a positive discussion at the 23rd July 2013 LEP Board meeting, a final unconditional offer letter is required from the LEP by 30th August to allow sufficient time for the appraisal work to be completed in connection with the ERDF grant application referred to in 5.2 below.
- 5.2 Following the 22nd July ERDF Competitiveness Operational Group meeting, a number of pre-appraisal issues need to be addressed in readiness for recommending a decision at 16th September ERDF Competitiveness Operational Group meeting which includes confirmation of match funding.
- 5.3 Contractual arrangements between the Council and Ocean Studios and the LEP to be finalised after successful outcomes to the ERDF and GPF applications.

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PLYMOUTH CITY COUNCIL

Subject:	Addition of a Special Educational Needs Support Centre to Keyham Barton Catholic Primary School
Committee:	Cabinet
Date:	6 August 2013
Cabinet Member:	Councillor Williams
CMT Member:	Carole Burgoyne (Director for People)
Author:	Jayne Gorton (School Organisation, Access and Services to Schools Manager)
Contact details:	Tel: 01752 307472 Email: jayne.gorton@plymouth.gov.uk
Ref:	JH.JEG.JP(CAB)03 (07/06/13)
Key Decision:	No
Part:	One

Purpose of the report:

The recent Special Educational Needs (SEN) audit of needs in the city indicated that there has been a year on year rise in the number of statemented pupils with an Autistic Spectrum Condition (ASC – may be referred to as ASD).

The proportion of these statemented pupils requiring specialist provision has risen in both the secondary and primary sector. Keyham Barton Catholic Primary School currently has the opportunity, working with the Diocese, to make considerable alterations to the school and adjacent presbytery building which would provide a centrally located support base for ASC students and associated break out spaces, enabling the school to contribute to the Council's strategic requirement of providing additional capacity to meet the special educational needs of complex children with ASC including specialist teaching input, within a mainstream setting. The school currently provides five places for ASC pupils from across the city.

This report seeks:

1. authorisation to undertake formal consultations with all interested parties on proposals to add a SEN support centre for complex children with autistic spectrum condition to Keyham Barton Catholic Primary School with effect from September 2014, using the facilities to be renovated by the Diocese.
2. authorisation for the Cabinet Member for Children and Young People, in light of the outcomes of and responses to the formal consultations, to determine whether to publish formal proposals (Public Notice) to undertake the above change affecting Keyham Barton Catholic Primary School; and to determine whether to implement the proposal outlined in any such Public Notice.

The Brilliant Co-operative Council Corporate Plan 2013/14 -2016/17:

The proposal helps to meet the City Vision, co-operative values, co-operative objectives, and co-operative outcomes in the following ways:

City Vision – Britain's Ocean City – improves the education opportunities of children with ASC which will improve their quality of life.

Co-operative Value – We are democratic – provide parents, staff and governors at the school, local residents and other stakeholders with the opportunity to participate in the decision making on the proposal.

Objective – Pioneering Plymouth – provides improved service for children with ASC and their families making effective use of resources available.

Objective – Caring Plymouth – provides children with ASC with specialist facilities that will promote independence and reduce social inequality.

Objective – Growing Plymouth – provides additional specialist provision for the growing number of children with autistic spectrum condition within a mainstream environment.

Outcome – Pioneering Plymouth – making use of the facilities to be renovated by the Diocese at Keyham Barton Catholic Primary School would help to address the growing need for specialist support for primary age children with ASC, using resources wisely.

Outcome – Growing Plymouth – providing sufficient specialist support places that inspire children with ASC to attend and enjoy school would be an integral part of the city's top performing education system and ensure that they achieve better qualifications and find high quality jobs,

Outcome – Caring Plymouth – providing specialist provision for primary age children with ASC within a mainstream school would provide them with inclusive educational opportunities and narrow the gap in equality of access to support, helping them take control of their lives.

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

- Provision has been made within the 2013/14 People Directorate revenue budget to meet the minimal costs of the consultation.
 - The funding for the necessary capital developments would be provided by a loan from the Diocese to the Parish to be re-paid over a seven year period. The Parish would make the loan available to Keyham Barton Catholic Primary School to complete the works. The loan repayment costs will be subject to a formal written agreement between the Diocese, the school, the early years provider and the Council reflecting the levels of mutual benefit based on floor area.
 - The local authority would commission Keyham Barton Catholic Primary School for the additional places and agree via the Support Centre Contract to make a contribution towards the capital loan repayment for the additional capacity in the ASC support centre in the initial seven years which is estimated at £20,000 per annum. This would be funded from the High Needs Block of the Dedicated Schools Grant (DSG). The remaining costs would be funded by the school.
 - There could be an increase in the number of teaching and other staff – funding would be based on the number of commissioned places allocated through the formula funding for Support Centres charged to High Needs Block of the DSG. It would be for the school to decide how to allocate the funding but the local authority would expect this to include the appointment of a teacher in charge. The cost of the additional places is expected to be met by balancing the number of places in other settings and preventing the increase in band 4 bespoke packages for mainstream classes which would otherwise be necessary.
 - The development of additional provision will ensure that children with complex ASC can continue to have their needs met in the local area in line with parental preference, government guidelines and without the need for consideration of independent specialist places out of the city at a very high cost to the local authority and involving substantial travel and associated costs.
 - Five children currently at the school would transfer to the support centre and additional transport costs could be incurred for the additional five children depending on where they live.
-

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

The facilities will be renovated in line with current regulations and health and safety during construction will be dealt with by the contractors and the school. There are no community safety issues related to this proposal. The risk management for this facility is incorporated within the school's own risk management procedures.

Equality and Diversity:

Has an Equality Impact Assessment been undertaken? No

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

The Council's Strategy for Change 2008 states that "The Council expects all schools in Plymouth to be inclusive. All pupils with Special Education Needs will, if appropriate, have the opportunity to begin early years and primary education as part of, or co-located with a mainstream school." This proposal supports that aspiration.

Recommendations and Reasons for recommended action:

It is recommended that:

1. Authorisation is given to undertake formal consultations with all interested parties on proposals to add a SEN support centre for complex children with autistic spectrum condition to Keyham Barton Catholic Primary School with effect from September 2014, using the facilities to be renovated by the Diocese.
 - a) The proposed change would make effective use of the renovated facilities at the school and provide additional specialist provision for the growing number of children with autistic spectrum condition within a mainstream environment.
 - b) The proposed change is considered to be in the best interests of children, families and staff.
2. Authorisation is given for the Cabinet Member for Children and Young People to determine whether to publish formal proposals (Public Notice) to undertake the above change affecting Keyham Barton Catholic Primary School in light of the outcomes of and responses to the formal consultations; and to determine whether to implement the proposal outlined in any such Public Notice.
 - c) The Council is required to carry out a period of formal consultation and consider all the outcomes of and responses to that consultation before deciding whether to publish a formal notice of the proposed change. Therefore it is recommended that the Cabinet Member for Children and Young People, is authorised to determine whether to publish formal proposals to undertake the above change affecting Keyham Barton Catholic Primary School in light of the outcomes of and responses to the formal consultation.
 - d) If a formal proposal is published, the third stage of the statutory procedures requires the Council to consider all the outcomes of and responses to the public notice and make a final determination whether or not to proceed with the proposal. Therefore, it is recommended that if a public notice is published, the Cabinet Member for Children and Young People is authorised to make a final determination about this proposal.

Alternative options considered and rejected:

Doing nothing was considered and rejected on the basis that Keyham Barton Catholic Primary School currently has the opportunity, working with the Diocese, to make considerable alterations to the school and adjacent presbytery building which would provide a centrally located support base for ASC students and associated break out spaces, enabling the school to contribute to the Council's strategic requirement of providing additional capacity to meet the special educational needs of complex children with ASC including specialist teaching input, within a mainstream setting. There is a need for additional facilities for the growing number of children with ASC and the school does not need the additional space for mainstream education.

Published work / information:

[Plymouth City Council Children's Services Strategy for Change Investment for Children Inclusion Strategy 2005-2008](#)

Background papers:

Title	Part I	Part II	Exemption Paragraph Number							
			1	2	3	4	5	6	7	
Strategic Investment Proposal – Early Years and SEN – Schools Forum 5 March 2013	X									
Plymouth's SEND Strategy Development proposed work programme for 2013/14 – April 2013	X									

Sign off:

Fin	PeopleF EC1314 001 AM 30/05/13	Leg	LT 17211 030613	Mon Off	TH 01 16	HR	N/A	Assets	N/A	IT	N/A	Strat Proc	N/A
Originating SMT Member: Judith Harwood, Assistant Director, Education Learning and Family Support													
Has the Cabinet Member(s) agreed the content of the report? Yes													

1.0 Introduction

- 1.1 Since developing the Inclusion Strategy in 2004, we have worked to the principle that all pupils with Special Educational Needs should have the opportunity to begin early years and primary education as part of, or co-located with a mainstream primary school.
- 1.2 Within Plymouth it is recognised that over the past 10 years, knowledge and understanding of the needs of children and young people with autism and earlier identification of children with ASC/complex communication needs have led to a dramatic increase in the need for provision in mainstream schools.
- 1.3 The number of children in the city being diagnosed with autistic spectrum condition is rising and the proposed refurbishment of facilities at Keyham Barton Catholic Primary School and the adjacent presbytery provides an ideal opportunity to provide a centrally located support base for ASC students with associated break out spaces and specialist teaching input within a mainstream setting.

2.0 Legislative changes

- 2.1 The Children and Families Bill 2013 seeks to reform provision for children and young people with Special Educational Needs. The key changes proposed are:
 - Extend the SEND legislation from birth to 25;
 - Young people and parents to have greater control and choice in decisions;
 - Ensuring needs are properly met.

It is expected that the Bill will receive Royal Assent in April 2014.

- 2.2 The Bill takes forward the reform programme that is set out in Support and Aspiration: A new approach to special educational needs and disability: progress and next steps, by:
 - Replacing statements with a new birth to 25 education, health and care plan;
 - Offering families personal budgets;
 - Improving co-operation between all the services that support children and their families, particularly requiring local authorities and health authorities to work together.

It is expected that local authorities will be required to implement the birth to 25 education, health and care plans, and publish the Local Offer in September 2014.

- 2.3 In 2010 two key reviews were completed within Plymouth's Children and Young People's Plan. In July 2010 a review of provision for children and young people with autistic spectrum disorders resulted in recommendations for the improvement of provision and to meet identified gaps. In December 2010 a multi-agency Task and Finish Group review of support available to children and young people with ASC and their families resulted in an improvement plan to develop a more coherent, multi-agency response to need. Both reports highlighted the importance of recognising how early support, provision of information and co-ordination of services would improve outcomes for children, young people and their families both in relation to education and learning and out of school.
- 2.4 In view of the national reform programme, there is a need to plan for our local implementation. This also provides us with an opportunity to review our local provision for children with SEND and the outcomes that children and young people are achieving through this provision.
- 2.5 A detailed action plan is currently being developed to produce a local Special Educational Needs and Disability Strategy and implementation framework by April 2014.

3.0 Keyham Barton Catholic Primary School

- 3.1 Keyham Barton has a planned admission number in reception of 30 and a forecast number on roll in 2014 of 208. It is a smaller than average sized primary school. The school's latest Ofsted report in February 2012 grades the school as 'good' having made significant improvements since the previous inspection and continuing to improve rapidly.
- 3.2 Pupils' attainment is broadly average, but achievement is good when progress from their individual starting points is taken into account. The school is determined to raise achievement further by ensuring that teaching is of high quality and always fully challenges pupils to learn.
- 3.3 Behaviour is good and the care and respect that pupils show to each other are a strength of the school, reflecting good spiritual, moral, social and cultural provision. Pupils, parents and carers believe the school is a safe place.
- 3.4 The school's accurate monitoring and inspection evidence show that, overall, teaching is good; some is outstanding. Pupils say they enjoy their learning. Pupils have clear learning targets and know what they have to do to meet them. Marking and assessment of their work support them well in making good progress.
- 3.5 The proportions of disabled pupils and those with special educational needs are below average, while the proportion of pupils with statements of special educational needs is broadly in line with the national situation.
- 3.6 The school makes specially resourced provision for up to five pupils between the ages of 4-11 with special educational needs who have autistic spectrum condition, which is very effective. Helpful personal support and the school's inclusive practice enable these pupils to join mainstream classes and make good progress.
- 3.7 Systems for tracking and monitoring pupils' progress give the school a very clear picture of the good progress being made by individuals, groups and the school as a whole.
- 3.8 The executive headteacher has introduced effective changes to the curriculum and teaching. The quality of leadership and management, including governance, has risen. All leaders have a clear vision for the school's further improvement and pursue this relentlessly. Pupils and parents are positive about the direction being taken by the school. Staff show total commitment to the school and its pupils.

4.0 Specialist facilities at Keyham Barton Catholic Primary School

- 4.1 Currently Keyham Barton RC has five allocated places each academic year in a fully inclusive Enhanced Specialist Provision Unit (ESP). There is agreed 4.0 Teaching Assistant funding with three Mealtime Assistants for lunchtime provision. There is also a 0.5 Teacher funding.
- 4.2 The unit is currently filled with four pupils but in the past year the school has not been the first choice of some parents. This is because the provision outside of the inclusive classroom practise does not have some specific requirements for children with high needs Autistic Spectrum Disorders. These requirements are a sensory room; break out spaces and quiet areas.
- 4.3 In addition to this the outdoor space for the children within the unit is challenging as they are unable to be apart from the playground which at times can be too overwhelming in size and space.
- 4.4 Lunchtimes too are a challenge, as the school lunch hall is off-site and again can be too overwhelming for these children at lunch time.

- 4.5 Despite this, Keyham Barton is a very successful unit which works well for the children notwithstanding the difficulties the site and the building bring. Ideally the unit needs the previously mentioned requirements in order to provide for children with ASC diagnosis that would otherwise be catered for in the current provision.
- 4.6 The school works closely with the Communication and Interaction Team in ensuring that the children are experiencing an inclusive education but who are also not being exposed to a learning environment that is overloading their sensory and physical needs.
- 4.7 The unit has a growing expertise amongst the adults working with the ASC children. The teacher-in-charge has recently undertaken the National Award for SENCo accreditation (60 Credits at Masters Level) and the 'Understanding Autism' module at Plymouth University. A Teaching Assistant, whilst studying for her Foundation Degree has also completed the Autism module at the University. Two other school Teaching Assistants plus the Parent Support Advisor are undertaking the Local Authority ELSA training which will be invaluable to the unit's work with ASC children and their understanding of social communication and emotional wellbeing. In addition, a further two Teaching Assistants have completed the course 'Autism and TEACCH' which has developed inclusive practise and strategies even further.
- 4.8 The proposed addition of five extra places at the school is fully supported by the governors, staff and parish and has been ratified at a full meeting of the Governors in the spring of 2013.

5.0 Proposed support centre

- 5.1 The local authority will work with Keyham Barton Catholic Primary School to develop a suitable support centre that will cater for 10 pupils and will mirror the development of provision completed at Goosewell Primary School in 2012 on the other side of the city.
- 5.2 Keyham Barton Catholic Primary School currently has the opportunity, working with the Diocese, to make considerable alterations to the school and adjacent presbyter building which would provide a centrally located support base for ASC students and associated break out spaces.
- 5.3 The proposed support centre would be a local authority provision commissioned from Keyham Barton Catholic Primary School and managed by the school on the local authority's behalf through a service level agreement. The centre would initially accommodate 10 children, four of whom already attend the school. An evaluation of the service will be undertaken after three years to determine how it is meeting the identified need. The evaluation will inform the specification for the service level agreement for the following three years.
- 5.4 Children would be allocated to the Support Centre by the local authority SEN Panel and would be registered as pupils of Keyham Barton Catholic Primary School.
- 5.5 The school has the right ethos and a record of making provision for ASC children under their existing arrangements and this proposal would be an extension of that expertise.
- 5.6 Keyham Barton is well located to meet the needs of pupils in the south west of the city. Current primary specialist ASC provision in the west of the city is at Mayflower Primary School, and this proposal would support providing provision that is more evenly spread across the city, with a potential saving on transport costs.

6.0 Benefits and disadvantages

- 6.1 Benefits of adding a support centre to Keyham Barton Catholic Primary School include:
- Improves the accommodation for the school and for the parish community use.

- Provides strategic benefits to the city and the local area by providing additional facilities for the increasing number of primary age children with ASC.
- Provides primary age children with ASC with inclusive educational opportunities within a mainstream school.
- Narrows the gap in equality of access to support, increasing capacity in the south west of the city and providing choice for parents.
- Builds on the school's successful track record of dealing with children with ASC and makes effective use of the expertise and specialist knowledge already developed in the school.
- Provides specialist support places to children with ASC that will inspire them to attend and enjoy school, and ensure that they achieve better qualifications and find high quality jobs.

6.2 Disadvantages of adding a support centre to Keyham Barton Catholic Primary School include:

- The facilities could be used to expand the overall numbers in the school but additional places are not required in this locality.
- Children with ASC are currently spread throughout the city and additional costs could be incurred in transporting them to a support centre in Keyham.
- Additional set up costs could be incurred in equipping and staffing the support centre, but these would be covered by the support centre formula funding and Children's Integrated Disability Service equipment budget.
- There is no secondary school close by that has enhanced provision for secondary aged pupils with ASC although Stoke Damerel Community College does have a provision, and St Boniface's RC School have significant experience in this area.
- The development of the building to provide the support with facilities is part of a broader building project and detailed plans are not yet available. However there is the opportunity to influence the plans to ensure the support centre provision is fit for purpose.

7.0 Statutory procedures

- 7.1 The local authority is responsible for the provision of appropriate SEN support across the area. This proposal can therefore be made by either the local authority or the governors. Where the local authority undertakes the statutory procedure the city council is the decision maker but the governors have a right of appeal within four weeks of the decision being taken to the schools adjudicator. The school is fully supportive of this proposal and has asked the local authority to undertake the statutory procedure.
- 7.2 The first stage of statutory procedures – normally 6 weeks - is to hold detailed and formal consultations with all interested parties, including pupils, parents, staff and governors, as well as all other schools in the city and other public agencies. There are detailed provisions in DfE guidance as to the prescribed information that must be made available to all consultees, which includes the details of the proposal, and the impact of the proposal on students, staff, governors and the local community.
- 7.3 Following completion of stage 1, the second stage prescribes that the local authority must give careful consideration to all the outcomes of and responses to the consultation and then decide in the light of those outcomes and responses whether to publish formal proposals, in the form of a public notice, to add a support centre to Keyham Barton Catholic Primary School.

- 7.4 Following completion of stage 2, the third stage prescribes that the local authority must give careful consideration to all the outcomes of and responses to the public notice and then decide in the light of those outcomes and responses whether to implement the proposal to add a support centre to Keyham Barton Catholic Primary School.
- 7.5 The fourth and final stage is to implement the proposals.

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PLYMOUTH CITY COUNCIL

Subject:	Contract Award – Domestic Abuse Victim Support, Recovery and Prevention Services
Committee:	Cabinet
Date:	6 August 2013
Cabinet Member:	Councillor McDonald
CMT Member:	Carole Burgoyne (Director for People)
Author:	Kate Lattimore, Project Officer
Contact details	Tel: 01752 304955 email:kate.lattimore@plymouth.gov.uk
Ref:	
Key Decision:	Yes
Part:	I

Purpose of the report:

This report summarises the recent tender process for two separate services for victims of domestic abuse.

Service A will support people assessed as being at a ‘higher risk of serious harm’ and incorporates:

- Qualified Independent Domestic Violence Advisors (IDVAs),
- Support for victims going through the Specialist Domestic Violence Courts,
- Support to people staying at the women’s Refuge,
- A service for the children of victims,
- A Devon & Cornwall Probation funded victim liaison officer,

And

- A volunteer co-ordinator.

This service will replace the current domestic abuse victim support contract which is due to end on 30 November 2013.

Service B is new provision that will focus on supporting people who have been assessed as being at a ‘lower risk of serious harm’ to prevent escalation of their needs. This service will also be required to create initiatives to raise awareness amongst agencies and the general public of domestic abuse.

The report recommends the awarding of the contracts to the winning provider(s).

The provision of support services to enhance safety, promote recovery, provide measures of protection and provide support to prevent re-occurrences to victims of domestic abuse, and their children, is one of the key recommendations in the Commissioning Plan for Domestic Abuse Services approved by Cabinet in 2012.

The level of expenditure on the future services to replace this provision required a full competitive tender in accordance with the Council's Contract Standing Orders. This competitive procurement was run a two stage process.

Contract award information is submitted to Cabinet as a separate confidential report.

The Brilliant Co-operative Council Corporate Plan 2013/14 – 2016/17

Caring Plymouth City Council

- **Prioritise Prevention:** By creating initiatives that raise awareness of domestic abuse and measures to combat it, whilst supporting people to recover and build their self-esteem and confidence and thus prevent choosing unhealthy relationships in future
- **Children, Young People and Adults are Safe and Confident in their Communities:** By targeting services in the areas with highest prevalence of domestic abuse within the City, most of which are also areas with highest deprivation levels; and by working closely with Police and Probation to ensure protection and safety of victims, prosecution of perpetrators and increase the reporting of domestic abuse
- **Help People Take Control over their Lives and Communities:** By supporting people who use services to have choice, control and influence over how those services are developed and provided; and building individual capacity and resilience amongst people who have been victims of domestic abuse (through the development of pattern changing skills and promotion of recovery).

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

As this is a priority service area for the City it was agreed that additional investment would be allocated to focus on awareness raising and prevention. This alternative approach will enable the city to achieve a reduction in demand for crisis intervention and longer term support over the full life span of the contracts.

The current annual spend on the existing specialist domestic abuse victim support contract is £510,495 per annum. This includes partnership funding from Devon & Cornwall Police.

Overall the costs of the new service provision totals £1,745,618 for the period 2013 – 2016 and £1,585,560 for 2016-2018. This includes a commitment for partnership funding from Devon & Cornwall Probation Services and Devon & Cornwall Police.

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

- **Child Poverty:** part of the service will provide support to the children of victims, supporting them to overcome any adversity they may have suffered as a result of witnessing domestic abuse, helping them to thrive and develop into well-functioning adults.
- **Community Safety:** this service will aim to increase brought to justice outcomes by working closely with the Police Domestic Abuse Unit to provide support to victims; by providing support to victims attending the Specialist Domestic Violence Courts, by attending the MARAC (Multi Agency Risk Assessment Conference - a victim-focused meeting where

information is shared on the highest risk cases of domestic abuse between criminal justice, health, child protection, housing practitioners) and by raising awareness about domestic abuse to the public.

Equality and Diversity

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.

www.plymouth.gov.uk/eia_domestic_abuse_commissioning_plan.pdf

Recommendations and Reasons for recommended action:

To award a three year contracts, containing an option to extend the contracts for a further three years, to the ‘most economically advantageous tenderers’ as identified the Contract Award Report (Part II report).

Alternative options considered and rejected:

The option of not awarding any contract was considered but disregarded due to the importance of ensuring Domestic Abuse Victim Support, Recovery and Prevention Services continue to be available.

Published work / information:

Commissioning Plan for the Plymouth Domestic Abuse Partnership 2012-2019

<http://www.plymouth.gov.uk/mgInternet/documents/s40866/Domestic%20Abuse%20Commissioning%20Plan%20Final%20Appendix.pdf>

Background papers:

None

Sign off:

Fin	Peopl eF AC13 14 001 TOCS 10/07/ 2013	Leg	1786 4/SC	Mon Off	TH 01 20	HR		Assets		IT		Strat Proc	JK/S PU/ CA/ 324/ 0713
Originating SMT Member Dave Simpkins													
Has the Cabinet Member(s) agreed the contents of the report? Yes													

I. BACKGROUND

Domestic Abuse is a serious social problem and human rights violation. It is hugely underreported, 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. However, with good service provision that includes awareness raising and prevention, many people affected by domestic abuse can lead healthier and happier lives.

A Commissioning Plan for Domestic Abuse Services was approved by Cabinet in 2012 and contained information showing that although there has been a decrease in the number of people who are 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 on-going investment to allow the continuation of the current victim support recovery model and increased investment in prevention and early intervention to meet the city's vision and strategic aims

2. CURRENT SITUATION

Currently there is one jointly commissioned service working holistically with victims/survivors of domestic abuse. It works with victims aged 16+ and their families:

Service provider	Name of service	Annual contract value
Sanctuary Supported Living	PDAS (Plymouth Domestic Abuse Service)	£510,495

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

- Qualified Independent Domestic Abuse Advisors (IDVA's)
- Measures of support, recovery protection aimed at helping re-build lives and 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 30th November 2013.

The service was commissioned in 2008 and 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. This type of integrated model of service design is recognised nationally as best practice as it allows for a rapid response in meeting victims needs which is so crucial when dealing with those cases deemed high or medium risk of serious harm or murder. Due to the overwhelming demand for this service, and the emergence of a new national risk assessment tool called the DASH that was rolled out for use by Police and all agencies dealing with domestic abuse in 2009/10, it was agreed that this service would only deal with those cases assessed a high or medium risk using this

tool. This has left a gap for those lower level cases which if captured early could be prevented from deteriorating into a more serious situation.

3. NEW SERVICES

In light of the above, one of the key recommendations of the Commissioning Plan was to procure two victim support, recovery and prevention services:

- **Service A** to support people assessed as being at 'higher risk'. This service was to retain the key positive elements of the existing service; i.e. providing an integrated service consisting of qualified Independent Domestic Violence Advisors (IDVAs), support for victims going through the Specialist Domestic Violence Courts, support in the women's Refuge, a service for the children of victims, and a volunteer co-ordinator and introduce a new element a probation funded victim liaison officer
- **Service B**, a new service, to focus on prevention, early intervention and awareness raising. This service will provide information, guidance and support to victims of domestic abuse who have been assessed as standard or low level risk in accordance with the DASH risk assessment, using measures that aim to prevent escalation of need, thus helping to reduce overall prevalence and re-occurrence of domestic abuse. This service will also create initiatives to raise awareness amongst agencies and the general public of domestic abuse and the measures available to combat it, aiming to reduce overall prevalence of domestic abuse.

4. PROCUREMENT PROCESS

A competitive procurement was run as a two stage process with a Pre-Qualification Stage (Pre-Qualification Questionnaire) followed by an Invitation to Tender (ITT).

The invitation to tender document was published electronically via the Devon Procurement Portal (www.devontenders.gov.uk) in accordance with the following timeline:

Activity	Date: Service A
Return of PQQ	4.02.13
Dispatch of ITT for Service A to successful applicants	1.3.13
Tender Return Date	4.4.13
Evaluation of tenders completed and selection of successful Tenderer	2.5.13
Dispatch of ITT for Service B to successful applicants	5.4.13
Tender Return Date	9.5.13
Evaluation of tenders completed and selection of successful Tenderer	4.6.13
Estimated Service Commencement	1.12.13

The Pre-Qualification Stage

This stage required Providers to submit a Pre-Qualification Questionnaire (PQQ). Each PQQ was assessed and scores were used to select which Providers were to be shortlisted for the next stage of the procurement.

The following sections of the PQQ contained mandatory questions, the responses to which were reviewed and treated as pass or fail criteria:

Professional and Business Standing

Financial

Insurance

Data Protection

Timescales

In addition the following sections of the PQQ were evaluated and awarded a score.

Section	Weighting (%)
Prime Contractor/Sub-Contracting	5
Quality Management	10
Health & Safety Policy	5
Health & Safety	6
Equality & Diversity Policy	5
Equality & Diversity	6
Safeguarding Vulnerable People Policy	9
Safeguarding Vulnerable People	10
Disputes	5
Business Capability	32
Recent Contracts/References	7

These weightings and the scoring methodology for each section were published in the PQQ documentation.

A minimum of two references were required. All Providers invited to ITT stage received good and relevant references.

A total of 10 PQQ's were received. Of these, six providers for each contract were shortlisted and invited to tender.

5. TENDER EVALUATION METHODOLOGY

The project evaluation weightings were agreed prior to despatch of each tender documentation and were published in the ITT:

Higher Risk Service A:

Award Criteria	Weighting (%)	Sub Criteria (%)	Weighting (%)
Financial	15	Price	15
Technical	85	Purpose	20
		Service details	59
		Management and operation	6

Lower Risk Service B:

Award Criteria	Weighting (%)	Sub Criteria (%)	Weighting (%)
Financial	15	Price	15
Technical	85	Purpose	45
		Service details	32
		Management and operation	8

The completed tenders were evaluated by a team of individuals / stakeholders with various skill sets from across the business, in order to ensure both transparency and robustness.

The ITTs were evaluated to identify the extent to which each tenderer had the ability, experience, and capacity to deliver the service. The technical responses were evaluated to identify how well each tenderer would meet the service specification requirements. The commercial responses were evaluated on price offered.

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PLYMOUTH CITY COUNCIL

Subject:	Contract award for local bus services
Committee:	Cabinet
Date:	6 August 2013
Cabinet Member:	Councillor Coker
CMT Member:	Anthony Payne (Director for Place)
Author:	Debbie Newcombe, Public Transport Officer
Contact details	Tel: 01752 307790 email: Debbie.Newcombe@plymouth.gov.uk
Ref:	Subsidised Bus Services 2013
Key Decision:	Yes
Part:	I

Purpose of the report:

The report summarises the recent tender process for the commissioning of the following local bus services across the city:

7D, 13, 14, 18, 19, 25, 27, 28B, 31, 39, 43B and 52.

The existing contracts expired in 2012 and are currently operated under permitted contract extensions.

There is a separate private report detailing the outcome of the tenders and recommendations for awarding contracts for specific bus services.

The Brilliant Co-operative Council Corporate Plan 2013/14 -2016/17:

Pioneering Plymouth - the competitive tender process ensures the best possible value for money for the provision of these services. The tender process took on board a number of recommendations from the recent Growth and Prosperity Overview and Scrutiny Panel review of subsidised routes such as improving the assessment criteria used, increasing the length of contracts to achieve better value for money and increasing the notice period for both the Council and contractor to ensure more time to consider alternative options should a contract end prematurely.

The provision of bus services to communities and new links across the city helps to encourage the use of sustainable transport instead of private cars which in turn will help reduce carbon emissions.

Growing Plymouth – effective public transport provision is an enabler for growth and a number of the routes subsidised offer opportunities for residents to access employment. Particularly the newly extended service 14 is designed to link up communities across the City with key employment sites such as the Dockyard, Langage and Derriford. Certain shift start and finish times were considered as part of designing the service timetable.

Caring Plymouth – the Council’s subsidised bus services cover the majority of the City in some form linking wards and offering journey opportunities that are not provided by the commercial bus network for a variety of reasons from access to healthcare, education, employment, shopping and social reasons. The links and therefore journey opportunities would not exist without the Council’s intervention.

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

The total budget available is £2,463,000 over five years.

This is made up of £698,190 for the Plymouth Connect, service 14, which is part funded by the Department for Transport’s Local Sustainable Transport Fund, Section 106 from the Vision Development in Devonport and a proportion of the Council’s subsidised bus service budget. This service will be recommended in the Part II report to be contracted initially for 20 months with an option to extend the contract for up to 5 years.

All other bus services will be funded wholly by the Council’s subsidised bus service budget. In addition to the existing budget the Council will receive a devolved grant from the Department for Transport as detailed in section 5.5 of this report.

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

N/A

Equality and Diversity:

Has an Equality Impact Assessment been undertaken? No

However, the Council’s subsidised bus provision is covered by the Equality Impact Assessment undertaken for the Bus Strategy as part of our Local Transport Plan 2 and updated for Local Transport Plan 3. It can be found here <http://www.plymouth.gov.uk/eiabusstrat.pdf>

Recommendations and Reasons for recommended action:

Cabinet is recommended to note the report and consider it in conjunction with the private part 2 report, which is to be considered later in the agenda, and award the contracts accordingly.

Alternative options considered and rejected:

N/A

Published work / information:

Subsidised Routes and Through Ticketing Scrutiny Report available here:

<http://www.plymouth.gov.uk/mglInternet/documents/s44335/Subsidised%20bus%20routes%20and%20through%20ticketing-%20report%20of%20the%20Growth%20and%20Prosperity%20Overview%20and%20Scruti.pdf>

Background papers:

None

Sign off:

Fin	Place F TC13 14 001	Leg	JAR/ 1731 7/17/ 04/1 3	Mon Off	TH 010 5	HR		Assets		IT		Strat Proc	JK/ SP U/C P/3 17/0 413
Originating SMT Member Clive Perkin													
Has the Cabinet Member(s) agreed the contents of the report? Yes													

I. INTRODUCTION

- 1.1 The Council supports a number of bus services across the City either in their entirety or specific extensions to existing commercial services, such as an evening service. The Council's policy for the provision of such services has a criterion that takes into account a range of factors including topography, historic service provision, car ownership levels in a particular area and where the cost per unique passenger (those without an alternative direct service within 400 metres of their existing stop and access to a minimum of an hourly service) does not exceed a set threshold which is currently £1.99.
- 1.2 Ward Councillors and members of the public regularly provide suggestions to the Public Transport Team on ideas for bus routes. Any feedback received over the last three years has been considered and where possible was included as part of the tender process.
- 1.3 This report summarises a tender process undertaken for the majority of the Council's existing routes and a new cross city link which expands the service 14, which for the purpose of this report is known as the Plymouth Connect.

2. PLYMOUTH CONNECT

- 2.1 The Council was successful in securing funding through the Local Sustainable Transport Fund (LSTF) on submission of its Plymouth Connect bid. Plymouth Connect provides the opportunity to build on the objectives set out in the Council's third Local Transport Plan. The Plymouth Connect project area focuses on the corridor between the communities of Devonport and Stonehouse in the west, through the city centre to Cattedown, Coxside, Plymstock and Plympton in the east. The project will link communities together through improvements in walking, cycling and bus networks. Improving connectivity between these communities and providing sustainable travel options for trips to employment and leisure opportunities on both sides of the city and along the waterfront is crucial to improving equality of access for areas in the western side of the city and tackling the environmental, social and economic challenges that currently exist.
- 2.2 The Plymouth Connect package is a three tiered approach to achieving a shift in travel behaviour towards more sustainable modes – provision of sustainable facilities, encouraging greater use of facilities and raising awareness. To help achieve these objectives Plymouth Connect includes an element of 'kickstart' funding to support a new bus service through the project area with the inclusion of Langage Business Park as a key employment site. This funding is further supported by Section 106 monies from the Vision development at Devonport and an element of the Council's subsidised bus budget currently allocated purely to the existing service 14 which is to be expanded.
- 2.3 The Plymouth Connect service 14 which was tendered provides links to the following locations: Derriford Hospital, Ham, Torpoint Ferry, Devonport, Mutton Cove, City College, Millbridge, City Centre, Coxside, Cattedown, Plymstock, Plympton and Langage.

3. CURRENT SITUATION

- 3.1 The Council currently subsidises 15 bus routes across the city, as shown on the attached map. 12 of these routes are affected by this tender and full details of these routes can be found in Table 1 below. Within the table the current weekly subsidy assumes a standard week without any Bank Holidays and the subsidy per passenger is based on the average annual subsidy for the year 2012/13.

Table I. Current costing per route.

Service	Brief Route Details	Days/Hours of Operation	Current Operator	Current Weekly Subsidy	Subsidy Per Passenger
7D	City Centre – Cattedown – Plymstock – Hooe	Monday to Friday Daytime	Target Travel	£697.65	£1.09
13	City Centre – Weston Mill – Saltash Passage	Monday to Friday Daytime	Plymouth Citybus	£649.35	£0.53
14	City Centre – Devonport – Ham – Derriford – Derriford Hospital	Monday to Friday Daytime	Target Travel	£1,491.85	£1.01
18	City Centre – Plymstock – Elburton	Monday to Friday Daytime	Target Travel	£740.55	£1.53
19	City Centre – Marsh Mills – Merafield – Plympton Ridgeway	Monday to Friday Daytime	Target Travel	£675.00	£1.01
25	City Centre – Barbican – Hoe	Summer Sundays Only	Plymouth Citybus	£164.03	£0.98
27	City Centre – Deer Park – Derriford Hospital	Sunday Daytime	Plymouth Citybus	£127.72	£0.56
27/28	City Centre – Deer Park/ Egguckland – Derriford Hospital	Sunday to Thursday Evening Only	Plymouth Citybus	£442.77	£0.77
31	City Centre – Ford – Beacon Park – Ford Shops	Monday to Friday Daytime	Plymouth Citybus	£469.45	£0.66
39	City Centre – Hartley Vale – St Peters Road – Crownhill	Monday to Friday Daytime	Target Travel	£783.50	£1.46
43B	City Centre – St Budeaux – West Park – Holly Park	Daily Evenings Only	Plymouth Citybus	£500.98	£0.65

52	Plympton – Leigham – Estover – Derriford Hospital	Monday to Friday Daytime	Target Travel	£858.65	£1.02
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3.2 The three services not included within this tender are:

- The St Budeaux Taxibus which has not been tendered as it is a bespoke service negotiated directly with the taxi company following a separate tender process.
- Service PR3 operating between the George Junction Park and Ride, Marjon and Derriford Hospital on Mondays to Fridays. This service is paid for by S106 funding.
- Service 48 operating between Wembury and Burrator Reservoir via Plymstock and the City Centre on Sundays and Bank Holidays. This service is paid for by S106 funding from a development in the South Hams.

4. OVERVIEW AND SCRUTINY RECOMMENDATIONS

4.1 Last year the Overview and Scrutiny Management Board set up a Task and Finish Group to carry out a review into subsidised bus routes and through ticketing. The review was undertaken over four separate occasions throughout October, November and December 2012 culminating in a report to Cabinet in February 2013. This report is included as a background paper to this report. Through the process the Council's Public Transport Team presented the process used for subsidising bus routes and this was not challenged by the group. A total of 14 recommendations were made to Cabinet and all were accepted. The relevant recommendations to subsidised services are listed here and wherever possible were incorporated as part of the tender process:

- **Subsidised Services Recommendation 1**
In order to deliver a more stable subsidised bus network tendered services will generally be offered contracts of 3 years with an option to extend for a further two years and all will be subject to a 120 day notice period (an increase on the current 56 day statutory clause).
- **Subsidised Services Recommendation 2**
The Sustainable Transport Team is asked to provide greater levels of detail in the tendering process for all subsidised services in order to provide more clarity for bidders about how the council will be scoring the process.
- **Additional Recommendation 4**
Following the expected devolution of Bus Service Operators Grant (BSOG) funding from Operators to Local Authorities in respect of subsidised services the recommendation is made to permanently ring fence this funding towards the provision of subsidised bus services.
- **Additional Recommendation 5**
Sustainable Transport Officers are requested to notify the relevant ward members when the continuation of an individual subsidised bus service becomes at risk.

- **Additional Recommendation 7**

Sustainable Transport Officers continue to incentivise the bus operators to increase passenger numbers by offering net contracts for subsidised bus services as opposed to gross, where possible and suitable.

5. PROCUREMENT PROCESS

- 5.1 In view of the relatively low number of potential bidders for this contract approval was granted to use the open tender procedure.
- 5.2 In view of the estimated contract value, an OJEU notice was published on 19 February 2013 and Invitations to Tender (ITT) were dispatched on 22 February 2013 in accordance with the following timeline, included within the tender documents (please note the last three stages have been delayed since the tender was issued, bus operators have been advised):

Table 2. Procurement timetable.

Activity	Date
OJEU Notice Submitted for publication	19 February 2013
OJEU Notice Published	22 February 2013
Dispatch of ITT	22 February 2013
Deadline for ITT Clarifications	22 March 2013
Deadline for Responses to Clarifications	28 March 2013
Return of ITT	9 April 2013
Evaluation of ITT	10-12 April 2013
Post Tender Clarifications	16 April 2013
Selection of successful Tenderer	19 April 2013
Democratic Process and Standstill period	13 June 2013
Contract Award	14 June 2013
Contract Mobilisation	01 September 2013

- 5.3 This has been a multi-lot tender, with each lot representing one bus service but in some cases with two options for a particular route.
- 5.4 Tenderers were invited to bid for any individual Lot or to submit a combination bid for multiple or all Lots contained within the tender.
- 5.5 In view of changes to the way in which Bus Services Operators Grant is administered from January 2014, whereby local authorities will receive a grant from the Department for Transport (DfT) to reimburse these costs to operators in respect of subsidised bus services as opposed to operators receiving a direct payment from the DfT, operators were asked to submit prices to take account of this change. As the amount the Council will receive is not currently defined we have estimated it will be 80% of the current value. This will be £72,000 per annum.

6. TENDER EVALUATION METHODOLOGY

6.1 The evaluation criteria for this procurement was published in the tender documentation.

6.2 This was broken down into the following sections:

- Information Only Questions and Schedules
 - Organisation Identity
 - Organisation Information
 - Equalities and Diversity Policy
 - Timescales
 - Contract Information and Management Schedule
- Pass/Fail Questions and Schedules
 - Compliance with EU Legislation/UK Procurement Legislation
 - Financial Standing
 - Insurance
 - Health & Safety
 - Data Protection
 - Proposed Contracts, Collaborations and Partnerships
 - Completion and Acceptance of Schedules 1-7

6.3 Scored Questions

The following sections contained mandatory questions and responses were evaluated and scored. For some questions responses were evaluated in terms of risk.

Table 3. Assessment criteria.

Section	Weighting (%)
Prime Contractor/Sub-Contracting	5%
Quality Management	10%
Environmental Management	5%
Health & Safety Management	10%
Equalities & Diversity	5%
Disputes	10%
Business Capability	30%
Recent Contracts/References	15%
Safeguarding Vulnerable People	10%

6.4 Finally each individual Lot was evaluated against the following high level evaluation criteria. Full details of this can be found at Appendix I.

Lot 1 – Plymouth Connect Service

Commercial Factors

- Price – 55%
- Delivery Arrangements – 5%

Technical Factors

- Vehicle Age – 10%
- Vehicle Quality – 10%
- Branding and Publicity (for commencement of service) – 10%
- Ongoing Marketing Plan – 10%

Lots 2-12 – All Other Services

Commercial Factors

- Price – 65%
- Delivery Arrangements – 5%

Technical Factors

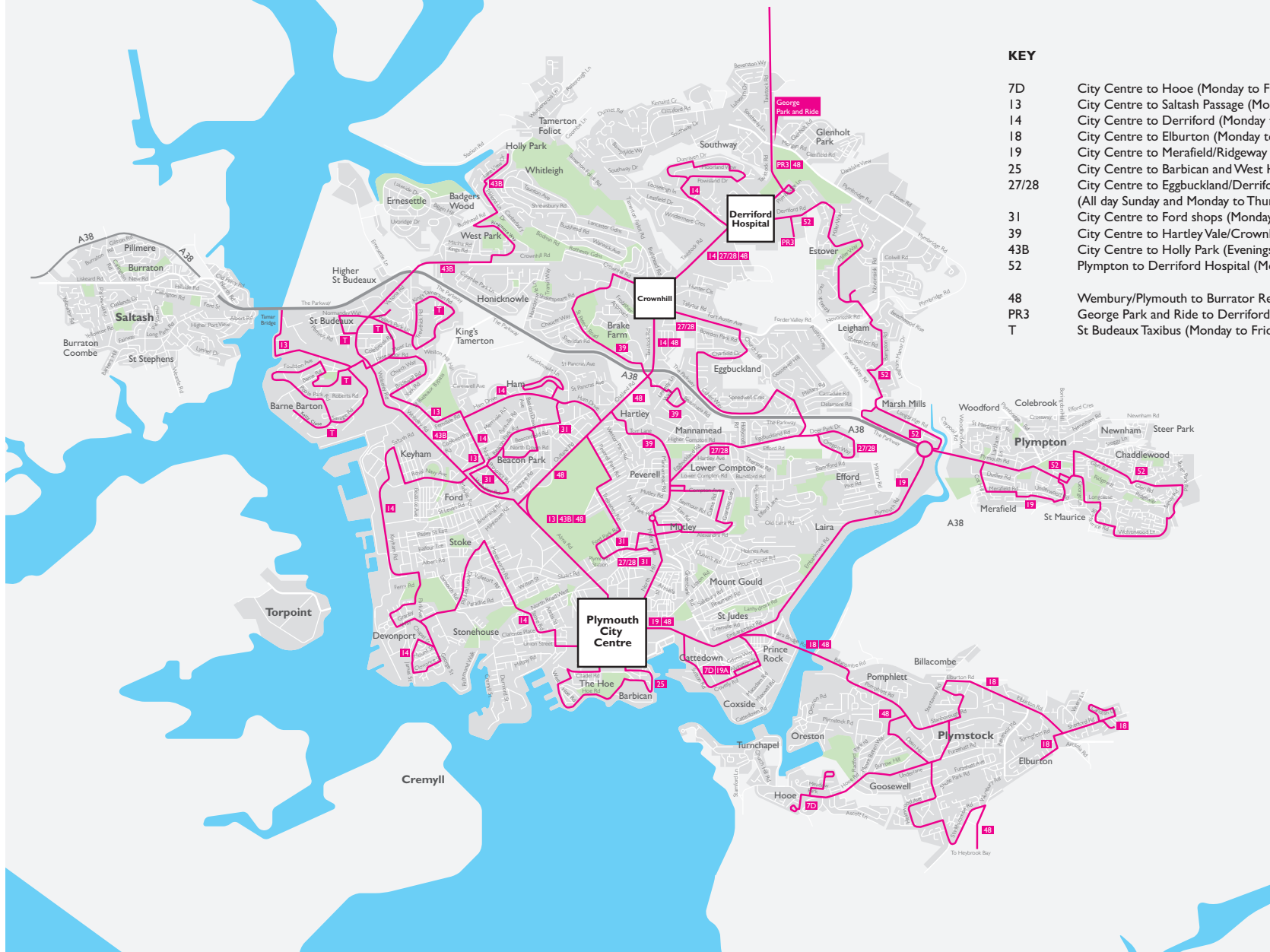
- Vehicle Age – 10%
- Vehicle Quality – 10%
- Publicity and Marketing Plan – 10%

7. SUBSIDISED BUS SERVICE NETWORK MAP

7.1 One map follows this report showing the Council's current subsidised bus network. Commercial bus services are not shown.

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CURRENT SUBSIDISED BUS NETWORK



KEY

- 7D City Centre to Hooe (Monday to Friday daytime)
- 13 City Centre to Saltash Passage (Monday to Friday daytime)
- 14 City Centre to Derriford (Monday to Friday daytime)
- 18 City Centre to Elburton (Monday to Friday daytime)
- 19 City Centre to Merafield/Ridgeway (Monday to Friday daytime)
- 25 City Centre to Barbican and West Hoe (Summer Sundays and Bank Holidays)
- 27/28 City Centre to Eggbuckland/Derriford Hospital (All day Sunday and Monday to Thursday Evenings)
- 31 City Centre to Ford shops (Monday to Friday daytime)
- 39 City Centre to Hartley Vale/Crownhill (Monday to Friday daytime)
- 43B City Centre to Holly Park (Evenings daily)
- 52 Plympton to Derriford Hospital (Monday to Friday daytime)

- 48 Wembury/Plymouth to Burrator Reservoir (Sundays and Bank Holidays)
- PR3 George Park and Ride to Derriford Hospital/Tamar Science Park (Monday to Friday daytime)
- T St Budeaux Taxibus (Monday to Friday daytime)

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