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Democratic Support

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CABINET

Tuesday 21 October 2014
2.00 pm
Council House (Next to the Civic Centre), Plymouth

Members:

Councillor Evans, Chair
Councillor Peter Smith, Vice Chair
Councillors Coker, Lowry, McDonald, Penberthy, Jon Taylor, Tuffin and Vincent.

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

AGENDA

PART I (PUBLIC MEETING)

1. APOLOGIES

To receive apologies for absence submitted by Cabinet Members.

2. DECLARATIONS OF INTEREST (Pages 1 - 2)

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

3. MINUTES (Pages 3 - 14)

To sign and confirm as a correct record the minutes of the meeting held on 2 September 2014.

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, Ballard House, Plymouth, PL1 3BJ, or email to democraticsupport@plymouth.gov.uk. Any questions must be received at least five clear working days before the date of the meeting.

5. CHAIR'S URGENT BUSINESS

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

6. TAMAR BRIDGE AND TORPOINT FERRY JOINT COMMITTEE: BRIDGE OFFICE DEVELOPMENT (Pages 15 - 50)

Anthony Payne (Strategic Director for Place) will submit a written report requesting that Cabinet endorses the Tamar Bridge and Torpoint Ferry Joint Committee's (TBTFJC) proposal in September 2014, for the Tamar Bridge office development following consideration of a report and the business case. Cabinet are also asked to recommend that the City Council approves the addition of the bridge office development project to the capital programme with a budget of £3.33 million.

The TBTFJC Terms of Reference require each Cabinet to approve major items of capital expenditure as part the capital programme and recommend a budget provision to Council.

7. CITIES OF SERVICE (Pages 51 - 68)

Tracey Lee (Chief Executive) will submit a written report seeking approval of the Cities of Service Plan and local launch of the project in October 2014.

Following an invitation to bid for funding for volunteering projects, Plymouth was successful in receiving funding over two years to deliver two specific projects – Energy Champions and Grow, Share, Cook.

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 or in the supplement to this agenda –
<http://tinyurl.com/q3d6bmh>

8. NEW COMMUNITY AND ECONOMIC DEVELOPMENT TRUST AT FORMER WHITLEIGH CARE HOME (Pages 69 - 82)

Anthony Payne (Strategic Director for Place) will submit a written report seeking approval to the transfer of the Whitleigh Care Home Premises to the Four Greens Community Trust, the new Community and Economic Development Trust, initially on a 35 year lease, subject to the receipt of a satisfactory business case to the City Council Investment Board and capital approval by March 2015, and ultimately to transfer the freehold when the trust is self-sustaining.

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 or in the supplement to this agenda –
<http://tinyurl.com/q3d6bmh>

9. PARKING PENALTY CHARGE NOTICE PROCESSING AND IT CONTRACT AWARD (Pages 83 - 88)

Anthony Payne (Strategic Director for Place) will submit a written report indicating that the current contract for Penalty Charge Notice processing and associated IT support will expire on 31 October 2014 and seeking approval to award a new contract to the preferred supplier following a competitive procurement process for these services.

A separate private briefing paper is submitted on the tender submission.

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 or in the supplement to this agenda –
<http://tinyurl.com/q3d6bmh>

10. EXEMPT BUSINESS

To consider passing a resolution under Section 100A(4) of the Local Government Act 1972 to exclude the press and public from the meeting for the following item of business on the grounds that it involves 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. At the time this agenda is published no representations have been made that this part of the meeting should be in public.

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

PART II (PRIVATE MEETING)

AGENDA

MEMBERS OF THE PUBLIC TO NOTE

that under the law, members are entitled to consider certain items in private. Members of the public will be asked to leave the meeting when such items are discussed.

11. PARKING PENALTY CHARGE NOTICE PROCESSING AND IT CONTRACT AWARD (E3) (Pages 89 - 92)

Further to agenda item 9 above, Anthony Payne (Strategic Director for Place) will submit a private briefing paper on the tender submission following a competitive procurement process for Penalty Charge Notice processing and associated IT support.

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 2 September 2014

PRESENT:

Councillor Evans, in the Chair.
Councillor Peter Smith, Vice Chair.
Councillors Coker, Lowry, Penberthy, Tuffin and Vincent.

Also in attendance: Tracey Lee (Chief Executive), Carole Burgoyne (Strategic Director for People), Simon Dale (Interim Assistant Director for Street Services), David Shepperd (Head of Legal Services), David Trussler (Interim Director for Corporate Services), Stuart Cooper (Project Manager), Stephen Evans (Project Manager), David Northey (Head of Corporate Strategy), Katy Shorten (Strategic Commissioning Manager), David Simpkins (Assistant Director for Co-operative Commissioning and Adult Social Care) and Nicola Kirby (Senior Democratic Support Officer (Cabinet)).

Apologies for absence: Councillor McDonald and Anthony Payne (Strategic Director for Place).

The meeting started at 2.00 pm and finished at 3.10 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.

41. **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.

42. **MINUTES**

Agreed the minutes of the meeting held on 12 August 2014.

43. **QUESTIONS FROM THE PUBLIC**

There were no questions submitted from members of the public for this meeting.

44. **CHAIR'S URGENT BUSINESS**

There were no items of urgent business.

45. **CAPITAL AND REVENUE MONITORING REPORT 2014/15**

The Corporate Management Team submitted a report outlining the finance monitoring position of the Council as at the end of June 2014, including the July 2014 spend and profile information.

The report –

- (a) proposed revenue budget variations as detailed in table 4 of the report;
- (b) indicated that the estimated revenue overspend was £4.607m as at July 2014 with key pressures remaining on services associated with looking after elderly and disabled people and children in care;
- (c) advised that further savings would be brought forward from the Council's transformation programme in the coming weeks to address the in year estimated overspend;
- (d) stated that the revised capital programme for 2013/14 to 2016/17 was £216.398m, an increase of £8.728m, following the inclusion of new schemes, re-profiling and variations approved under delegated authority and the inclusion of future years' government grants and other identified income streams;
- (e) set out a proposal for delegated authority to approve any changes to existing schemes on the same terms as existing delegations for new capital schemes and capital programme transfers (virements).

Councillor Lowry (Cabinet Member for Finance) introduced the proposals and indicated that the forecast overspend was the reason why transformation was essential. He also advised that the budget would continue to be monitored on a monthly basis and that meetings had already been held between himself, Councillor Tuffin, Tracey Lee (Chief Executive) and Carole Burgoyne (Strategic Director for People) to ensure that everything possible was being done to ensure that the needs of the adult social care and children's services were being met but that it was being undertaken in the most efficient way.

Councillor Peter Smith (Deputy Leader) referred to the 17 interim appointments that had been made to cover senior management vacancies, to provide capacity for the transformation programme and for other projects. He reported that the Council's ambitious change programme required expertise and extra capacity in addition to the staff needed to run the day to day services and that the majority of staff in transformation were now internal staff.

Councillor Tuffin (Cabinet Member for Health and Adult Social Care) reported that adult social care was a needs led service and that although the service had made extensive savings in the previous year, officers were reviewing the budget again.

Carole Burgoyne indicated that referrals in adults and children had both increased and that officers were continuing to reduce the costs of packages whilst ensuring a high level of quality of care.

Councillor Evans (Council Leader) referred to the comments made in the press on interim staff by Councillor Bowyer and indicated that Councillor Bowyer had been part of the decision making process in the Appointments Panel.

David Northey (Head of Corporate Strategy) also attended the meeting for this item.

Alternative options considered and the reasons for the decision –

As set out in the report.

Agreed that -

- (1) the current revenue monitoring position and the action plans in place to reduce or mitigate the position, are noted;
- (2) the non-delegated revenue budget virements are approved as set out in Table 4 of the report;
- (3) the new schemes added to the Capital Programme by the Leader under delegated authority, totaling £3.866m, are noted;
- (4) the increase in the medium term Capital Programme funding to £216.398m is noted;
- (5) the City Council is Recommended to give the following delegated authority for approval of any changes to existing capital schemes, within the overall affordability envelope, based on a sound rationale -

Up to £200,000	Responsible Finance Officer in consultation with the relevant Cabinet Members
Above £200,000	Leader in consultation with the relevant Cabinet Member(s) (following consultation with the City Council Investment Board)

46. **FULL BUSINESS CASE FOR THE INTRODUCTION OF CATEGORY MANAGEMENT - FLEET SERVICES PROJECT**

Anthony Payne (Strategic Director for Place) submitted a report on the business case, including an options appraisal, for the fleet services project and proposing the introduction of category management which would better utilise the Council's fleet services, reduce the number of vehicles and improve the procurement of them to deliver significant financial savings.

The report also indicated that the preferred option, option 2, –

- (a) would require investments in fleet systems including control and tracker systems;
- (b) would involve the development of the fleet management and maintenance teams;

- (c) would result in the further efficiency of the workshop by improvements to the productivity of the workshop and garage function;
- (d) would require an investment in IT amounting to £118k over a three year period and aimed to provide a total cumulative financial benefit of £2.05m by the end of the financial year 2016/17;
- (e) was the most cost effective and beneficial option.

Councillor Vincent (Cabinet Member for Environment) introduced the proposals and referred to the three proposed work streams associated with option 2, as follows –

- (f) Fleet Management IT (FMIT) - the procurement and installation of both a FMIT system and a vehicle tracking system;
- (g) Finance Management: the monitoring of the procurement and commissioning of vehicular assets amongst the Council;
- (h) Commercialisation: exploration and consideration of additional commercial opportunities that were available to fleet and garage services including examining the potential to work with partner organisations, as well as reviewing the current taxi MOT and licensing policy.

Simon Dale (Interim Assistant Director for Street Services) and Stuart Cooper (Project Manager) attended the meeting for this item and Simon Dale advised that category management was a new initiative for the Council and referred to the benefits from the four way camera system which had already been installed in refuse collection vehicles.

Councillor Evans (Council Leader) referred to the draft minute following the joint scrutiny review that had been held by the Working and Your Plymouth Panels on 28 August 2014 which supported the recommendations within the proposed business case in relation to this item.

Alternative options considered and reasons for the decision –

As set out in the report.

Agreed the business case for the introduction of category management for Fleet Services, together with option 2 of the option's appraisal and the associated three work streams.

47. **STRATEGIC BUSINESS CASE - COMMERCIALISATION INITIATIVES**

Anthony Payne (Strategic Director for Place) submitted a report on the strategic business case, including an options appraisal, for implementing a co-ordinated commercialisation project across the Council.

The report indicated that a specific breakdown of exactly how and from where the net additional income target would be achieved, would be developed from the detailed work which would follow across a diverse range of activities as part of the project.

Cabinet Members were advised that the proposed project would enable the Council to operate more commercially by -

- (a) developing a commercial strategy with principles, guidelines, controls and protocols including how benefits would be captured and used;
- (b) increasing the commercial capability of the Council;
- (c) increasing commercial awareness throughout the Council thereby increasing opportunities;
- (d) instilling commercial principles in management;
- (e) considering and deciding the optimum method of delivery, for example an alternative service delivery vehicle and/or delivery within a service area;
- (f) ensuring services were able to compete commercially by considering and understanding the market and costs;
- (g) identifying commercial opportunities through the use of consultants and staff;
- (h) implementing the commercial opportunities at a strategic, tactical or operational level.

The report indicated that the project aimed to increase financial benefit by £3.744m in 2016/17, and £6.666m in total over the three year period with an initial investment of £180k to £200k for additional specialist staff to be funded from the transformation budget, prior to these costs subsequently being funded from the commercialisation income generated.

Councillor Lowry (Cabinet Member for Finance) introduced the proposals and Simon Dale (Interim Assistant Director for Street Services) attended the meeting for this item.

Councillor Evans (Council Leader) referred to the draft minute following the joint scrutiny review that had been held by the Working and Your Plymouth Panels on 28 August 2014 which supported the recommendations within the proposed business case subject to Cabinet reconsidering the delegation of decisions to officers and asking Cabinet to consider the commercialisation strategy at Cabinet, in the interests of openness and transparency.

Alternative options considered and reasons for the decision –

As set out in the report.

Agreed -

- (1) the strategic business case for commercialisation with the option 3 coordinated commercialisation project as the preferred option to be taken forward for implementation, subject to the amendment agreed in (2) below);
- (2) that the Council's Commercial Strategy is developed and approved in accordance with the Leader's scheme of delegation;
- (3) the initial work streams and areas for commercialisation investigation as set out in the Commercialisation Work Stream Summary at section 9.3 of the strategic business case;
- (4) that the project will aim to develop further work streams throughout the period of transformation in order to bridge the budget deficit;
- (5) the key principles for capturing financial benefits from commercialisation and the scope of their coverage as set out in the Financial Commercialisation Paper at section 9.1 of the strategic business case, these being in summary that:
 - commercialisation covers both expenditure (for example contract renewals and demand management) and income (for example increased net surplus/profit from existing or new income streams) and may arise as a result of Council working alone or with partners;
 - areas of activity include advertising, sales of goods and services, sponsorship and rentals (from existing assets or capital acquisitions);
 - commercialisation excludes contributions, grants, donations, ring-fenced income and social care income from service users;
 - unplanned and unforeseen 'windfalls' or 'one offs' relating to increased income or cost reductions, irrespective of whether they come about from commercial activity or business as usual must be declared in the monitoring for the Corporate Management Team (CMT) to discuss;
 - CMT and the Transformation Programme Board will agree and own these corporate commercial principles;
 - commercialisation may include cost reductions or increased income in commercial activities or a combination of both in order to improve net position;

- net commercialisation gains, over and above existing approved budgets and agreed budget actions will be captured, including new activities and expansion of and charging for existing activities;
- commercialisation may occur as an ongoing benefit or a one off event;
- any existing and agreed budget action plans to reduce cost or increase net income contained in current budget delivery plans will not be captured;
- commercialisation will apply to revenue, capital and external accounts where applicable;
- any exceptions to the capturing of commercialisation benefits within Municipal Enterprise in the Growth, Assets and Municipal Enterprise programme must be agreed by CMT with a clear rationale.

48. **CREATING A BRILLIANT CO-OPERATIVE STREET SERVICE PROJECT STRATEGIC BUSINESS CASE**

Anthony Payne (Strategic Director for Place) submitted a report on the strategic business case, including an options appraisal, to progress the creation of a Brilliant, Co-operative Street Service Project.

The report indicated that -

- (a) the Street Services Department was currently divided into the following service areas -
 - Street Scene Services comprising waste collection, street cleansing, grounds' maintenance and parks and open spaces;
 - Fleet and Garage Services;
 - Parking and Marine Services;
 - Living Streets and Network Management;
 - Waste Disposal and Contracts;
- (b) the proposed project included the following three work streams -
 - a management restructure, creating a more effective, efficient and transparent model of working across the department which had already started and was due to be completed by 1 October 2014, with predicted savings of around £1.1 million over three years;

- a review of service provision, providing an understanding of existing capacity and cost in the context of statutory, strategic and stakeholder requirements;
 - following from the review, the development of service provision, optimising opportunities to work with partners to provide some services in different ways while focusing on core services to be retained within the Council to make them 'brilliant', which would achieve additional savings;
- (c) 'brilliant' service standards would be achieved through better performance management and intelligence that would enable street services to focus on community priorities, with a locality based service structure, promoting responsibility and accountability and encouraging joint working between voluntary organisations, the community and the Council;
- (d) the development of community capital, with communities from across the city empowered to take ownership of their environment;
- (e) the project required an investment in human, communications and IT resources amounting to around £50k, although additional resources may be required through the project;
- (f) specific actions relating to service provision would be placed before Members and the community prior to change occurring, ensuring that the project retained its democratic focus.

Councillor Evans (Council Leader) referred to the draft minute following the joint scrutiny review that had been held by the Working and Your Plymouth Panels on 28 August 2014 which supported the recommendations within the proposed business case subject to Cabinet reconsidering the delegation of decisions to officers and asking Cabinet to consider any alternative service delivery for street services at Cabinet, in the interests of openness and transparency.

Councillor Vincent (Cabinet Member for Environment) introduced the proposals.

Simon Dale (Interim Assistant Director for Street Services) and Stephen Evans (Project Manager) attended the meeting for this item and Simon Dale highlighted the benefits of bringing departments together with more effective working and interaction to achieve service improvements within reducing resources. Services would also be devolved where possible with closer working with the voluntary and community sectors.

Alternative options considered and reasons for the decision –

As set out in the report.

Agreed -

- (1) the strategic business case as submitted subject to the amendment agreed in (4) below;
- (2) that in accordance with the business case, officers undertake a review of existing services to develop an understanding of cost, effectiveness and legal, strategic or customer requirements that may shape any decision about how a service is delivered, and concurrently develop an understanding of what 'brilliant' looks like for stakeholders;
- (3) that in accordance with the business case, officers explore the potential for services to be delivered in a different manner;
- (4) that officers develop alternative service delivery business cases to be approved in accordance with the Leader's scheme of delegation.
- (5) that in accordance with the business case, officers develop services retained within the Council, using co-operative principles to attain 'brilliant' outcomes.

49. **CARERS' STRATEGY 2014-18 AND ACTION PLAN 2014 -2015**

Carole Burgoyne (Strategic Director for People) submitted a report seeking approval of the refreshed Carers' Strategy 2014 – 18 and the associated Action Plan for 2014 – 15 which had been carried out on behalf of the Carers' Strategic Partnership Board, through wide ranging consultation with partners, stakeholders, carers' groups and organisations.

Cabinet Members were advised that there were six outcomes from the strategy as follows which would be monitored through the action plan -

- Recognised and supported as an expert care partner;
- Enjoying a life outside caring;
- Not financially disadvantaged;
- Mentally and physically well; treated with dignity;
- Children will be thriving, protected from inappropriate caring roles;
- Identifying hidden carers.

Councillor Tuffin (Cabinet Member for Health and Adult Social Care) introduced the proposals and highlighted the outcomes from the national strategy. He also advised that monitoring of the action plan would be undertaken by the Carers' Strategic Board, and the Caring Plymouth scrutiny panel in March 2015. The role and work of the Young Carers' Service was highlighted which provided support to 113 young carers in the city. Carole Burgoyne also indicated that the strategy would be implemented with the assistance of health colleagues and General Practitioners.

David Simpkins (Assistant Director for Co-operative Commissioning and Adult Social Care) and Katy Shorten (Strategic Commissioning Manager) attended the meeting for this item and David Simpkins indicated that the rights and needs of carers would be underpinned in new legislation, under the Care Act where carers would be entitled to an assessment and to receive support services in their own right.

Katy Shorten also thanked all participants in the development of the strategy which had been produced in a co-operative way.

Councillor Evans (Council Leader) whilst acknowledging the statutory responsibilities, reminded Cabinet Members that no additional resources had been allocated by government to support them and thanked officers for their work.

Alternative options considered and reasons for the decision –

As set out in the report.

Agreed to adopt the Carers Strategy 2014 – 18 and associated Action Plan 2014 – 15.

50. **DEMENTIA STRATEGY AND ACTION PLAN 2014-15**

Carole Burgoyne (Strategic Director for People) submitted a report seeking approval of the Joint Clinical Commissioning Group and Plymouth City Council Dementia Strategy 2014 – 15 and the associated Plymouth Action Plan for 2014 – 15, which had been developed in consultation with a wide range of partners and stakeholders as well as people living with dementia and carers.

Cabinet Members were advised that the refreshed strategic document called ‘Living Well With Dementia in Plymouth and Devon: Making Progress’, set out progress across the whole of the Northern, Eastern and Western Devon Clinical Commissioning Group area, including Plymouth, and included the strategic aims for the next two years as follows, which would be monitored through the action plan -

- Raising awareness and understanding, including developing Dementia Friendly Communities;
- Improving early diagnosis;
- Living well with dementia;
- Ensuring support for carers;
- Continual improvement in quality of care in integrated services.

Councillor Tuffin (Cabinet Member Health and Adult Social Care) introduced the proposals and acknowledged the work done by his predecessor, Councillor McDonald. He advised that the action plan would be monitored by the Caring Plymouth scrutiny panel in March 2015.

David Simpkins (Assistant Director for Co-operative Commissioning and Adult Social Care) and Katy Shorten (Strategic Commissioning Manager) attended the meeting for this item.

Katy Shorten thanked all stakeholders for their input into the document and their joint commitment to take it forward.

Councillor Evans (Council Leader) indicated that the number of people with dementia would rise with earlier diagnosis and he acknowledged the role undertaken by Ian Sherriff in promoting Action for Dementia. On behalf of Cabinet, he thanked Ian Sherriff and the officers for their work. Councillor Tuffin also paid tribute to the work undertaken by the young people at Stoke Damerel School, in relation to dementia.

Alternative options considered and the reasons for the decision –

As set out in the report.

Agreed to adopt the Joint Dementia Strategy 2014 – 15 and associated Plymouth Action Plan 2014 – 15.

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PLYMOUTH CITY COUNCIL

Subject:	Tamar Bridge and Torpoint Ferry Bridge Office Development
Committee:	Cabinet
Date:	21 October 2014
Cabinet Member:	Councillor Coker
CMT Member:	Anthony Payne (Strategic Director for Place)
Author:	David List, General Manager Tamar Bridge and Torpoint Ferry
Contact details	Email: david.list@tamarcrossings.org.uk
Ref:	
Key Decision:	Yes
Part:	I

Purpose of the report:

The Tamar Bridge and Torpoint Ferry are operated, maintained and improved jointly by Plymouth City Council and Cornwall Council on a 'user pays' principle, being funded by toll income using powers derived from the Tamar Bridge Act. The finances of the joint undertaking are effectively ring-fenced by the Act, and it is operated as a self-financing business. The Tamar Bridge and Torpoint Ferry Joint Committee (TBTFJC) Terms of Reference require each Cabinet to approve major items of capital expenditure as part the capital programme and recommend a budget provision to Council.

The current bridge office facilities are over 50 years old and becoming life expired. Over the years operational requirements have changed significantly and officers have adapted working practices to meet the new demands of the service and have endeavoured to accommodate new equipment and services within the space available, including use of the building basement that was not designed for this purpose. These changes have been ad-hoc and the resultant patchwork of systems, combined with overall lack of space has created an inefficient and poor working environment. Access for the public is restricted and does not meet current legislative standards.

Of most concern is the placement and vulnerability of the electrical and electronic equipment and services within the building. A mechanical and electrical engineers report identified serious shortcomings in much of the critical equipment and systems and they threaten to compromise the resilience of the undertaking preventing it from meeting its core objectives of providing safe, reliable and efficient crossings of the Tamar.

At the TBTFJC meeting in September 2014 a report and business case outlining the proposals for the bridge office development was presented to Members, and TBTFJC unanimously supported the proposals. This report requests that Cabinet endorses the TBTFJC's proposal and recommends to full Council that the bridge office development project is added to the capital programme with a budget of £3.33 million.

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

The Tamar Bridge & Torpoint Ferry links are key gateways to the City and provide opportunities for investment, jobs and growth particularly in the wider context of Plymouth as the regional economic centre.

Providing a safe well-maintained road network contributes to the economic well-being of the City, supporting the Council's Growth priority.

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

Finance – Capital will be funded from prudential borrowing, with annual costs funded from TBTFJC revenue (toll income). Funding part of the project from TBTFJC reserves will also be considered.

Human – The project will be managed by TBTFJC officers with support from external professional services such as architects and M&E consultants.

IT – Systems will be upgraded and transitional arrangements have been identified as a key factor in the success of the project.

Land – The proposed development will be within the boundaries of land jointly owned by the two parent authorities.

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

Risk Management – A risk register and mitigation measures are included within the Tamar Bridge and Torpoint Ferry Business Plan 2013-2017.

It should be noted that Plymouth City Council and Cornwall Council have reviewed the TBTFJC Business Plan, Business Continuity Management System and Risk Management Framework, and are content that the business continuity risks associated with TBTFJC are adequately covered.

The current organisational risk register has identified a number of strategic and operational risks relating to service delivery. The Bridge Office Development project would address these risks and support the organisations core objectives.

Health and Safety - Issues will be addressed as part of the detailed design process and project management procedures. The projects will improve emergency responses, accessibility, security issues, building fire risk and lone working issues.

There are no child poverty or community safety implications.

Equality and Diversity

Has an Equality Impact Assessment been undertaken? Yes, as part of the business plan for the proposed project.

The proposal addresses current access restrictions for staff and the public, and will ensure compliance with the Equality Act.

Recommendations and Reasons for recommended action:

That the Cabinet endorses the proposal and recommends to Full Council that Bridge Office Development project is added to the capital programme with a budget of £3.33 million.

The bridge office development will address identified significant resilience issues and will ensure that the undertaking continues to meet its core objectives of providing safe, reliable, efficient crossings of the river Tamar.

Alternative options considered and rejected:

The following options were considered –

Do nothing – this was not considered viable given the existing risks and resilience issues.

Temporary works within the exiting footprint of the building – this option was not considered viable as it would not fully mitigate the existing risks and resilience issues and a new facility would still be required in the medium term.

Published work / information:

Tamar Bridge & Torpoint Ferry Joint Committee report, 12 September 2014, pages 126 – 152

<https://democracy.cornwall.gov.uk/documents/s71865/TBTFJC%20Bridge%20Office%20Development%20Report%20v2.pdf>

<https://democracy.cornwall.gov.uk/documents/s71866/BOD%20Business%20case%20v2.pdf>

Background papers:

None

Sign off:

Fin	PlaceF TC141 5 005/ SRA / 10-10- 2014	Leg	LT 214 14	Mon Off	LT 21 41 4	HR		Assets		IT		Strat Proc	
Originating SMT Member: Simon Dale													
Has the Cabinet Member(s) agreed the contents of the report? Yes													

Introduction

- 1.1 The Tamar Bridge and Torpoint Ferry are operated, maintained and improved jointly by Plymouth City Council and Cornwall Council on a 'user pays' principle, being funded by toll income using powers derived from the Tamar Bridge Act. The finances of the joint undertaking are effectively ring-fenced by the Act, and it is operated as a self-financing business. As such the Business Plan aims to provide the service without external financial support from the parent authorities or other source.

Background

- 1.2 The bridge office is over 50 years old and becoming life expired. The external fabric of the structure essentially remains as it was built in the late 1950s and reflects the standards and technology of that era. There are numerous problems with the building making it difficult to maintain and repair.
- 1.3 The layout of external steps and pathways around the building make access difficult and they do not meet current standards particularly in relation to the Equality Act 2010. The internal spaces have been significantly altered on a number of occasions reflecting the changes in operational requirements and the necessity to accommodate additional staff, systems and equipment. Many of the fixtures and fittings are original and have been replaced on an ad-hoc basis when necessary. Internal corridors are narrow, the stairs do not meet current standards and the existing layout makes inefficient use of the limited space available. The basement of the building has been converted to office space and electrical and electronic equipment rooms although it was never designed for this purpose. Original surface water drainage and waste pipes are routed through the basement of the building and are of cast iron construction. Many of the critical electrical systems had to be situated under or in the vicinity of the pipework as there has not been space available to site them anywhere else. This situation is unacceptable and presents a significant risk to undertaking by compromising the resilience of the operation. The current situation means that the office has become gridlocked and while improvements need to be made there is no space available to make the necessary changes.
- 1.4 In 2007 a small extension was added to the rear of the bridge office in order to accommodate the TamarTag customer service centre. The TamarTag scheme has proved very successful and the Customer Service Centre is now managing around three times the volume of accounts that was anticipated at the outset of the scheme. The extension was not designed to cope with the resulting increased levels of staffing.
- 1.5 In 2009, recognising the requirement for additional space, three temporary portakabins were added to the site to create a meeting room, office accommodation for five staff and a storage/workshop area. The portakabins were publicly criticised at that time for being unsightly and for being installed without specific planning consent. A fourth portakabin was added in 2012 to provide welfare facilities for contractors working on the bridge as required under current health and safety legislation.
- 1.6 Also in 2009 the Joint Committee noted a preliminary report outlining options for the development of the bridge office to address current operational constraints and improve facilities for customers and the public in general. The study at that time considered a new and separate building located centrally on the site and potentially catering for a mix of uses including business conferencing, heritage and educational facilities. The capital cost was estimated at £4.6m. The project was not pursued due to other prevailing pressures on income and strategy development and the inadequacies of the existing accommodation remained in terms of structure, maintenance, access and function with 40% of additional floor-space being provided in leased temporary portakabins.

- 1.7 In 2014 a full survey of the current mechanical and electrical (M&E) systems was undertaken. The survey report identified significant shortcomings in much of the equipment and services in the existing building. Consequently systems for protecting the immediate environment (heat control, fire and gas suppression and protection from flooding) are not appropriate or do not meet current standards for a critical control building type environment. The report indicated that these issues present a significant risk to the core operation of the bridge, tunnel and tolling system.
- 1.8 It is important that the issues outlined above are addressed as a matter of priority. The current situation remains unacceptable and is threatening to compromise the resilience and robustness of the operation and may prevent the undertaking sustaining its mission to provide the travelling public with safe, reliable and efficient crossings of the river Tamar.

Organisational Risk

- 1.9 The current organisational risk register has identified a number of strategic and operational risks of which those listed below are relevant to this project. The risks marked with an asterisk will increase from 'medium' to 'high' based on the findings of the M&E survey. Both the probability and severity of each risk will increase until further appropriate mitigation measures have been implemented. The risks affected by the current condition of the existing facilities are as follows –

Strategic Risks

- total or partial loss of bridge through accident or fire*
- total or major information, communication technology failure, including critical CCTV*
- impact of transport initiatives

Operational Risks

- major incident involving utilities*
- suspicious persons/suicides attempts
- failure of the toll collection, IT or telephone system*
- failure of business support systems*
- component failure in tidal flow system*
- incident/accident on the bridge requiring short term full or partial closure
- power failure to premises*
- premises fire resulting in loss/partial loss of facilities*

Outcomes

- 2.0 The bridge office development project will ensure that the undertaking continues to meet its core organisational objective of providing safe, reliable and efficient crossings of the river Tamar by -
- providing suitable facilities, improved resilience and technology to meet operational requirements
 - providing suitable facilities to meet current and forecast front line customer services requirements
 - allowing an effective response to incidents, emergencies and other occurrences
 - providing suitable facilities to ensure that the bridge asset and associated infrastructure are operated and managed appropriately

Options Appraisal

2.1 The feasibility stages of the project investigated a number of options and considered the size and location on any development on the site. The favoured option is for a new construction to the west and linked to the existing building. The decision was based on a range of factors including the following –

- cost
- access
- site topography
- environmental impact
- buildability/continuity of service

2.2 The business case for the preferred option examined the following scenarios -

Scenario A - Do nothing – this was not considered viable given the serious issues outlined above as it would not address the existing risks and resilience issues.

Scenario B - Temporary work within the existing footprint – this option would provide the undertaking with a holding position for perhaps 5-10 years but would still require significant funding in the short term and would not fully reduce the organisation risks outlined above. A new facility would still be required in the medium term.

Scenario C - New facilities – this is the preferred option, supported by a business case outlined below.

Business Case

2.3 The TBTFJC report and business case can be found at -

<https://democracy.cornwall.gov.uk/documents/s71865/TBTFJC%20Bridge%20Office%20Development%20Report%20v2.pdf>

<https://democracy.cornwall.gov.uk/documents/s71866/BOD%20Business%20case%20v2.pdf>

The report and business case are also attached at Appendix A.

2.4 The business case sets out the need to rectify a range of issues and risks in order that the undertaking can sustain the delivery of safe reliable and efficient crossings of the river Tamar into the future. The business case assesses the success of the project in delivering the core requirements of the project, and also in mitigating risks that will otherwise escalate to a high risk situation.

2.5 It is considered that options of doing nothing, or of undertaking some temporary improvements are not viable, as some or all of the risks outlined above will remain borderline 'high risk' with potential to escalate.

2.6 The analysis of operational cost is to some extent nominal, as some significant assumptions need to be made. A conservative approach has been taken in comparing the cost of operating the new development against the operating the existing arrangements with an interim upgrade of the existing shell. That comparison indicates a net additional cost over 25 years of approximately £145,000, taking into account the benefit from photo-voltaic panel electricity production. This equates to an average of less than £6000 per annum over the 25 year period.

This modest difference is considered to be within the level of accuracy of the estimates, and is therefore not critical to the decision.

- 2.7 Therefore the key issue is the balance between risk mitigation and funding the capital outlay for the project. As set out in the business case, the estimated project cost including design, construction and contingency allowances is £3.33 million, and financing the capital and interest would incur annual revenue expenditure of between approximately £289,000 in the year after completion reducing to £145,000 in the 25th year (between 3% and 1.5% of annual turnover).
- 2.8 TBTFJC typically finances major projects by prudential borrowing with annual costs funded from revenue, however partially funding the project from TBTFJC reserves will also be considered.
- 2.9 It must also be recognised that at the end of 25 years the undertaking would be in possession of a valuable asset with at least another 25 years of life, with capital cost paid off.
- 3.0 The tables in Section 7 of the business case examine the benefits achieved by the project and the mitigation of risk. It is considered that the very significant risk mitigation outweighs the revenue payments and secures the resilience of the undertaking into the future.

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Cornwall Council

Report to: **Tamar Bridge and Torpoint Ferry Joint Committee**

Date: **12 September 2014**

Title: **Bridge Office Development**

Portfolio Area **Transportation, Highways and Environment (Delivery)**

Divisions Affected **All**

Relevant Scrutiny Committee:

Appropriate Overview & Scrutiny Committee(s) For The Report

Relevant Portfolio Advisory Committee (Cabinet (executive) decisions):

Key Decision:	Y	Approval and clearance obtained:	Y
Urgent Decision:	N	Date next steps can be taken: (e.g. referral on of recommendation or implementation of substantive decision)	Normally 10 calendar days after decision for Cabinet
Appropriate pre-decision notification given where an executive Decision?			Y / N

Author: **David List** Role: **General Manager**

Contact: **01752 351677** David.list@tamarcrossings.org.uk

Recommendations:

1. the report be noted
2. Members propose to Plymouth City Council and Cornwall Council that the Bridge Office Development project is added to the capital programme with a budget of £3.33 million
3. Members endorse a provision of £15,000 to appoint a consultant to develop and submit the Round 1 application to the Heritage Lottery Fund for an education/interpretation centre

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4. an updated report be brought to the next meeting

1. Executive summary

The Tamar Bridge provides a vital strategic link in the regional and national road infrastructure and operates in such manner that requires a high level of technical resilience, operational robustness and must provide a suitable customer service interface. The existing bridge office is over 50 years old and is becoming life-expired. The operational requirements of the crossing have changed significantly over the years and staff have adapted working practices and balanced operational needs with requirements for new or additional equipment within the available space. However, in 2009 a number of temporary portakabins were installed adjacent to the existing office as space for new equipment and staff in the bridge office was not available. These changes and additions have been made on an ad-hoc basis and the resultant patchwork of systems combined with an overall lack of space is leading to increased organisational risk, inefficient use of resources and a poor working environment for staff. Facilities for the public are also restricted and do not meet current legislative standards, particularly with regard to the Equality Act 2010.

A review of the current organisational risk register suggests that the resilience and robustness of the crossing will be compromised unless the development of the bridge office is completed. The probability and severity of the associated strategic and operational risks will increase further until alternative mitigation measures have been identified and implemented.

The proposed bridge office development project will ensure that the undertaking continues to meet its core organisational objective of providing safe, reliable and efficient crossings of the river Tamar by -

1. providing suitable facilities, improved resilience and technology to meet operational requirements
2. providing suitable facilities to meet current and forecast front line customer services requirements
3. allowing an effective response to incidents, emergencies and other occurrences
4. providing suitable facilities to ensure that the bridge asset and associated infrastructure are managed appropriately

The bridge office development project also presents an opportunity to benefit from a Heritage Lottery Fund (HLF) grant to provide an improved public realm and education facility. The bidding process is undertaken in two rounds. Funding is only required for the first round as the second round costs are covered by the HLF if the first round is successful.

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This report presents the Business Case and cost plan which identifies the preferred option for the development of the Tamar Bridge office and HLF bid. It is recommended that Members propose to Plymouth City Council and Cornwall Council that the Bridge Office Development project is added to the capital programme with a budget of £3.33 million and endorse the provision of £15,000 to appoint a consultant to develop the Round 1 application to the Heritage Lottery Fund for an education/interpretation centre.

The supporting Business Plan and cost plan can be found at Appendix A.

2. Background

General Description of Existing Facilities

As outlined in the executive summary the bridge office is over 50 years old and becoming life expired. The external fabric of the structure essentially remains as it was built in the late 1950s and reflects the standards and technology of that era. The curtain walling, façade and glazing is original and is difficult to maintain and prevent from leaking. The windows are single glazed and difficult to replace as they are built into the structure of the building. The timber flat roof has previously been fully replaced and it is currently maintained by patching as required. The layout of external steps and pathways around the building make access difficult and they do not meet current standards particularly in relation to the Equality Act 2010. The internal spaces have been significantly altered on a number of occasions reflecting the changes in operational requirements and the necessity to accommodate additional staff, systems and equipment. Many of the fixtures and fittings are original and have been replaced on an ad-hoc basis when necessary. Internal corridors are narrow, the stairs do not meet current standards and the existing layout makes inefficient use of the limited space available. Original surface water drainage and waste pipes are routed through the basement of the building and are of cast iron construction. Many of the critical electrical systems have been situated under or in the vicinity of the pipework as there has not been space available to site them anywhere else. This situation is unacceptable and presents a significant risk to undertaking by compromising the resilience of the operation. The current situation means that the office has become gridlocked and while improvements need to be made there is no space available to make the necessary changes.

2007 – Customer Service Centre

In 2007 a small extension was added to the rear of the bridge office in order to accommodate the TamarTag customer service centre. The TamarTag scheme has proved very successful and the Customer Service Centre is now managing around three times the volume of accounts that was anticipated at the outset of the scheme. The extension was not designed to cope with the resulting increased levels of staffing.

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2009 – Temporary Portakabins

In 2009, recognising the requirement for additional space, three temporary portakabins were added to the site to create a meeting room, office accommodation for five staff and a storage/workshop area. The portakabins were publicly criticised at that time for being unsightly and for being installed without specific planning consent. In conjunction with the pre-planning application enquiry the local planning authority has stated that the principle of replacing the existing temporary portakabins with good quality permanent buildings would be supported. They do not consider it appropriate to extend the current arrangements. A fourth portakabin was added in 2012 to provide welfare facilities for contractors working on the bridge as required under current health and safety legislation. This also addressed the issue of contractors using their works vehicles for taking breaks in full view of the public.

Feasibility Study

In 2009 the Joint Committee noted a preliminary report outlining options for the development of the bridge office to address current operational constraints and improve facilities for customers and the public in general. The study at that time considered a new and separate building located centrally on the site and potentially catering for a mix of uses including business conferencing, heritage and educational attractions. The capital cost was estimated at £4.6m.

The project was not pursued due to other prevailing pressures on income and strategy development however the inadequacies of the existing accommodation remained in terms of structure, maintenance, access and function with 40% of additional floor-space having been provided in leased temporary portakabins. As agreed at Joint Committee work was undertaken to assess potential development options for the site. It was determined the potential was limited and only provided marginal benefits.

2014 – Preliminary Design and Detailed Cost Estimate

A study a full survey of the current mechanical and electrical systems was undertaken. The survey report identified significant shortcomings in much of the equipment and services in the existing building. Consequently systems for protecting the immediate environment (heat control, fire and gas suppression and protection from flooding) are not appropriate or do not meet current standards for a critical control building type environment. The report indicated that these issues present a significant risk to the core operation of the bridge, tunnel and tolling system.

It is important that the issues outlined above are addressed as a matter of priority. The current situation remains unacceptable and is threatening to compromise the resilience and robustness of the operation and may prevent the undertaking sustaining its mission to provide the travelling public with safe, reliable and efficient crossings of the river Tamar.

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Highways Agency Partnership

One of the undertaking's key partners is the Highways Agency (HA). The undertaking operates the Saltash Tunnel on behalf of the HA as it shares the same tidal flow system that operates across the Tamar Bridge. The HA utilises space within the existing bridge office for housing tunnel control systems, CCTV equipment and the like. The proposed development will help support the current partnership with the HA and will offer opportunities to improving their resilience and robustness. The HA are currently reviewing their own systems and equipment but the existing resilience issues, building layout and the amount of available space is proving to be a significant constraint to their development.

Organisational Risks

The current organisational risk register has identified a number of strategic and operational risks of which those listed below are relevant to this project. The risks marked with an asterisk will increase from 'medium' to 'high' based on the findings of the M&E survey. Both the probability and severity of each risk will increase until further appropriate mitigation measures have been implemented. There is likely to be significant cost and disruption to the organisation to implement any additional mitigation measures. The risks affected by the current condition of the existing facilities are as follows –

Strategic Risks

- S8 – total or partial loss of bridge through accident or fire*
- S10 – total or major information, communication technology failure, including critical CCTV*
- S11 – impact of transport initiatives

Operational Risks

- O16 – major incident involving utilities*
- O17 – suspicious persons/suicides attempts
- O19 – failure of the toll collection, IT or telephone system*
- O21 – failure of business support systems*
- O26 – component failure in tidal flow system*
- O28 – incident/accident on the bridge requiring short term full or partial closure
- O35 – power failure to premises*
- O37 – premises fire resulting in loss/partial loss of facilities*

Heritage Lottery Fund

In parallel with the above, work has progressed to define a Heritage Lottery Fund (HLF) application to provide an interpretation/education centre incorporated into the proposed development.

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3. Outcomes/outputs

The bridge office development project will ensure that the undertaking continues to meet its core organisational objective of providing safe, reliable and efficient crossings of the river Tamar by -

1. providing suitable facilities, improved resilience and technology to meet operational requirements
2. providing suitable facilities to meet current and forecast front line customer services requirements
3. allowing an effective response to incidents, emergencies and other occurrences
4. providing suitable facilities to ensure that the bridge asset and associated infrastructure are operated and managed appropriately

The proposed project programme, assuming relevant approvals are granted is as follows -

- January to March 2015 – planning process and technical design process
- April 2015 – planning Approval
- May to August 2015 – tender period
- September 2015 – appoint contractor and construction commences
- Spring 2017 – building handover

4. Options available and consideration of risk

During the feasibility stages of the project a number of options considered the size and location on any development on the site. The favoured option is for a new construction to the west and linked to the existing building. The decision was based on a range of factors including –

- cost
- access
- site topography
- environmental impact
- buildability/continuity of service

The business case for the preferred option examines the following scenarios -

Scenario A - Do nothing – this was not considered viable given the serious issues outlined above as it would not address the existing risks and resilience issues.

Scenario B - Temporary work within the existing footprint – this option would provide the undertaking with a holding position for perhaps 5-10 years but would still require significant funding in the short term and

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would not fully reduce the organisation risks outlined above. A new facility would still be required in the medium term.

Scenario C - New facilities – this is the preferred option and the full Business Case at Appendix A sets out more detailed proposals.

Consultation

In response to the Pre-application planning enquiry the following organisations were consulted -

- English Heritage
- Plymouth City Council Transport
- Public Protection Service
- Economic and Public Realm
- Emergency services
- Highways Agency
- Parent Authorities
- Heritage Lottery Fund
- Member and Councillors

Detailed feedback is provided in the full Business Case.

Business Case

The detailed business case is attached at Appendix A.

The case sets out the need to remedy a range of identified issues and risks in order that the undertaking can sustain the delivery of safe reliable and efficient crossings of the river into the future. The case assesses the success of the project in delivering the core requirements, and in mitigating risks that will otherwise escalate to a high risk situation.

It is considered that options of doing nothing, or of undertaking some interim improvements are not viable, as some or all of the residual risks would remain borderline 'high risk' and would escalate.

The analysis of operational cost is to some extent nominal, as some significant assumptions need to be made. A conservative approach has been taken in comparing the cost of operating the new development against the operating the existing arrangements with an interim upgrade of the existing shell. That comparison indicates a net additional cost over 25 years of approximately £145,000, taking into account the benefit from photo-voltaic panel electricity production. This equates to an average of less than £6,000 per annum over the 25 year period. This modest difference is considered to be within the level of accuracy of the estimates, and is therefore not critical to the decision.

Therefore the key issue is the balance between risk mitigation and funding the capital outlay for the project. As set out in the business case, the

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estimated project cost including design, construction and contingency allowances is £3.33 million, and financing the capital and interest would incur annual revenue expenditure of between approximately £289,000 in the year after completion reducing to £145,000 in the 25th year (between 3% and 1.5% of annual turnover). It must also be recognised that at the end of 25 years the undertaking would be in possession of a valuable asset with at least another 25 years of life, with capital cost paid off.

The tables in Section 7 of the business case examine the benefits achieved by the project and the mitigation of risk. It is considered that the very significant risk mitigation outweighs the revenue payments and secures the resilience of the undertaking into the future.

5. Proposed Way Forward

The project will meet a number of service delivery demands and will ensure that the undertaking continues to meet its core objectives of providing safe, reliable and efficient crossings of the river Tamar.

This report presents the proposals for the development of the Tamar Bridge office and HLF bid supported by a business case and cost plan. It is recommended that Members propose to Plymouth City Council and Cornwall Council that the Bridge Office Development project is added to the capital programme with a budget of £3.33 million and endorse the provision of £15,000 to appoint a consultant to develop the Round 1 application to the Heritage Lottery Fund for an education/interpretation centre.

6. Implications

Implications	Relevant to proposals Y/N	Details and proposed measures to address
Legal/Governance		<p>The Tamar Bridge Act empowers the Authorities to apply revenue to improve the facilities used for the purposes of the Act.</p> <p>The proposal allows compliance with legislation governing equality, safety and the environment and with planning requirements and building regulations.</p>
Financial	Y	<p>The financial implications are set out within the report and the appended Business Case.</p> <p>The project will be funded through a borrowing</p>

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		<p>arrangement with Cornwall Council. The annual revenue costs will range from £0.289m in the year after completion to £0.145m in the 25th year (the last year of the loan arrangement). Bridge and Ferry income will be used to repay the annual revenue costs of financing the loan arrangement; namely capital repayment and loan interest charges.</p> <p>Assumptions and financial risks are covered within the report and shown in the business case.</p> <p>The revenue costs for operating and maintaining the improved facilities will be incorporated in future budgets.</p> <p>The net costs of the project will affect the overall financial model that is used to inform decisions on future income strategy.</p> <p>The provision of appropriate operational facilities is totally within the scope of the Tamar Bridge Act and will therefore be a valid element of any future justifications for seeking toll increases.</p>
Risk		<p>The report sets out all of the significant risks associated with the decision. It identifies specific strategic and operational risks that are mitigated by the proposal.</p> <p>The mitigation of risk for these critically important infrastructure links is the primary driver for the project.</p>
Comprehensive Impact Assessment Implications		
Equality and Diversity		<p>The proposal addresses current access restrictions for staff and public, and ensures compliance with the Equality Act.</p> <p>No diversity issues are identified.</p>
Safeguarding		No issues identified.
Information Management		<p>The proposal addresses existing IT resilience issues resulting from current facilities layout, server accessibility and other associated systems.</p> <p>The proposal also provides flexibility to address existing data storage and management limitations.</p>
Community Safety, Crime		The proposal improves security of facilities by appropriate physical aggregation and separation of

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and Disorder		functions allowing closer monitoring and control. Safety and security are improved by provision of improved control room facilities and the ability to implement appropriate incident response structures.
Health, Safety and Wellbeing		The proposal will improve health safety and wellbeing for staff and the public through the provision of modern fit-for-purpose facilities that offer access to all users.
Other implications		None identified.

Supporting Information

Appendices:

Appendix A – Bridge Office Development Business Case

Background Papers:

None

All reports:

Final report sign offs	This report has been cleared by OR not significant/not required	Date
Legal (if significant/required)	Not required	
Finance Required for all reports	Andy Brown, Assistant Head of Finance	3.9.14
Equality and Diversity		

APPENDIX A

Bridge Office Development Business Case

Tamar Bridge and Torpoint Ferry Bridge Office Development Business Case

August 2014

Section 1 – Introduction	
Project Outline	
Name of Scheme / Programme of Works	Tamar Bridge Office Development
Planned financial year of scheme commencement	2014/15
Expected financial year that asset will come into operation	2016/17
Estimated useful economic life of asset	50 years +

Description of Project :	
New permanent building provision and development of the existing office and operational buildings located at the Tamar Bridge offices on the Plymouth side of the River Tamar.	
Basis upon which the project has been developed	
Project Type	Yes / No
Invest to Save (generates revenue savings)	NO
Delivers Economic Growth	YES
Adds revenue cost but improves service delivery	YES
Maintenance requirement	YES
Statutory requirement	YES
Other	YES

Executive summary
<p>The Bridge Office is over 50 years old and becoming life-expired. Over the years operational requirements have changed significantly. Staff have adapted working practices to meet the new demands of the service and endeavoured to accommodate new equipment and services. These additions have necessarily been made on an ad-hoc basis and the resultant patchwork of systems combined with an overall lack of space is leading an inefficient and poor working environment for staff. Access for the public is restricted and does not meet current legislative standards.</p> <p>Of most concern is the Mechanical and Electrical (M&E) Engineers report which identifies serious shortcomings in much of the equipment and services in the existing office building. To continue to offer a safe, reliable and efficient crossing the TBTF must improve the resilience of these critical systems. Measures to enhance system resilience have now been included in the cost plan.</p> <p>This business plan presents proposals for the development of new Tamar Bridge Offices as informed by the recently finalised conceptual design and elemental cost estimate produced by a design team led by Poynton Bradbury Wynter Cole (PBWC) Architects.</p>

Section 2 - Background

1. In 2009 the TB&TF Joint Committee noted a preliminary report outlining options for the development of the bridge office to improve facilities for staff, customers and the public. The study at that time considered a new and separate building located centrally on the site and potentially catering for a mix of uses including business conferencing, heritage and educational attractions. The cost was estimated at £4.6m.
2. The project was not pursued but the inadequacies of the existing accommodation prevailed (40% added by temporary cabins) prompting a consideration of development potential across the entire site. In autumn 2013 the current design team were appointed to progress a scheme for a new office development adjacent to, and making use of, the existing building. The scheme was estimated to cost between £2.95m and £3.30m. (The £350,000 range was given to account for measures to improve operational resilience and include photo-voltaic renewable energy generation all of which had remained to be finalised).
- 3 In parallel with the above, work progressed to define a Heritage Lottery Fund (HLF) application to provide an interpretation/education centre in what will become available space in the existing building.

Section 3 – The Need for the Development

Core requirements

1.Operational Resilience

The Tamar Bridge is a key part of the regional and national road infrastructure. A level of resilience is associated with that status and facilities must provide sufficient space to accommodate the systems and staff that the status demands. Day to day requirements to provide safe and effective crossings of the Tamar also require suitable space for associated staff, along with a secure and safe environment 24/7/365. There is a significant customer interface during the working day which must be accommodated and the general public provided with inclusive access to the facilities.

The nature of the crossing requires provision for appropriate facilities to allow emergency services to use the facilities as a control centre during emergencies, the building layout must accommodate appropriate space near to the control room to ensure effective responses that minimise impact and risk in the event of an emergency. Currently any response at 'Silver Command' level is severely constrained by the lack of suitable accommodation.

The Mechanical and Electrical (M&E) engineer's report identified serious shortcomings in much of the equipment and services in the existing office building. In part due to their age/condition but also in the ad-hoc heavily compromised way in which change upon change has been implemented. Consequently systems for protecting the immediate environment (heat control, fire and gas suppression and protection from flooding etc.) have not been developed and this now presents a credible risk to the entire operation of the bridge, tunnel and tolling system. (ref. TBTF Strategic risk SR8)

The Highways Agency currently shares accommodation and services within the building to house their own M&E equipment for tunnel control systems. In a similar vein they have also identified resilience issues and would use the opportunity that this development provides to update and update/renew the installation.

2.H&S / Security

Over the years the bridge staff have had to adapt and take on new roles and responsibilities. On each occasion working space is consumed by new equipment and/or additional staff. The cramped working conditions fail to meet the requirements of The Workplace (Health, Safety and Welfare) Regulations 1992 and consequently the ability of staff to operate effectively is compromised.

It is of great concern that in the event of an emergency situation sub-standard (building regulations) fire escapes and stairwells will impede safe egress. As the compromises of the current building become more apparent so the risk of code violation and potential prosecution increase.

The systems for handling cash are not ideal and have been adapted to suit the buildings physical limitations and provide a compromise 'work-around' solution. The handling of cash, its processing and departure from the building will be safer and more secure by the nature of positioning, security, access within the refurbished existing ground floor.

The access and alignment of rooms in the vicinity of the control room are particularly concerning for staff working alone during the night.

The new design addresses all of these issues and provides staff with a working environment suitable for purpose.

3. Equality Act 2010

Disabled access is not currently possible out-of hours and even within hours is difficult and restricted to only parts of the building. The physical deficiencies of the existing building cannot be met by adaption. The new development will provide full access complying with all current legislation.

4. Accommodation

By 2009 additional portacabin accommodation was required to enable the facility to continue to function properly. A further cabin was again needed in 2012. Although these cabins comply with building regulations they do not currently have a specific planning approval. At the time of the original installation it was accepted that in relation to the strengthening and widening contract the Tamar Bridge Act 1998 provided sufficient authority to install them. Although this was the case in 2009 it becomes less acceptable with each passing year. In plain view of the Grade I listed Royal Albert Bridge planning opinion suggests it is highly unlikely that retrospective permission would be granted for continued use, or as would be needed if the office development did not proceed, further expansion of portacabins on the site.

5. Legislative requirements / guidelines

The current facilities have significant compromises and do not meet current legislation and/or standards, or "good practice" guidelines in a number of areas. The new building and development of existing space will rectify these shortcomings by ensuring that:

1. the facilities meet current standards for buildings and mechanical and electrical systems;
2. the undertaking meets health and safety requirements for buildings and working spaces;
3. legislative requirements for inclusive access are addressed;
4. the level of systems resilience meets the requirements for critical infrastructure;
5. environmental demands and renewable energy requirements are met.

Other benefits and considerations

6. Sustainable design

The new development shall include roof mounted photo-voltaic arrays for electricity generation and where production exceeds demand this will provide an income through a Feed-In-Tariff for supply to the grid.

Renewable energy production aside any new construction completed to current building regulations will ensure thermal conservation benefits and electrical efficiencies are delivered.

7. Education and community benefit

The Tamar Bridge Act provides for the promotion of the bridge and the encouragement of visitors for the purposes of recreation and information about its operation. The HLF interpretation/education centre will meet this aspiration and in so doing assist in the improvements to the public realm that the Planning Authority and English heritage have indicated will make the entire development more attractive in planning terms.

8. Scope for operational future-proofing

There is no spare capacity for additional employees or equipment and consequently any future increase in service delivery demands will require additional temporary accommodation to implement. It is advised that planning permission for such is unlikely to be approved.

9. Opportunity to address access problems in respect of manoeuvres for HGV's and coaches.

HGV's and coaches regularly enter the bridge_office site and then struggle to manoeuvre to exit causing an obstruction and cars to queue from/to the A38.

Options to cater for these vehicles whilst restricting their entry to the site will be considered as part of the detailed design.

10. Public realm

It is generally recognised that the site offers an exceptional vista across the Tamar valley and estuary with the historic structures providing an exciting focal point. The site is visited by many to experience this view although most remain inside their cars to do so. Thoughtful design can provide a better experience for the travelling public and local visitors and, in conjunction with the interpretation project, inform at the same time.

11. Public Conveniences

The current public conveniences are available 24/7. They are not constructed to modern standards and are therefore difficult to maintain and clean. Out of hours use attracts undesirable behaviour and this has become persistent nuisance and concern to bridge staff. The new development by its design provides options in terms of positioning and access that will allow better maintenance and management of this service.

Section 4 – The Proposed Development

Development description

The work comprises the construction of a new steel framed two storey office facility with a gross internal floor area of 832 m² (positioned to the west of the existing office) and minimal refurbishment of the existing office which has a gross internal floor area of 382 m².

The basement of the existing building is retained and refurbished for continued tunnel access and future cash handling/ toll collector mess facilities.

The first floor of the existing building is retained as a shell for fit-out as a bridge education/interpretation centre pending a successful funding bid to the HLF. A pre-enquiry application has been submitted to the HLF.

Design development

The initial proposal for the provision of a new facility included the removal of the upper floor of the existing building. This proposal was soon discounted as it became apparent that while the building had limited future service life for a control room, it could be cost effectively adapted, subject to funding, to create an interpretation suite. If funding for this option fails then the opportunity to repair the fabric and use the space as an occasional emergency response shelter will be comparable with the cost of removal of the upper floor.

The steeply sloping nature of the site and requirement to maintain the current control room in 24/7 operation throughout the construction process created an optimal new building location early in the design development process. In simple terms the project has four key elements that respond to the site topography as follows:

Existing building – lower ground floor

Remove toll customer service extension and poor quality steep existing staircase with limited headroom. Create improved toll collector welfare facilities and upgrade existing essential plant facilities.

Existing building – upper ground floor

Remove existing control room after construction of new facility. Remove internal partitions in the area of the control room and make safe electrics. Leave room as a simple flexible space with potential for interpretation suite and emergency response shelter. Retain and refurbish public WCs in existing location but explore options to provide lesser WC facilities within new building allowing for larger interpretation suite/emergency response shelter.

Proposed building – lower ground floor

Provide engineering and contractor facilities together with plant room and storage. Provide covered parking for light recovery vehicle.

Proposed building – upper ground floor

Provide control room in optimal location to observe toll plaza and bridge deck. Provide compact open plan workspace facilities for office staff with appropriate welfare facilities and shared meeting room space. Provide lift and stair access from lower car park level.

Design principles

It is important that the new facility meets the needs of the diverse array of building users and visitors to the site. This includes the opportunity to improve the site and landscape for pedestrians and cyclists who may not visit the building but simply visit the site to enjoy the view of the bridges and Tamar estuary.

Key stakeholders

The undertaking operates the Saltash Tunnel on behalf of the Highways Agency (HA) as it shares the same tidal flow system that operates across the Tamar Bridge. The HA utilises

space within the existing bridge office for housing tunnel control systems, CCTV equipment and the like. The proposed development will help support the current partnership with the HA and will offer opportunities to significantly improve their resilience and robustness. The HA is currently reviewing their own systems and equipment but the existing building layout and the amount of available space is proving to be a significant constraint to development.

The emergency services are also key stakeholders. The proposed scheme will ensure that the Bridge accommodation provides the emergency services with the ability to conduct effective emergency responses to 'Silver Command' level

For a more detailed explanation of the proposed design refer to the report and plans provided in appendix 1

Procurement

TBTF Officers have liaised with Cornwall Council's Procurement Unit to commission the current design Team comprising Architects, M&E Engineers, Structural Engineers, QS and CDMC all appointed through the Construction Consultants Strategic Partnership (Framework Agreement).

Construction Procurement will follow a traditional Design/Tender/Construct route. Adherence to Cornwall Council's Contract Procedure Rules for a high value/restricted procedure will ensure a robust and fair procurement process ensues.

The HLF Consultancy Contract will be tendered in accordance with Intermediate Value Procurement regime.

Sustainable design

As with all aspects of the design the TBTF looks to both parent authorities for advice and examples of good practice. In respect of sustainability the project aims to provide photo-voltaic panels for renewable energy generation in line with Plymouth City Council's CS20 policy. The Feed-In-Tariff is estimated to return the array's capital cost in 10 to 12 years. Thereafter these panels will be creating additional revenue circa £12,000/annum.

Energy reduction is also achieved through the specification and use of low energy appliances and lighting and new modern hot water systems and heating. These elements have been included in the architects brief and will be monitored and enforced by Building Control.

Information Technology

The project will enable long overdue overhauls of information technology associated with control of the tidal flow system and allow the Highways Agency to update ageing equipment associated with the safe operation of the Bridge and Saltash Tunnel. Transitional arrangements have been identified as a key factor in this project and will be managed accordingly in liaison with internal and external resources and the Highways Agency Partner.

The Interpretation / Education Centre – HLF funding

A number of factors have combined at this point in time to fulfil a provision in the Tamar Bridge Act The office development present an opportunity to make good use of redundant accommodation on the first floor of the existing building to benefit from an HLF grant and provide and improved public realm and education facilities in recognition of the two impressive engineering structures; the Royal Albert Bridge and the Tamar Bridge. Each bridge has its unique story to tell in terms of local social history, innovative engineering design and construction as well as the wider connections with the Great Western Railway and Brunel.

A pre-enquiry submission has been submitted and discussed with HLF officers. It was well received.

There are marked similarities with a successful bid at the Clifton Suspension Bridge although

importantly the Tamar scheme will focus on targeted, pre-arranged educational visits rather than as a mass public attraction.

The pre-enquiry summary is attached in Appendix 2 giving a more detailed justification and description of the proposal.

The centre will provide a new interpretation and education facility for both bridges, the employment of a Community Learning Officer for a 3 year period (during which time it is intended that a volunteer network be created to run the centre from year 4 and thereafter) and also creation of improved public realm facilities which will assist with passage of the planning application and to secure English Heritage consent.

The initial bid was taken to be circa £500,000 but on further inspection and liaison with the HLF a more conservative bid circa £300,000 may prove to be more appropriate.

The application process.

The bids are made in two stages.

The first round bid describes the proposal and quantifies the studies, research and reports required to complete the second round bid, called the development phase. If successful in the first round then development phase costs are covered by the HLF. Only first round bid preparation costs are 'at risk'. It is hoped that this at risk cost would be in the range £15,000 to £20,000

If successful with the Development Phase Bid then funding for the project is secured. The HLF expects that clients contribute 10-15% of project funding.

Section 5 – Consultation

In response to the Pre-Application Planning Enquiry comments have been received and a summary given below:

1. English Heritage

English Heritage do not consider the proposal to be detrimental to the setting of the Grade 1 listed Royal Albert Bridge. Any adverse impacts could be mitigated with improved public realm, extending the grassed area and improving facilities for those wishing to enjoy the view. The setting could be readily improved with better management of trees along the western boundary and the addition of interpretation features.

2. Transport

Previous studies have identified the eastbound exit from the site as a particularly difficult manoeuvre – there is no obvious or affordable solution for this. Provided traffic generation can be kept at a minimum then the planning authority will accept a transport statement as sufficient in the final submission. It is intended that the Education Centre will target selected pre-arranged for which travel arrangements can be managed without creating significant additional traffic load on the junction.

3. Public protection service

Comments received related to proper checks and surveys being undertaken to advise on old mine workings, contamination and the potential presence of asbestos in the original building. To mitigate against construction noise in the vicinity of residential properties it was advised that the contractor adheres to the Plymouth City Council (PCC) construction and demolition code of practice.

6. Economic development and public realm

There will be no requirement for a section 106 payment however it is expected that the proposal will include public realm and general landscaping improvements. The HLF project will go most of the way to providing this.

7. CS20 – Sustainable design

By virtue of its floor area the development invokes the requirements of PCC's Policy CS20 – carbon reduction. The inclusion of a photo-voltaic solar array on both the new and existing roofs will meet and exceed this requirement as well as providing a positive return on the capital cost of the equipment by means of the feed-in-tariff.

8. Other Consultees

Outwith the planning authority consultation process TBTF officers have consulted with;

- a) the Emergency Services,
- b) the Highways Agency,
- c) the Parent Authorities,
- d) the Heritage Lottery Fund Office.

9. Councillors

The TBTF Joint Committee have been involved in the authorisation of the feasibility study and site-wide options work. The Joint Committee membership includes members from the three neighbouring Saltash wards and the Joint Chairman, Plymouth is a member for the relevant Plymouth ward

10. Engagement with the relevant Portfolio holder

The portfolio holder for PCC is a member of TBTFJC. The portfolio holder for Cornwall Council regularly attends TBTFJC meetings and is aware of the project through previous reports. TBTF's approval process as set out in its Terms of Reference requires approval by both Cabinets of Joint Committee recommendations then full Councils' approval.

Section 6 – Objectives met

Service delivery demands that the project will meet

The Tamar Bridge provides a vital strategic link in the regional and national road infrastructure and operates in such manner that requires a high level of technical resilience, operational robustness and must provide a suitable customer interface. The project will meet a number of service delivery demands and will ensure that the undertaking continues to meet its core objectives of providing safe, reliable and efficient crossings of the river Tamar. These demands are -

1. appropriate facilities, technology, and redundancy to meet operational requirements
2. appropriate facilities to meet current and forecast front line customer services requirements
3. appropriate facilities to ensure an effective response to incidents, emergencies and other occurrences
4. appropriate facilities to ensure that the bridge and associated infrastructure is managed to appropriate standards.

The Tamar Bridge Act provides for the promotion of the bridge asset and the encouragement of visitors for the purposes of recreation and information about its operation. The Heritage Lottery Fund interpretation/education centre will meet this aspiration and in so doing assist in the improvements to the public realm that the Planning Authority and English Heritage have indicated will make the scheme more attractive in planning terms

Corporate Priorities that the project will meet

The undertaking's corporate objectives are to provide safe, reliable and efficient crossings of the river Tamar through the operation, maintenance and improvement of our facilities. The current facilities will not allow the sustainable delivery of these objectives into the medium term. The project will reduce a range of operational and strategic risks and support delivery of objectives as follows:

Safe – the project will meet the undertaking's responsibility to provide an adequate control centre for traffic management through a tidal flow system. It will also meet day to day requirements for a safe and secure working environment, protect income/revenue collected at the tolls and allow operational staff to meet service requirements.

There is a significant customer interface during the working day and the general public must be provided with inclusive access to the facilities

Reliable – the project will improve the undertaking's resilience and robustness by rectifying the existing shortcomings in much of the equipment and services in the existing office building and will provide an opportunity for future-proofing against any future increases in service delivery demands

Efficient – the project will enable the undertaking to make some significant improvements in efficiency, both from a sustainability and environmental perspective as well as improving the interface with customers and members of the public. Further efficiency will be gained by improving working areas, operational spaces and replacement of obsolete or life expired equipment.

The core objectives set out above also support medium and long term goals of the parent authorities particularly with regard to supporting economic growth, improved resilience, efficient use of resources, and seeking to maintain or improve services.

Corporate aims and objectives (Parent Authorities)

The undertaking has a number of objectives and priorities which are set-out within the current TBTF Business Plan.

The proposed development will help support the following corporate aims and objectives of the parent authorities;

Long Term Goals –

1. achieve sustainable economic growth
2. improve the environment and harness its energy
3. support communities to become more self-sufficient and resilient

Medium Term Priorities –

1. support sustainable economic growth and prosperity
2. improve the resilience and self-sufficiency of communities
3. minimise waste and increase local generation of sustainable affordable energy and reduce consumption
4. manage public services through integration and sharing resources to achieve efficiencies
5. manage Council resources well, while seeking to maintain service levels

Section 7 - Options and associated risks

Options appraisal

Several options were considered for a replacement office during the feasibility stage. The re-use or demolition of the existing building and the potential capital receipts for sale/lease of other areas within the TBTF ownership were also tested in the later study completed by Ove Arup Engineers.

The proposed development, its position on the site, the scale, appearance, the relationship with the existing office is now considered as the optimum design solution in terms of function and cost.

The stage 1 report by PBWC (refer to appendix 1) considers 3 scenarios. These being:

- Scenario A – Do nothing
- Scenario B – Temporary works.
- Scenario C – New facilities

Scenario A - In this scenario no new works or additional refurbishment tasks are undertaken. Operational risk will escalate as system resilience diminishes with age and condition, maintenance expenditure is set to increase year on year and there will no scope for providing additional accommodation for more efficient operations or to absorb the requirement for any future service demands.

Scenario A is considered unviable.

Scenario B - This is seen as a holding scenario. It requires short term refurbish to extract perhaps 5-10yrs of additional service life from the existing building. This scenario relies on the eventual provision of a new office development beyond that timeframe. It does little to mitigate the escalating strategic and operational risks and it cannot address the fundamental risk issues. It also carries more planning risk for the continued and additional use of the temporary cabins.

Scenario B is considered unviable.

Scenario C – this is the preferred option and is described in detail at Appendix 1.

The proposed development has been designed to address the core requirements (ref section 3)

Organisational Risks

The current organisational risk register has identified a number of strategic and operational risks relating to service delivery that are at a 'Medium Risk' level and require managing in the short to medium term. If the development of the bridge office is not completed then the existing risks and current mitigation measures will need to be reviewed. Since receiving the M&E report in June 2014 it is highly likely that of those risks identified in the table below many will increase to 'High Risk' level. Both the probability and severity of each risk will increase until further appropriate mitigation the measures have been implemented. There is likely to be a significant cost to the organisation to implement any additional mitigation measures.

These three scenarios are assessed in the table below in terms of their success in addressing the core requirements and their ability to reduce the strategic and operational risks.

Core Requirement (Reference Section 3)	Scenario A 'Do Nothing'	Scenario B 'Temporary works'	Scenario C 'New Facilities' – The proposed Development
Operational Resilience	Set to diminish with the passage of time. Significant risk of an incident preventing operation of traffic control or tolling functions	Initial refurbishment buys some protection for a limited period but enhanced resilience not provided in this scenario	Improved resilience achieved to appropriate standards
H&S/Security	Continued sub-standard accommodation putting public, visitors and employees at risk	Partial improvement although refurbishment cannot address all building defects	Fully compliant – public, visitors and employees protected
Equality Act 2010	Cannot comply	Minor changes can be achieved	Fully compliant
Accommodation	Accommodation at risk of planning enforcement action Loss of portacabins would diminish the service provided. Continued inefficient working practices in cramped conditions. No scope for future service demands. Interpretation centre not possible resulting in the potential loss of grant money.	Provides a partial solution after 3 years but further interim temporary accommodation required whilst refurbishment takes place. Planning approval a significant risk. No long-term increase in space and so future additional service demands cannot be met. Interpretation centre not possible resulting in the potential loss of grant money	Appropriate accommodation provided for efficient working practices. Asset value recognised in TBTF's accounts. Interpretation centre possible as is potential grant funding from the HLF.
Legislative requirements / guidelines	Unable to comply	Partially compliant	Fully compliant
Risk Review			
S8 – Total or partial loss of bridge through accident or fire	Risks set to escalate	Risks set to escalate	Risk mitigated
S11 - Impact of transport initiatives	Risks set to escalate	Risks set to escalate	Risk mitigated
O16 – Major incident involving utilities	Risks set to escalate	Risks set to escalate	Risk mitigated
O17 – suspicious persons/suicide attempts	Risks set to escalate	Risks set to escalate	Risk mitigated
O19 – failure of the toll collection, IT or telephone system	Risks set to escalate	Risks set to escalate	Risk mitigated
O21 – failure of business support systems	Risks set to escalate	Risks set to escalate	Risk mitigated

O26 – component failure in tidal flow system	Risks set to escalate	Risks set to escalate	Risk mitigated
O28 - incident/accident on the bridge requiring short term or partial closure	Risks set to escalate	Risks set to escalate	Risk mitigated
O35 – power failure to premises	Risks set to escalate	Risks set to escalate	Risk mitigated
O37 – premises fire resulting in loss/partial loss of facilities	Risks set to escalate	Risks set to escalate	Risk mitigated

Section 8 - Cost**Capital Expenditure**

	2014/15	2015/16	2016/17 and beyond	TOTAL
Total Estimated Capital Cost (net of VAT) (de-minimus £10,000)	£ 133,000	£ 1,256,000	£ 1,938,000	£ 3,327,000

Capital expenditure analysed by:

	£	£	£	£
Land	£	£	£	£
Buildings	£ 133,000	£ 1,190,750	£ 1,872,750	£ 3,196,500
Infrastructure	£	£ 65,250	£ 65,250	£
Vehicles & Plant	£	£	£	£
Equipment	£	£	£	£
Other (e.g. Capital Grants)	£	£	£	£

Notes:

1. A more detailed breakdown of £3.327m total is provided within the Stage 1 report in Appendix 1 and the full Cost Plan in Appendix 3
2. The project will produce a significant asset (estimated value £1m-£2m after 25 years) that will be recorded in the statutory accounts.
3. Capital would be funded by prudential borrowing, with annual costs funded from revenue, with reducing annual payments varying from £289,000 in the year after completion to £145,000 in the 25th year (between 3% and 1.5% of annual turnover respectively).

Revenue Expenditure**Net Operational Costs**

Figures in the table below show the 'notional' comparison of revenue costs for the scenario C compared with a Scenario B ('notional' as B is necessarily modified so as not to include the construction of a new office development at any point in the 25 year period.)

The table demonstrates the net impact of completing the project compared to maintaining existing facilities.

The net operational cost over a 25 year period is approximately £145,000 i.e. on average £5,800 per annum.

TBTF Office Development - Revenue expenditure						
Comparison of the proposed scheme (C) with a the temporary scheme (B)						
	YEAR	2016	2017	2018	2019	Total costs to 25yrs
Scenario B - Temporary works						
1.00	MAINTENANCE COSTS					
1.01	Decorations	30,000	1,400	1,400	1,400	65,000
1.02	Fabric	25,000	4,400	4,400	4,400	135,000
1.03	Services	20,000	8,500	8,500	8,500	232,500
2.00	OPERATIONAL COSTS					
2.01	Cleaning		6,500	6,500	6,500	162,500
2.02	Utilities		14,900	14,900	14,900	372,500
2.03	Administration		6,600	6,600	6,600	165,000
2.04	Temporary building rental		24,429	24,429	24,429	610,725
3.00	MAJOR COMPONENT REPLACEMENT					
3.01	Roof replacement	100,000				100,000
3.02	Toilet refurbishment	50,000				50,000
3.03	Structural glazing	60,000				60,000
3.04	Internal modifications to refit Control Room		110,000			110,000
3.05	Internal modifications to lower ground floor - Phase 1			95,000		95,000
3.06	Internal modifications to lower ground floor - Phase 2				95,000	95,000
3.07	Replacement heating system, water supply and other utilites			30,000		60,000
	Totals	285,000	176,729	191,729	161,729	2,313,225
Scenario C - Proposed development						
1.00	MAINTENANCE COSTS					
1.01	Decorations		2,700	2,700	2,700	91,000
1.02	Fabric		8,900	8,900	8,900	222,500
1.03	Services		22,000	22,000	22,000	550,000
2.00	OPERATIONAL COSTS					
2.01	Cleaning		14,900	14,900	14,900	372,500
2.02	Utilities		40,100	40,100	40,100	1,002,500
2.03	Administration		19,800	19,800	19,800	495,000
2.04	Temporary building rental - N/A		0	0	0	0
3.00	MAJOR COMPONENT REPLACEMENT					
3.01	Replacement boiler and utilities					30,000
	CURRENT COST SUB TOTAL [1]	0	108,400	108,400	108,400	2,763,500
4.00	REVENUE STREAM FROM PV					
4.01	Feed-in-tariff (12.13p/kWh)		5,670	5,670	5,670	141,750
4.02	Electricity saving (14p/kWh)		6,545	6,545	6,545	163,625
	REVENUE TOTAL [2]		12,215	12,215	12,215	305,375
	Totals {[1] - [2]}	0	96,185	96,185	96,185	2,458,125
	Notional Net Revenue cost of proposed development (Scenario C - Scenario B)	-285,000	-80,544	-95,544	-65,544	144,900

Section 9 - Programme

September 2014

Seek Joint Committee support for the outline proposal to create in the region of 900sqm of new facilities on site. Confirm project delivery budget. Undertake additional consultations with users to confirm scheme details.

October 2014

Plymouth City Council Cabinet approval sought 21st October

November-December 2014

Cornwall Council Cabinet approval sought 5th November

Plymouth City Council Full Council approval sought 24th November

Cornwall Council Full Council approval sought 25th November

Confirm PV array type and payback period in tandem with basic service load data. Develop landscape and interpretation ideas to inform scheme development. Develop design and present to Plymouth Design Review. Mobilise existing design team to complete the scheme design for planning and tender. Provide feedback to client and planning officer on design review outcome. Update and report costs in line with design development. Commission and prepare reports to accompany planning submission. Develop scheme for detailed planning submission.

January-March 2015

Monitor the planning application process. Begin technical design process. Receive feedback on Heritage Lottery stage 1 bid. Carry out heritage impact assessment and visual impact assessment.

April 2015

Receive planning outcome. Complete technical design.

May 2015

Prepare construction documents for tender.

June-September 2015

Tender and appointment of contractor.

October 2015

Construction commences.

Appendices

1. Stage 1 – Design Development Executive Summary Report
2. Heritage lottery Fund Pre-Enquiry Submission
3. Stage 1 – Cost Plan

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PLYMOUTH CITY COUNCIL

Subject:	Cities of Service
Committee:	Cabinet
Date:	21 October 2014
Cabinet Member:	Councillor Chris Penberthy (Cabinet Member for Co-operatives, Housing and Community Safety)
CMT Member:	Tracey Lee (Chief Executive)
Author:	Darin Halifax (Cities of Service Chief Service Officer)
Contact details	Tel: 01752 305446 email: Darin.Halifax@plymouth.gov.uk
Ref:	
Key Decision:	No
Part:	I

Purpose of the report:

Michael Bloomberg, the former mayor of New York developed the Cities of Service (C of S) model to encourage people in their communities to “do their bit”. Nesta, the UK’s innovation foundation, backed by the Cabinet Office, announced in 2013 that it wanted to bring C of S to the UK. Local authorities were invited to bid for volunteering projects that addressed evidenced need in their area. Plymouth was successful in receiving funding over two years to deliver two specific projects – Energy Champions and Grow, Share, Cook. A service plan has been developed with Nesta along with key metrics measuring delivery. Cities of Service UK was launched nationally in September 2014. This report is to seek the approval of Cabinet of the Cities of Service plan and local launch of the project in October 2014.

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

The Cities of Service project and its emphasis on targeted volunteering directly reflect the Council objective of Plymouth becoming a fairer city where everyone does their bit.

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

The Cities of Service project has been funded by Nesta with match funding provided by Public Health, Plymouth Energy Community, Families with a Future and the Family Intervention Project. Our funding is secure until the end of the project in March 2016.

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

Child Poverty – The Energy Champions project aims to help at least 200 households to save money on their fuel bills. This will include at least 50 families currently on pre-payment meters. Our Grow Share Cook project will provide 110 families with a supply of free fruit and vegetables for a year as well as delivering fresh produce to the city’s food banks and soup runs.

Health and Safety – Full DBS checks will be made on Cities of Service volunteers as required

Equality and Diversity

Has an Equality Impact Assessment been undertaken? Yes (attached)

Recommendations and Reasons for recommended action:

I. Cabinet approves the Cities of Service plan

Alternative options considered and rejected:

Plymouth City Council runs its own volunteer initiative to meet corporate need. This is a viable option, but using the Cities of Service branding gives us the opportunity to add more emphasis and profile to the initiatives.

Published work / information:

None

Background papers:

Title	Part I	Part II	Exemption Paragraph Number							
			1	2	3	4	5	6	7	
Equality Impact Assessment	x									

Sign off:

Fin	mc141 5.44.	Leg	DVS/ 21248	Mon Off	DVS/ 21248	HR		Assets		IT		Strat Proc	NA/S PU/3 69/C P/09 14.
Originating SMT Member Tracey Lee													
Has the Cabinet Member(s) agreed the contents of the report? Yes													

1. Introduction

1.1 This paper is to inform Cabinet of the progress of the Cities of Service (C of S) project and to seek its formal adoption.

2. What is Cities of Service?

2.1 The C of S model builds on the work of former New York City Mayor Michael Bloomberg, who pioneered the approach, designating New York as a service city and creating opportunities for thousands of citizens to serve their community.

2.2 As a C of S, we aim to find new and innovative ways to harness the power of volunteers to address strategic city issues. Many other cities have replicated this approach. Today in the United States, the C of S coalition includes more than 170 cities, and is successfully mobilising thousands of volunteers to improve their communities' one task at a time. Volunteers give their time on high impact initiatives in the service of others and their local areas, with cities sharing successful strategies to ensure the most effective initiatives are copied by others.

2.3 Plymouth was one of seven UK local authority areas that gained C of S status earlier this year in a competitive process. On deciding which projects to concentrate on, we used evidence from the Fairness Commission Report "Creating the Conditions for Fairness". This has enabled us to identify local challenges that we can best address by mobilising volunteers alongside public services. As a result, we will be delivering two key projects on topics that fundamentally affect all of us – heating and eating.

3. The projects

3.1 Energy Champions

3.1.1 The city has nearly 14,000 households in fuel poverty, almost 13% of total homes. Plymouth's housing stock includes 35,000 hard to treat solid wall properties and there are an estimated 50,000 lofts requiring top up insulation, and 75,000 non A rated boilers in our city.

3.1.2 In response to this, Plymouth City Council established an independent cooperative, The Plymouth Energy Community (PEC) to:-

- Negotiate a better price for energy for local people
- Address the challenges of fuel poverty
- Reduce energy wastage
- Provide advice on energy issues.

3.1.3 Roll out has been reliant on recruiting and sustaining a growing network of Energy Champions - volunteers to act as grass roots advocates. Launched in June 2013, PEC already has 400 members, and the first few Energy Champions; but we need more.

3.1.4 We will use the C of S funding to work with the PEC to recruit 10 new Energy Champions to deliver services to 10 priority neighbourhoods¹. They will,

- Complete a full day's National Energy Action training
- Train a minimum of two other volunteers
- Seek to recruit new champions to ensure Plymouth has a resident champion in each of its priority neighbourhoods
- Help organise and deliver a programme of PEC events targeted at vulnerable residents
- Help coordinate and resource a social media campaign
- Receive expenses and support.

3.1.5 We aim to assist at least 150 households to save at least £60 per year and at least 50 pre-payment meter customers to save at any level.

3.1.6 A total of £55,000 match funding has been invested by PEC to provide support for volunteering. This includes recruiting a co-ordinator to work with the C of S Chief Service Officer to recruit, train and support volunteers to achieve the PEC's broader aims as well as the C of S targets.

3.2 Grow, Share, Cook

3.2.1 Access to affordable, healthy food is becoming a growing challenge for sections of Plymouth's community. In 2012, Plymouth City Council undertook a child poverty needs assessment to inform development of a Child Poverty Strategy. Both this, and evidence presented to Plymouth's Fairness Commission indicate that the impact of welfare reform and sharply rising living costs are having a detrimental effect on people's ability to buy and cook nutritional food.

3.2.2 Plymouth Foodbank has seen an increase in people using its service. In 2012/13, 5,671 people attended the Foodbank – in 2013/14, it was 8,428, a 48.61% increase. Wards with higher levels of deprivation tend to have higher numbers of residents accessing the Foodbank. Also, people accessing soup runs have gone up by 100% with more young people and women now regularly using them.

3.2.3. In response to this, C of S will build on successful local food related projects and link them together to broaden impact. For example, we have had great success in certain areas of Plymouth where the community has led initiatives to create new community orchards. This could be replicated in other areas if a volunteer network was encouraged. In other ways, e.g. use of community kitchens, and delivery of food, we will seek to improve the service offer by linking food grown to the people who most need it.

3.2.4 We will use the Nesta funding to support volunteer action to deliver the Grow, Share, Cook project through:-

- The involvement of five existing and/or new growing spaces and 30 community volunteers in growing and providing fresh produce to the network
- Ten "Share" champions supporting the process of linking growers with food providers such as the Foodbank
- Providing free fruit and vegetables to families in need

¹ The priority neighbourhoods have been chosen taking into account income deprivation and fuel poverty. They are Devonport, Stonehouse, North Prospect, East End, Whitleigh, Barne Barton, Honicknowle, Plymstock Radford, Mutley and Lipson and Laira

- Five schools (or other community facilities) opening their kitchens to support the initiative
- Ten “Cook” champions staffing the community facilities
- At least 100 people completing the programme to improve skills and confidence in using fresh produce

3.2.5 Our ‘Grow Share Cook’ project will support at least 50 volunteers to assist us with growing fresh fruit and vegetables in community settings, distributing it to people and areas of the city that most need it and assisting people in preparing and cooking it. Our ultimate aim is to increase the number of households that regularly cook and eat fresh fruit and vegetables. Already, we are working with partners to develop a scheme to assist at least 110 families on our Families with a Future and Family Intervention Projects by giving them a regular supply of free fresh fruit and vegetables for a year alongside sessions on how to prepare and cook it. We will also be providing fresh produce for our food banks and soup runs.

3.2.6 A total of £41,000 match funding has been invested by Public Health, Families with a Future and the Family Intervention Project to provide support for the Grow, Share, Cook project. Also, Plymouth Community Homes are supporting us in terms of use of a converted van to transport produce to areas where it is most needed.

3.2.7 In partnership with Nesta, we will commission Food Plymouth partners to deliver Grow, Share and Cook as 3 small separate projects. The Cities of Service Chief Service Officer will oversee and coordinate the projects to ensure consistency and connectivity.

4. Branding and promotional activity

4.1 Nesta are keen that whilst C of S is seen as the overall umbrella term for the project, that we develop our own local branding for the Energy Champions and the Grow, Share, Cook projects. This has been discussed with partners and members of the C of S steering group and the preferred option is for both volunteer projects to be branded “Our Plymouth.”

4.2 We have purchased ourplymouth.co.uk as a website domain name. This will be developed into an on-line volunteering portal where people can express their interest in taking part in the 2 C of S projects. This will be backed up by press coverage, promotional literature and social media coverage in time for the local launch in October 2014. Promotional activities are planned for the duration of the project including community days to promote energy awareness and a pots and pans amnesty asking people to give us their kitchen equipment for the cook element of Grow, Share, Cook.

4.3 On 10th September 2014, Plymouth, along with the 6 other UK Cities of Service attended the Cities of Service national launch at the US Embassy in London at an event hosted by the US Ambassador to the UK. The spotlight is now on us both nationally and internationally and gives us the opportunity to show that we can make Plymouth a fairer city where everyone does their bit.

5. Mentor City

5.1 Nesta announced Orlando, Florida as our mentor city for C of S. This will involve their Chief Service Officer offering 10 mentor sessions over a 12 month period as well as a visit to Plymouth in the autumn of 2014. Orlando’s C of S project has achieved great success with its “Orlando Cares” project which has reduced youth crime, and increased literacy levels in nursery school children.

6. Governance/project management

6.1 Steering Groups – Two steering groups have been set up to oversee the delivery of both projects. The steering groups include the C of S Chief Service Officer, key PCC officers, and Voluntary and Community Sector partners.

6.2 Member group – The C of S Chief Service Officer reports on progress monthly to the Chief Executive and the 5 Cabinet Members² whose portfolios are affected by C of S.

6.3 Evaluation of the project will be completed by Plymouth University and Nesta.

6.4 Our C of S Chief Service Officer will lead on the develop and implementation of the C of S plan mobilising volunteers to achieve greater impact within the context of our Corporate Plan. They will also be responsible for leading a process to enable more citizens to contribute to the future success of our city working in partnership with internal and external partners.

7. Future Volunteering

7.1 It is anticipated that C of S will be the kick-start to a new approach to volunteering in the city. This will involve PCC along with One Plymouth partners working together to establish,

- A common approach to volunteering
- Targeted volunteering projects that meet corporate and city need
- Shared formal volunteering protocols e.g. role profiles and an appraisal type system
- Improved IT support to enable volunteers to “do their bit”.

² They are the Cabinet members for 1) Environment, 2) Children, Young People and Public Health, 3) Cooperatives, Housing and Community Safety, 4) Health and Adult Social Care and 5) The Deputy Leader.

OUR

Plymouth



CITIES OF
SERVICE
UNITED KINGDOM

Message from Chief Executive and Leader of the Council

There are approximately 258,000 reasons why Plymouth is a great place.

It has enormous geographical advantages including one of Europe's largest harbours, a stunning coastline to the South and the beauty of Dartmoor to the North. It has incredible heritage through world renowned pioneers like Sir Francis Drake and Lady Nancy Astor. Plymouth is also home to the largest Naval Base in Western Europe. However, it could be argued that our greatest asset is the 258,000 Plymouthians who live, work and play in our city.

Each day, we see examples of our residents going the extra mile to assist others. Whether formal volunteering in our terrific voluntary and community sector or helping out with the local junior football team, our residents consistently find ways to give something positive to their community and each other. In addition, Plymouth University has an incredibly active and vibrant volunteering programme and people from our most deprived communities are frequently the most generous givers to charity, both in terms of money and time. These are just a few examples that make us both feel humble and proud when we see what people are willing to do to make 'Our Plymouth', a truly cooperative city.

We were delighted when we found out that we had been successful in receiving Cities of Service status. It gives us the opportunity to develop two key 'Our Plymouth' volunteering projects, both of which address issues that fundamentally affect all of us – heating and eating. Our Energy Champions project will use volunteers to ensure that vulnerable people need to spend less on fuel. Our Grow, Share, Cook project will mean that more people in need have healthier diets. Both of these projects have the potential to positively change people's lives now and in the future.

We want to use this opportunity to celebrate the contribution that volunteers make to our city – a contribution that is often missed and rarely heralded. The more we appreciate and promote the positive impact of volunteering, the more we make it attractive to volunteer. We want to let as many people know as possible that individual community action is key if we want to become a "fairer city where everyone does their bit".

We see Cities of Service as the start of an exciting journey. A journey that plays a key role in releasing the potential of many people. Thank you to everyone who volunteers in Plymouth. You are a credit to yourselves and our great city. If you are interested in getting involved in either of the 'Our Plymouth' initiatives or just want to know more, please let us know. Details of how to contact us are at the back of this document. Please do it. The city needs you.



Tudor Evans

Councillor Tudor Evans
Leader of Council



Tracey Lee

Tracey Lee
Chief Executive



Executive Summary

The Cities of Service programme is a chance to redefine and invigorate the culture around volunteering in our city. As one of only seven UK local authority areas to have Cities of Service status, we feel that Plymouth is at the forefront of this exciting social movement and we want to ensure that this opportunity to make a real difference to people's lives via volunteering is not missed. Plymouth was successful in receiving £180,000 over two years to deliver two specific 'Our Plymouth' projects, both of which address key fundamental issues that affect us all – heating and eating. Our choice of initiatives was heavily influenced by The Fairness Commission Final Report recommendation published in March 2014.

Why heating? Plymouth is a city that has nearly 14,000 households in fuel poverty with many people having to choose between heating their homes and feeding their families. Our Energy Champions project will address this by recruiting and training volunteer energy champions in targeted neighbourhoods to:

- ◆ Help people save money by identifying the best supplier for them and helping them switch
- ◆ Help people to save money by implementing energy saving measures.

Why eating? Plymouth Foodbank has seen over 8,000 users in 2013/14 and our soup runs provided over 23,000 meals in the same period with more young people and women now using them than ever before. Our Grow, Share, Cook project will address the increase in food poverty in our city by:

- ◆ Increasing the number of volunteers engaged in growing fresh fruit and vegetables, sharing it and assisting people with cooking it
- ◆ Increasing the quantity of food grown and distributed locally
- ◆ Improving the distribution of food to people who most need it
- ◆ Developing and delivering food awareness and cooking sessions.

To achieve our ambitions, we need to learn from others, particularly those that have already achieved so much through volunteering. We will work closely with partners such as the Plymouth Energy Community, Food Plymouth, The Volunteer Centre and Plymouth Community Homes to ensure that expertise and experience is shared. Most importantly, we need people who care about 'Our Plymouth' and the people who live in it. It is those volunteers that can make the biggest difference. The Leader of the Council and the Chief Executive are committed to making Plymouth "a fairer city where everyone does their bit". Cities of Service will enable us to ensure that volunteering is at the forefront in helping us to achieve this.

Introduction to Cities of Service

About the Cities of Service programme

History

The Cities of Service coalition and its member cities aim to find new and innovative ways to harness the power of volunteers to solve strategic city issues. The coalition builds on the work of former New York City Mayor Michael Bloomberg, who pioneered the approach, designating New York as a service city and creating opportunities for thousands of citizens to serve.

Many other cities have replicated the approach. Today in the United States, the Cities of Service coalition includes more than 170 mayors, and it is successfully mobilising thousands of volunteers to improve their city one task at a time. Volunteers give their time on high impact initiatives in the service of others and their local city, often co-ordinated by a Chief Service Officer. Cities in the coalition share successful strategies to ensure the most effective initiatives are copied by others.

Over the past three years, the movement has spread internationally to inspire Team London and 'Count on Me' in Madrid.

Cities of Service UK

Now Plymouth has the opportunity to join this movement. We are one of seven pioneering local authorities working with the Cabinet Office and Nesta, (UK based innovation charity with a mission to "Help people and organisations bring great ideas to life"), to adapt the Cities of Service model to the UK.

Plymouth has received funding, tools, training and mentoring support from Nesta and the Cabinet Office as part of the programme. Because this work is part of a wider movement, we have developed relationships with the other UK Cities of Service - Bristol, Kirklees, Portsmouth, Barnsley, Swindon and Telford and Wrekin - and have been partnered with a Chief Service Officer in the USA.

Vision

Cities of Service efforts focus on 'impact volunteering' - volunteer strategies that target community needs, use best practices and set clear outcomes and measures to gauge progress.

The key aims of the programme are to:

- ◆ Help local government find the best ways to mobilise the energy, talents and passions of people to make a real difference to local priorities.
- ◆ Focus on measuring results: rather than measure how many people volunteer, we measure the impact those volunteers have.
- ◆ Create strong leaders to champion the programme and create support within the city.

How does it work?

As part of the programme, we received funding to appoint a dedicated Chief Service Officer to develop and lead the programme within our city. They work closely with the Chief Executive in Plymouth, our local Councillors, and many other partners to ensure that we are joined up across the city in addressing the key challenges that are important to the community.

We have undergone a staged process to identify local challenges that we can address by mobilising volunteers alongside public services and we have worked with partners in the community, voluntary sector and local businesses to develop projects that can have an impact on those challenges. We have developed clear metrics to track our progress and demonstrate the impact our projects are having. We have also made a commitment to communicate our results on a regular basis. There is more detail about our initiatives and intended impact later in this document.

”

To make Cities of Service work, we don't need to work face to face, we need to work side by side.

Adrian Sutton
Volunteer



Service in Plymouth

Plymouth is Britain's Ocean City with a well established vision 'to become one of Europe's most vibrant waterfront cities where an outstanding quality of life is enjoyed by everyone'. Approximately 258,000 people live in our city and our plan to be a Brilliant Cooperative Council aims to encourage and enable them to "do their bit" in making Plymouth the place it deserves to be. The great news is they already are. In 2013/14, our volunteer centre assisted 4,128 people to find placements. Our Plymouth University Student Union has an incredibly active volunteer programme covering a wide range of projects and "unofficial" volunteering happens across the city on a daily basis involving people of all ages and backgrounds.

The people of Plymouth are already making a real difference. Things are already happening. We are very proud of the social action we have already achieved working with the people of Plymouth.

This includes:

- ◆ Developing an energy co-operative to reduce bills especially for key-meter users
- ◆ Creating a community economic trust for an area of the city with high unemployment
- ◆ Opening a new shop-front Credit Union along with a campaign against unaffordable pay day loans
- ◆ Adopting the principles of a living wage
- ◆ Over 1,000 people and organisations contributing to The Plymouth Fairness Commission, which acts as an independent body to help make the city a fairer place to live and work.

All of these things are fantastic achievements, but we can do more. There is enormous potential in communities across Plymouth for people to make a positive difference to where they live. We just need to give them the opportunity. Cities of Service offers this opportunity, not only to deliver real sustainable difference, but to redefine and invigorate the culture around volunteering in our city.



Volunteers are unpaid, not because they are worthless, but because they are priceless! Thanks again to everyone who volunteers across Plymouth.

Gill Stringer
(Volunteer Centre Manager)

Plymouth as a City of Service

To become a Brilliant Cooperative Council, we want to fundamentally reshape the way we do business, helping people take control of their lives. We are publicly committed to investing in communities, putting citizens at the heart of decision-making, promoting independence and reducing inequality. Cities of Service will play a vital role in making this happen. Currently 15 council services engage well over a thousand public volunteers, some staff volunteer in programmes like reading in schools, and we commission a volunteer centre. But these areas of work aren't fully coordinated and don't always meet priorities to deliver solutions to key problems. By focusing on measurable outcomes against two specific local challenges, Cities of Service will pave the way for other exciting developments in how we engage volunteers and celebrate what they do and the difference they make. It will also allow us to raise the profile of volunteering in Plymouth along with assisting us with recognising the amazing talent pool we have in our city and to unlock that potential to make a real difference to the things that really matter.

We want to brand the work we are doing to show our change of emphasis. After discussion with partners, both internally and externally, we feel that two simple words 'Our Plymouth' sums up what we are trying to achieve. It emphasises that Plymouth is a city that we all own and are able to shape. It co-exists perfectly with our corporate vision of Plymouth being "a fairer city where everyone does their bit".

The first two Our Plymouth local challenges are tackling fuel poverty and access to affordable and healthy food. These priorities reflect issues that have been identified through recently gathered evidence, in particular from our Fairness Commission (Select Committee on Food, September 2013) and the Child Poverty Needs Assessment 2012. Evidence from these and other sources has been examined in relation to the opportunities presented by Cities of Service. Liaising with stakeholders inside and outside Plymouth City Council, we believe the challenges selected particularly lend themselves to mobilising volunteers to have a significant impact.

Nesta and the Cabinet Office are providing up to £180,000 to support the delivery of the Plymouth programme over the next 2 years along with additional support and funding from Plymouth Energy Community and Public Health.



Our desire to become a City of Service is not merely because more volunteering would enhance what we are doing. It's because better volunteering is an integral part of our values and objectives – without it we can't fully deliver our vision.

Learning from Cities of Service will help embed volunteering in sustainable future plans for our co-operative city.

Councillor Chris Penberthy
(Cities of Service Ambassador)

Initiatives

HEATING

The evidence

Plymouth faces significant issues in responding to the energy challenges linked to climate change and fuel poverty. Our Child Poverty Needs Assessment 2012 indicates that fuel poverty is a significant problem particularly in the city's more deprived areas. Plymouth Fairness Commission's "Summer of Listening" 2013, identified financial issues as the most common area of unfairness under its theme "helping individuals and families". Energy was highlighted as one of the key costs contributing to families struggling to make ends meet.

The city has nearly 14,000 households in fuel poverty. Plymouth's housing stock includes around 35,000 hard to treat solid wall properties that are unable to benefit from cavity wall insulation. This is a significant fuel poverty issue. The only option to improve insulation levels in these properties is to use costly solid wall insulation (£8,000 - £12,000 per property)

There are also an estimated 36,000 un-insulated cavities, 50,000 lofts requiring top up, and 75,000 non A rated boilers in our city. All of these need remedying if we are to tackle fuel poverty.

People at most risk of fuel poverty are also more likely to be paying for their energy using the "pay as you go" method as opposed to direct debit schemes. This means despite being on low incomes, they end up paying more for their energy and are often not aware of cheaper options.

Service Initiative: 'Energy Champions'

Plymouth City Council has led the establishment of an independent cooperative called Plymouth Energy Community (PEC) to:

- ◆ Negotiate a better price for energy for local people and businesses
- ◆ Address the challenges of fuel poverty and carbon reduction
- ◆ Increase use of solar powered and other renewable technologies
- ◆ Provide advice on energy issues.

PEC is running a community switching service and has partnered with British Gas to roll out one of the largest Energy Company Obligations (ECO) funding programmes for insulation in private households in the UK. "Community switching" is a term coined by PEC to describe its new approach to helping householders to work together to negotiate lower energy prices by switching suppliers or renegotiating contracts at renewal with existing suppliers.

Roll out is reliant on recruiting and sustaining a growing network of Energy Champions - volunteers to act as grass roots advocates. Launched just five months ago in June 2013, PEC already has 400 members, and the first few volunteer Energy Champions; but we need more.

The volunteers aim to deliver a practical outreach programme to empower vulnerable consumers to make informed decisions about tariffs, switching and energy efficiency. The development of the outreach programme has been informed by best practice from existing energy sector outreach and delivery organisations.

The training available through this programme provides Energy Champions with the necessary skills to train other volunteers and frontline workers. They in turn provide simple, effective, targeted and proactive advice to vulnerable energy consumers focussed on tariffs, switching and take up of ECO, and providing signposting to other support services where necessary.

Operating as part of the Cities of Service initiative, PEC will expand this programme of champions to enable a significant increase in the number of priority households switching providers and making savings, and in energy efficiency measures taken. Ten additional

volunteers recruited as Energy Champions would work alongside PEC staff and Directors.

The specific role for the Energy Champions would be to maximise the number of vulnerable customers helped to save money on their energy costs by providing outreach, events and other support and delivering a training programme to front line workers and other volunteers who come into contact with potentially vulnerable people. This will expand the network beyond the champions.

What we will do

We will:

- ◆ Recruit 10 new volunteer Energy Champions to ensure Plymouth has a resident champion in each of its priority neighbourhoods
- ◆ Ask them to train a minimum of two other volunteers in their neighbourhood
- ◆ Ask all volunteers to complete a full day's National Energy Action training
- ◆ Deliver training sessions to a total of 100 frontline staff
- ◆ Help organise and deliver a programme of PEC events targeted at vulnerable residents
- ◆ Help coordinate and resource a social media campaign
- ◆ Provide expenses and support to volunteers.

What will success look like?

- ◆ More people receiving energy saving advice
- ◆ More people switching energy suppliers
- ◆ More people implementing energy saving measures
- ◆ More people saving money on their fuel bills.

Our ultimate goal is that **vulnerable people¹ need to spend less on fuel.**

¹ Definition of vulnerable includes people living in income deprived areas and people living in neighbourhoods identified through the census as being a high fuel-poverty area.



EATING

The evidence

Access to affordable, healthy food is becoming a growing challenge for sections of Plymouth's community. Plymouth Foodbank has seen over 8,000 users in 2013/14 – a 237 percent increase on the previous year. Wards with higher levels of deprivation and easy geographical access to the Foodbank have higher numbers of residents using it. For example, over 3,500 users come from the St. Peters and The Waterfront ward and 1,500 come from Devonport. In addition, almost 23,000 meals were provided by our soup runs with more young people and women now using them than ever before.

Our Child Poverty Needs Assessment 2012 indicates that many families in poverty need access to cheap healthy food. Often, the affordable choice for people is unhealthy processed pre-packaged food. In addition, many of these families can only access food locally as they don't have access to transport, and therefore they have limited local choice, which is often more expensive. When there is access to cheap healthy food, some families do not know how to prepare

it, don't have the pots and pans to do so, or can't afford the fuel required to cook it.

At the same time, Plymouth has geographic potential to accommodate increased food production - 42 per cent of the city is green space and much more of this land could be brought into productive management to grow fresh food. The limiting factor is the coordination of volunteers to successfully manage these spaces once they are established and to engage people to 'grow'. This produce could then be 'shared' to people in need, foodbanks and soup runs.



Volunteering is a very fulfilling thing to do with your spare time. The satisfaction of giving something back is such a fulfilling thing to do. It gives you purpose.

Sue Cornish

(Devon and Cornwall Food Association Volunteer)



These issues were reinforced by the Fairness Commission select committee on food (September 2013), which identified the following concerns:

- ◆ *Access to healthy food*
 "The increased use of the Foodbank means many people are not accessing a balanced diet. The majority of foods donated are convenience food high in fat and salt, with limited fresh fruit and vegetables."
- ◆ *Access to cooking facilities*
 "Community kitchens (e.g. in schools) are under-used at certain times e.g. school holidays."
- ◆ *Knowledge of healthy food and how to prepare it*
 "There is a need to broaden people's understanding of food, where it comes from, how to cook it, budgeting and what's healthy."



Service Initiative: 'Grow, Share, Cook'

Plymouth City Council would like to build on successful local projects and expand into new concepts to broaden impact. For example, we have had great success in certain areas of Plymouth where the community has led initiatives to create new community orchards e.g. 'Grow Efford'. This will be replicated in other areas as a volunteer network is developed. In other ways, eg delivery of food and use of community kitchens, we will link the food grown to the people who most need it.

Operating as part of Cities of Service, a network of volunteers will use a tried and tested model for growing food and build on this to tackle gaps in access to food and knowledge of healthy eating. This will represent a significant breakthrough in improvements to the food network required to help tackle inequalities associated with this issue from field to plate! We will create a variety of new growing sites, improve distribution networks and increase cooking opportunities and skills.

The 'Grow' element will deliver a sustainable network of new growing sites across Plymouth. This will include community gardens, orchards, and growing spaces in schools and within other community facilities. Volunteers will decide on the design, delivery and on-going care of these sites and the initiative will provide support for them and purchase of items such as orchard trees.

The 'Share' element will use a network of volunteers to collect and deliver fresh produce from the 'grow' element and distribute it to the points of need. Methods of transport and any storage issues which arise from this will be explored and addressed. This will provide a sustainable way of ensuring the food produced reaches places where it will have most impact.

The final element is 'Cook' – addressing the need to ensure that people receiving the food can effectively use it. Using a team of cooking champions, we will open kitchens within community facilities to provide people with food education, and cookery skills, preparing healthy, balanced meals using city grown fresh produce. In particular the network of school kitchens provides an excellent opportunity for residents to access a local facility for residents to learn about food. Currently these are only used between 8am and 1pm on just 190 days each year, but with volunteer support, these facilities have the potential to be opened outside these times.

The project aims to deliver fresh fruit and vegetables to the city's foodbank, and the volunteer organisations that deliver the city's soup runs. In addition, we aim to provide free fresh fruit and vegetables to 100 of our Families with a Future for a year. These families will be the main recipients of the 'Cook' element of our project.



“
 What will make the city a fairer place is the individual members of our city.
 Father Sam Philpott
 (Fairness Commissioner)



What we will do

We will:

- ◆ Engage a minimum of 30 new volunteers to Grow, 10 to Share, and 10 to Cook.
- ◆ Coordinate at least three community led volunteer action days to establish new food growing sites
- ◆ Hold events to encourage mass action of volunteers at certain times of year to support important jobs in the growing calendar eg harvest
- ◆ Purchase produce to begin the growing cycle that will be nurtured through volunteer action in future years
- ◆ Use 100 of our Families with a Future households as significant beneficiaries for Grow, Share, Cook
- ◆ Support the training of volunteer **Grow** champions in how to manage community growing sites and encourage further volunteers
- ◆ Develop a method for transferring produce from growing sites to food providers through volunteer **Share** champions
- ◆ Recruit volunteer **Cook** champions, to enable the development of improved skills and confidence in using fresh produce
- ◆ Open community cooking facilities in schools and/or community settings
- ◆ Help coordinate and resource a social media campaign
- ◆ Provide expenses and support to volunteers.

What will success look like?

- ◆ More fruit and vegetables grown in community settings
- ◆ Better distribution of fruit and vegetables to those most in need
- ◆ Better awareness of healthy food options and cooking skills for residents
- ◆ People eating healthier diets.

Our ultimate goal is that more people in need have healthier diets.

Get In Touch

If you are interested in getting involved in either of the "Our Plymouth" initiatives or just want to know more, please let us know.

Email us at darin.halifax@plymouth.gov.uk

Call us on 01752 305446.

We would really like to hear from you to assist us in making Plymouth a 'fairer city where everyone does their bit'.



Appendices

Acknowledgements

External

- Tamar Grow Local
- Plymouth Energy Community
- Food Plymouth
- Plymouth Community Homes
- Plymouth Foodbank
- Plymouth Citizens Advice Bureau
- Zebra Collective
- Plymouth Volunteer Centre
- Plymouth Fairness Commission

Internal

- Homes and Communities Directorate
- Place Directorate
- People Directorate
- Public Health

Overview

Priority Area	Service initiative	Description	Impact Metrics	Ultimate Goal	Goals	Lead Partner	Launch date
Fuel Poverty	Energy Champions	Volunteer Energy Champions will work with people in their community to encourage them to switch provider and/or install energy saving measures	Number of people receiving energy saving advice Number of people who switch energy suppliers Number of people who implement energy saving measures Average annual saving for energy customers	Vulnerable people need to spend less on fuel.	Engage 30 new volunteers Assist 150 households to save at least £60 per year Assist 50 pre-payment meter customers to save at any level.	Plymouth Energy Community	Sept 2014
Affordable and healthy food	Grow, Share, Cook	A network of volunteers will grow surplus food, distribute it to those in most need and assist people with food preparation and cooking.	Amount of food grown and distributed Levels of healthy food and cooking awareness Levels of confidence in preparing and eating healthy food. Number of people attending "Cook" sessions Amount of fruit and vegetables prepared and eaten by people in need.	More people in need have healthier diets	Engage 50 new volunteers in Grow, Share, Cook Increase the number of households that regularly cook and eat fruit and vegetables.	Plymouth City Council Chief Executives Dept	Sept 2014



We see Cities of Service as the start of an exciting journey. A journey that plays a key role in releasing the potential of many people.



Contact

City of Service Chief Officer
Plymouth City Council
Civic Centre, Plymouth PL1 2AA

Email us at darin.halifax@plymouth.gov.uk
Call us on 01752 305446



Cabinet Office

Nesta...



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PLYMOUTH CITY COUNCIL

Subject: New Community Economic Development Trust at former Whitleigh Care Home

Committee: Cabinet

Date: 21 October 2014

Cabinet Member: Councillor Penberthy

CMT Member: Anthony Payne (Strategic Director of Place)

Author: Patrick Bowes (Urban Enterprise Project Manager)

Contact details: Tel: 01752 304882
Email : patrick.bowes@plymouth.gov.uk

Ref:

Key Decision: Yes

Part: I

Purpose of the report:

The creation of a new Community Economic Development Trust (CEDT) in the north of the city will make a significant contribution to the Cooperative Council's approach to giving people greater control over their lives, the services they receive, and amenities they use. It forms an integral part of the city's refreshed Local Economic Strategy (LES) which aims to connect people living in the most economically deprived communities of the city to new employment opportunities.

The CEDT represents an innovative, community-owned and led approach to economic development. It will empower the community to directly address both the city's historically low business start-up rates – by creating the space and support for local businesses (including social enterprises) to get off the ground and thrive – and persistently high rates of unemployment and economic inactivity.

Building on the significant progress made to date, this report describes how the former Whitleigh Care Home (WCH) will be developed as its headquarters for the recently established Four Green Community Trust. The headquarters will provide a mixture of business units to support business start-ups and growth, along with a range of flexible community uses. The project has the potential to deliver up to 24 business units and 5 incubator business hubs, creating over 65 new jobs for local people through the CEDT model, as well as arrange of social and community benefits.

The report sets out how a combination of revenue support (including income generating activities and investment opportunities) will be used to support the CEDT to the point where it becomes a sustainable economic asset, owned and managed by the local community.

Cabinet approval is sought for the transfer of the Whitleigh Care Home Premises to the CEDT, initially on a 35 year lease, subject to the receipt of a satisfactory business case to the City Council Investment Board (CCIB) by March 2015, and ultimately to transfer the freehold when the CEDT is self-sustaining.

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

The commitments included within this project fully support the Co-operative Council's approach to ensuring that residents are engaged and that local needs are met. The project brings together the community to create an enterprise culture with co-operative values which cannot be tackled by the Council alone, and requires a multi-partnership approach to have the greatest impact on the lives of Plymouth residents and bring about community and economic benefit.

The new CEDT will help deliver the Corporate Plan's four key outcomes:-

- **Pioneering Plymouth** – Provide brilliant services that exceed customer expectations by turning a vacant building in the heart of the community into a building that enhances and provides business and community use on a range of services.
- **Growing Plymouth** – Through creating a strong economy creating a range of job opportunities and stimulating business start-ups. The project recognises that social enterprises make a valuable contribution to the local economy both in terms of output and employment.
- **Caring Plymouth** – Through helping people take control of their lives and communities. It also responds to recommendations made in the Fairness Commission's position statement, including connect residents to opportunities arising from major developments and investments.
- **Confident Plymouth** – By turning the north of the city into a destination recognised for its natural, business and cultural environment. The project has fully engaged the local community, creating solid momentum and buy-in which can be carried forward into implementation, ensuring the project can confidently deliver on its ambitions.

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

Capital funding implications

Officers are currently authorised by City Council Investment Board (subject to necessary approvals) to proceed to the tender exercise only and report back to the Board with the business case and costs.

The estimated total (mid specification) capital construction cost, including a 10% contingency and all professional fees is forecast to be in the region of £1million to make the building fit for the purposes of the trust. This is the approximate amount of funding for which approval will be sought for the project to be included into the PCC Capital Programme via the City Council's Investment Board, on the basis of a business case in March 2015

The funding of the capital works initially, would be met from un-ring-fenced capital programme resources 2014-18. There may, however, be a future opportunity to bid for European capital grant funding under the 2014 – 2020 programme.

It should be noted that proposed project delivery and funding arrangements will be directly between the FGCT CIC and the Council. The Council would be providing funding in the form of a grant to the Trust. Procurement would follow PCC standard procedures.

Note should be taken that future approval of this project is an opportunity foregone to realise an estimated £100,000 in capital receipts; and in 2011 a site planning statement indicated the site could accommodate circa 10 properties which would generate a New Homes Bonus of £86,000.

Revenue funding implications (see Section 6)

The project has secured £90,000 from the Social Enterprise Investment Fund to cover revenue costs for the business development manager.

The existing building running costs will continue to be met from existing PCC revenue budgets.

From 2016/17 onwards there would be operational running and staffing costs. At the same time, there would be rental income, rate relief and other FGCT income to offset revenue costs.

The annual revenue cost 2016/17 onwards is estimated at £0.136m. This includes £0.034m of building running costs (net of £0.03m anticipated rate relief); plus £0.102m staffing and other costs. Revenue income is estimated at £0.081m per annum. Therefore at 100% occupancy the building has a net estimated revenue cost of £0.055m.

However, the occupancy target is predicted to start at 50% and increase by 10% per annum until it reaches a maximum of 90%. This will result in an annual estimated revenue deficit figure of in the region of £0.094 million.

To mitigate the financial risks, the following opportunities will be taken forward by the Business Development Manager to reduce the annual revenue costs:-

- Reducing the running costs through estimated business rate relief;
- Development and / or selling of other assets ring – fenced to the CEDT (including through exploration of solar PV and/or other renewable energy opportunities);
- A long term anchor tenant has been identified for the ground floor of the building (30% occupancy);
- Through setting the FGCT Business Development Manager income generation targets;
- Through applying to the Big Lottery (Reaching Communities) fund for grants post 2015/16 of between £10,000 and £500,000 for revenue projects lasting up to 5 years (supporting BIG's aim of improving communities and the lives of people most in need);
- Through applying to Big Lottery (Big Potential) fund for grants post 2015/16.
- Through new European Programmes (2014-2020) – the Heart of the South West's EU Structural and Investment Fund Strategy includes an emphasis on social enterprise and social exclusion.

If the above risk mitigation measures are not successful, a revenue budget pressure would result and need to be managed by the Council. This deficit could realistically vary between £50,000 and £95,000 per annum.

It should be noted that the Council is currently contributing a significant amount of in-kind staff resource time in progressing the Four Greens Community Trust (FGCT).

3 FTE staff from Economic Development and Neighbourhood Regeneration have, and will continue to dedicate time towards the development phase of the FGCT. After the setting up of the new Board it is anticipated that this in-kind resource staff time will in time become more advisory as staff are appointed to support the FGCT Board.

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

The Local Economic Strategy states that individuals living in the city's most deprived areas often face a multitude of barriers to participating in the economy. Within the CEDT area, there exist persistent pockets of deprivation: the Index of Multiple Deprivation (IMD) 2010 shows that it includes one Lower Super Output Area (LSOA) in the top (most deprived) 5% in England, four in the top 10% and nine in the top 20%. It is on 'Employment' and 'Education, skills & training' where deprivation is most significant: 61% and 66% of the area's population live in LSOAs falling within the top 20% most deprived nationally for these respectively.

In addition, there are a host of other indicators that describe the challenges faced by the CEDT catchment area, including: fuel poverty; child poverty; key stage 2 and 4 attainment; permanent exclusions; eligibility for free school meals; children in care; vulnerable families; poor life expectancy; anti-social behavior and poor community cohesion.

Therefore, as well as having direct economic benefits, the CEDT will generate a range of social and community benefits.

Equality and Diversity:

Has an Equality Impact Assessment been undertaken? Yes – the EIA highlighted how the new CEDT will provide opportunities for people in an area which has historically experienced a range of socio-economic issues (see Background Document).

Recommendations and Reasons for recommended action:

It is recommended that :-

1. Cabinet approves that a combination of revenue support (including income generating activities and investment opportunities) will be used to support the CEDT to the point where it becomes a sustainable economic asset, owned and managed by the local community;
2. Cabinet approves the transfer of the former Whitleigh Care Home to the Four Greens Community Trust by way of a lease for a period of 35 years at a peppercorn rental, subject to the Strategic Director of Place in consultation with the Cabinet Member for Cooperatives, Housing and Community Safety, having agreed a detailed business case by no later than March 2015 and subject to capital approval;
3. The City Council nominates two councillors to the Board of the Four Greens Community Trust

Reason – to enable a Community Asset Transfer of the former Whitleigh Care Home to the Four Greens Community Trust in order to empower the local community to promote the social and economic wellbeing of the area.

Alternative options considered and rejected:

Option (1) – Demolish the building and transfer the land asset over to the CEDT at the same time as formation of the CEDT as a legal entity. The principal disadvantages are the raised expectations in the local community that the building could be theirs for their exclusive use and could be easily achieved. A vacant site could also be construed to be an eyesore and a symbol that nothing is going to happen.

Option (2) - Demolish the building and build a brand new one. As above, but also the trust would have no means of raising capital quickly to develop a credible and viable project.

Option (3) – Do nothing and wait until the CEDT has had the opportunity of writing its business plan model and review its options / priorities – and see how the building ranks alongside the other potential assets. Notwithstanding the rationale for buying time to develop the CEDT business plan model, this option should be rejected for the harmful impact it would have given that expectations have clearly been raised that something would happen to the building.

Published work / information:

Cabinet report – New Community Economic Development Trust – 15th January 2013
<http://www.plymouth.gov.uk/mgInternet/documents/s43646/New%20Community%20Economic%20Development%20Trust.pdf>

City Council - 31st March 2013 Cllr Penberthy (Cabinet Member for Co-operatives and Community Development) gave an update on the work relating to the establishment of a Community Economic Development Trust in the north of the city.
 ... [view the full minutes text for item 106.](#)

Background papers:

Title	Part I	Part II	Exemption Paragraph Number							
			1	2	3	4	5	6	7	
Plymouth University contract		x			x					
Equality Impact Assessment	x									

Sign off:

Fin	SG/PlaceE DC14150 03.021014	Leg	21331 /SC	Mon Off	21348 /DVS	HR		Assets	JW/0037 09/10/14	IT		Strat Proc	
Originating SMT Member: David Draffan													
Has the Cabinet Member(s) agreed the content of the report? Yes													

1.0 Introduction

1.1 This project is the first of several outcomes to the policy pledge to begin the process of creating a community economic development trust in the north of the city. A report to Cabinet in January 2013 took the decision to establish a new Community Economic Development Trust (CEDT) in the north of the City and ring fence 11 assets to it as a means of supporting job creation and employment, whilst building community capacity in the north of the city.

1.2 Following the Locality report's findings that formed a significant evidence base to take forward the critical part of establishing a CEDT in the north of the City, it was decided by the members and officers group in mid-2013 that added value could be brought to the process if key staff from Economic Development and Neighbourhood Regeneration led and collaborated in the necessary actions to bring the project to a point where decision making could be taken by the new CEDT.

1.3 Benefitting from already established contacts and access to essential support services has meant that the CEDT budget has largely been shielded for key decisions later, and, through the actions described in Sections 2 and 3 below, it is believed that 'value for money' results have already been achieved especially with regard to creating opportunities for leverage funding – see Section 5.

1.4 Four ward councillors have been involved in the steering group, and two councillors will be selected to serve on the board. In addition the Cabinet member has held regular briefings for all members from the three wards to mark the key stages of the project. Cllrs Drean, former Councillor Monahan (subsequently replaced by Councillor Downie), Taylor and Jarvis have represented PCC in steering group meetings. Cllr Taylor has joined in board meetings with the first four founding members and the Plymouth University workshops.

1.5 The project for the former Whitleigh Care Home will make a significant contribution to the city's Local Economic Strategy (LES) through the creation of a business and community hub in one of the city's most deprived communities. A new HQ will empower the new Community Economic Development Trust (CEDT) and embed capacity in the local community, to help tackle long-standing market failures, create new business and employment growth, and kick start the long term process of developing a sustainable business plan for its activities over the coming years.

2.0 Background work to the creation of a new CEDT and proposed governance structure

2.1 Extensive work over the last year has been undertaken to engage with people across the communities of Whitleigh, Honicknowle, Ernesettle, West Park and Manadon. Together with a cross-directorate team of officers, local residents have closely examined the findings and recommendations contained within the Locality report including the 11 assets ring-fenced to the CEDT as a Council commitment.

2.2 Working together with stakeholders, residents have not only had the opportunity to look at how they want assets used, but also at how they will organize themselves. They have developed a vision and mission for their newly named Four Greens Community Trust (FGCT). This collaboration enabled a steering group to be elected in October 2013 with clear terms of reference to help progress the new trust into a legal entity with a fully constituted board.

2.3 The Steering Group is made up of 10 local residents and 4 Ward Councillors together with support officers from the Council; the Group has elected a local resident as its Chair. The group is looking at how to brand the new trust, developing its draft business plan and the best way of communicating with the wider population in the FGCT area.

2.4 The Chair has worked with PCC officers who have secured expert advice and guidance on governance and legal structures from the Co-operative Enterprise Hub with that work completed in May 2014 with the outcome that the FGCT have chosen to become a Community Interest Company. 4 founding directors have stepped forward and the organization is registered with Co-ops UK and Companies House.

2.5 In the summer of 2014, the Steering Group benefitted from the first of several workshops with Plymouth University paid for by the Council to guide them in the board and business development aspects and the roles and responsibilities of the new directors.

2.6 The full Board when elected on 16th October 2014 will comprise 8 local residents, 2 Councillors and 3 co-opted members.

2.7 The FGCT will need to provide a sufficiently robust yet dynamic organizational structure, capable of being endowed with financial and property assets, to manage and develop facilities such as the FGCT HQ, and to resource a range of practical projects on behalf of those living in its area of benefit.

2.8 The governance structure will be further refined with the development of the business plan. This will enable the trust to move towards a viable business model which in the longer term will not be reliant on grant funding or other public subsidy.

2.9 However, start-up costs and the need for time to grow the enterprise activities in order to generate surpluses will need initial investment in the early years. Given the likely long lead in times of a number of the proposed business activities, the Locality report felt that a commitment to meeting the first five years of costs would be required to ensure the CEDT is in a position to develop and grow though the figures cited in the report are purely circumstantial. In this regard, the social benefits described below are a factor in mitigating the deficit in the early years. See section 6 for risk management.

2.10 The social benefits include:

- Providing an HQ and office space for the FGCT;
- Providing a base for Whitleigh Big Local to provide community facilities, for example crèche, coffee mornings, meeting space, activities for kids and young people;
- Providing a media/music/radio space for young people and adults to learn new skills and engage with wider members of the community;
- Enabling FGCT to provide support and advice and training sessions to both adults and young people to help remove barriers to economic activity;
- Enabling FGCT to support emerging and embryonic enterprises through hands on support, as well as providing premises;
- Providing a focal point for strengthening membership, networks and capacity across the FGCT neighbourhoods;
- Providing local employment generation through staffing; and
- Providing construction industry opportunities through the building contract – local labour and apprentices.

3.0 The Assets

3.1 Following a decision taken by the FGCT Steering Group in December 2013, 5 of the 11 assets mentioned in the original 2013 Cabinet report were selected for further consideration at this stage. After the completion of an 'Issues and Options' paper prepared by the Council, a presentation of the preferred options for the 5 assets was made to the FGCT Steering group in February 2014.

3.2 The first **two** assets centring on Whitleigh were the former care home and the open space at Whitleigh Green combine as a single project. The steering group agreed that the Council would progress with outline feasibility work to understand the indicative costs of delivering both preferred options.

3.3 The other **three** assets are in Ernesettle. An explanation of how the preferred options were arrived at was presented for the three sites; the tractor shed, sports hall and university playing fields. The steering group agreed that some initial feasibility work should be undertaken by officers to look at the solar farm idea for the playing fields site and that the Tractor shed and sports hall should be rented out to 3rd parties on shorter term lets with break clauses.

3.4 The first asset that was taken beyond initial feasibility study in May 2014 is the former Whitleigh Care Home; this will become the HQ for the FGCT, provide community space, training room facilities and a range of lettable business spaces. It is also proposed that work will be undertaken to provide improved parking. The cost plan based on an initial concept design provides an indicative cost for delivering both of around £1million and forms part of the business case presented to the Council's investment board.

3.5 By moving forward with the Whitleigh Care Home project, the project team will continue to work co-operatively with the local community and the FGCT to ensure that maximum benefit from the assets can be derived to lever match funding into the new FGCT and support the development of businesses and social enterprises in the north of our City. Section 5 below explains some funding opportunities that mitigate the risks in investing in this building.

3.6 Part of the proposed business development manager role described in 5.3 will be to develop the business plan model for the FGCT including how the other assets, not yet considered, could support the sustainability of the trust subject to detailed feasibility.

4.0 Community engagement

4.1 Initial engagement activity and events took place across the whole CEDT area in the summer of 2013 to spread the message about the new organisation, and the council's commitment in terms of ring fencing assets for use by the trust. This in turn led to wider stakeholder meetings to share information and form some of the early values and aspirations of the trust. Visits were also organised to other economic development trusts in Plymouth, namely Wolseley (North Prospect), Real Ideas Organisation (Devonport) and Millfields (Stoneouse), in September 2013 and January 2014 to enthuse and inspire.

4.2 Visits to the care home in March 2014 were organized once the steering group had decided to pursue this project. An area wide face to face community survey too was undertaken, to identify the priorities for the new trust, and ascertain gaps in services and facilities. This highlighted the need for jobs and enterprise opportunities.

4.3 Following the decision of the FGCT to become registered as a Community Interest Company, an intensive membership drive campaign was launched in Co-operative fortnight at the end of June 2014 to encourage residents to become engaged and support the new trust to deliver economic benefits through developing projects, activities and services to help improve their neighbourhood.

4.4 Through membership, residents will gain a sense of ownership and operate according to the values and principles of a co-operative, participating in the creation of more jobs, apprenticeships, opportunities and business space.

4.5 At the same time detailed engagement over the proposed uses for the former care home have been taking place over the summer with the first of six workshops held on 9th August for the FGCT steering group delivered by Plymouth University for the FGCT to bring greater focus and scrutiny on the business opportunities.

4.6 A meeting has been planned for 16th October 2014 to enable the new membership of the FGCT to elect its full board.

5.0 Funding opportunities

5.1 A key milestone was the presentation of the business case for FGCT HQ to the Council's Investment Board, which secured authority (subject to necessary approvals) to proceed to the tender exercise and report back to the Board with the business case and costs.

5.2 There are some realistic external funding opportunities for the FGCT to match a potential contribution from the Council such as from the Big Lottery and through the new European funding programme (2014 – 2020). These will be proactively taken forward by the Business Development Manager and, should such contributions materialise, will help reduce the financial liability of the Council's financial commitment to delivering this project.

5.3 As a start, the FGCT received a contribution from the Social Enterprise Investment Fund to help pay towards the provision of a business development manager which is critical to ensure that all the elements of the emerging business plan model are financially sustainable, highlighted as a necessary step in the Locality report. The FGCT Board is at liberty to set their business development manager an income target to help offset the operational running costs of the building.

5.4 The Council is contributing a significant amount of in kind staff resource into progressing the FGCT. Whilst the new board will be in place in October, it is going to need nurturing and supporting until it has the capacity and resources to stand alone. Plymouth University (contracted by the Council) is providing the FGCT with help in both its Board and Business development.

5.5 Because the FGCT HQ project is fundamentally a community – led regeneration project, the FGCT has already agreed that Whiteleigh Big Local take up space in the refurbished building. This clearly mitigates the risk of slow take up of business / community space.

5.6 Asset development will also be on-going. The Council will continue to work with the new business development manager and the FGCT Board to ensure that the assets potentially at the FGCT's disposal are developed to mitigate the running costs of the FGCT HQ building.

5.7 Notwithstanding a number of funding opportunities that may be successful, the final business case in March 2015 will have to be sufficiently robust for the Council's Investment Board in terms of providing a return on investment to approve a capital contribution which represents the larger part of the total project cost.

6.0 Estimated revenue implications

The table below estimates the revenue shortfall for the first four years of the building's operation.

Title	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20
Business Development Manager	£30k	£60k				
3.5 FTE staff and support costs			£102k	£104k	£106k	£107k
Running costs	£7.5	£7.5	£63k	£64k	£65k	£65k
Sub total			£165k	£168k	£171k	£172k
Social Enterprise grant	£30k	£60k				
Rental income			£40k	£49k	£57k	£65k
Assumed Rate relief			£30k	£25k	£20k	£15k
Net shortfall	£7.5	£7.5	£95k	£94k	£94k	£92k

Assumptions made –

Anticipated rental level / income is based on a comparison of all inclusive rents achieved at the Plymouth City Council owned City Business Park and East End Business Centre and adjusted to reflect the nature of the development, location and anticipated demand in the period following opening of the facility.

The Rateable Value of the property will not be reassessed by the District Valuer until such time as the facility is open. For the purpose of the business case an anticipated RV has been calculated. The Rates Relief applied to the revenue cost calculation is discretionary and applied on an annual basis and has been tapered to fall away in 2019/20.

The annual net shortfall could be less depending on how successful the trust is in generating income. The appointment of a business development manager is the first step in starting the process of exploring other income generating business opportunities.

7.0 Risk Management

7.1 This is a long term project where the original Locality report recognised there would be a need for initial investment to allow for a range of business activities to become established. This is why capacity needs to be built in through working with the community to help the trust reach a position where it is self-sustaining. Furthermore it should also be acknowledged the income potential of all the other assets currently ring-fenced to the CEDT have not been assessed or calculated. However, the following risks have been identified which need to be acknowledged.

- Risk – transfer of freehold. With closure of CEDT there is the risk that the asset will be lost for the community.

Mitigation – Asset lock – restriction on title for use as a business community hub –
Make the transfer leasehold until such time as the CEDT is self-sustaining.

- Risk – transfer of freehold below market value. Under section 123 Local Government Act 1972 Councils must dispose of land for the best price reasonably obtainable, unless the Secretary of State consents to the disposal.

Mitigation – Under The Local Government Act 1972: General Disposal Consent (England) 2003 a Council may dispose of land below best consideration, without the consent of the Secretary of State, provided that such undervalue is less than £2M, if an offer promotes social and economic wellbeing within its area which this report clearly identifies.

- Risk - that the CEDT fails to take an asset transfer after the Council have expended circa £1 million in refurbishment.

Mitigation – The CEDT will be required to enter into an agreement for lease, whereby the Trust will be bound to take the lease if both parties fulfil certain conditions. If the lease is not granted then the Council will either have to run the new facility along with its existing business parks –a potential revenue deficit which would need to be managed – or close the building. Furthermore, if this is the case the other ring-fenced assets would be removed from the CEDT given the precedent set of not taking the first asset transfer.

- Risk – occupancy rates and rental levels fall below anticipated levels. In the absence of firm evidence, it is assumed that demand will be supply-led in this location.

Mitigation –The Business Development Manager role will be tasked with developing a range of business opportunities to maximise occupancy and income.

- Risk – New facility is not large enough to be sustainable in isolation without continued subsidy by the Council or other revenue streams. (This situation is mirrored at the East End Business Centre which is cross subsidised by the City Business Park).

Mitigation – This is the first of several asset sites to be developed and other options will need to be explored by the CEDT. The aspiration is that the CEDT will create other revenue streams and identifying these business opportunities will form a key role of the Business Development Manager.

- Risk - predicted job outputs not achieved.

Mitigation – continued targeting of business support in the deprived wards of the city, e.g. sequel project to Urban Enterprise under new European (2014 -2020) growth programme.

- Risk – inability to obtain additional revenue funding to offset annual revenue pressure

Mitigation – The Business Development manager will be tasked with generating an income for the trust

8.0 Community Asset Transfer

8.1 Plymouth City Council believes community asset transfer is fundamentally about giving local people and community groups greater control in the future of their area and their community in line with promoting the Council's co-operative agenda. If local groups own or manage community buildings and land it will help foster a sense of belonging and bring together people from different backgrounds. Community ownership of buildings can also play a part in raising local people's aspirations, in enhancing the local economy, environment and have the capacity to strengthen the community, voluntary and social enterprise sector.

8.2 The Policy states the Council will generally pursue leasehold arrangements with the term being set after carefully considering the needs of the applicant, the condition of the asset and the requirements of potential funders or lenders. However with regard to the transfer of the former Whitleigh Care Home, the Council will transfer the freehold subject to appropriate asset lock provisions once evidence has been received that the CEDT is self-sustaining. For the interim period, the Council will grant a lease of the former Whitleigh Care Home for a term of 35 years at a peppercorn rental conditional upon receipt of a satisfactory detailed business case. The FGCT will also be expected to produce a statement of community benefit on an annual basis.

8.3 Under Section 123 Local Government Act 1972 the Council is obliged to obtain the best consideration that can reasonably be obtained for properties unless the Secretary of State consents. . However under The Local Government Act 1972: General Disposal Consent (England) 2003 specific consent is not required where a Council disposes of land below best consideration if an offer promotes social and economic wellbeing of its area subject to the condition that the undervalue does not exceed £2million. The estimated value of the completed development will be in excess of £500,000 but below £2million.

9.0 Next Steps

9.1 It is envisaged that concurrently with the submission of a planning application by the Commercial Services Team on behalf of the trust in October 2014, the developed design and technical design will commence with the tendering process taking up to March 2015 to complete. It is also intended to start the recruitment process for the Business Development Manager in October 2014.

9.2 The detailed business case is the single most important document the FGCT will be expected to produce. This needs to be submitted and reviewed by March 2015 before the Council can confirm its intention to proceed with the Transfer of the former Whitleigh Care Home to the FGCT

9.3 Other areas of work which shall run in tandem with the development of this project include partnership and engagement work with Big Local, Unlimited (Star Programme), Plymouth Octopus Project, The Princes Trust, Working Links and Outset. As the FGCT Board become more established, they will benefit from the knowledge of other successful social enterprises such as Rio, Millfields Trust and the Wolseley Trust.

9.4 In April 2015, it is intended to let a contract and start on site with a completion date of April 2016. The transfer of the asset to FGCT will occur only after certificate of practical completion of the project has been issued. The premises should be fully operational from June 2016.

9.5 The timetable below highlights the key milestones in the project plan.

Planning application submitted	October 2014
Recruitment of Business Development Manager	December 2014
Planning decision received	January 2015
Tender cost and selection of contractor	March 2015
Detailed business case and intention to make Community Asset Transfer	March 2015
Let contract to preferred contractor	April 2015
Start on site	June 2015
Practical completion and grant of lease of the asset to FGCT	April 2016
Operational start and opening ceremony	June 2016

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PLYMOUTH CITY COUNCIL

Subject: Parking Penalty Charge Notice Processing and IT Contract Award

Committee: Cabinet

Date: 21 October 2014

Cabinet Member: Councillor Coker

CMT Member: Anthony Payne (Strategic Director for Place)

Author: Mike Artherton (Parking and Marine Manger)

Contact details Tel: 01752 305582
Email: mike.artherton@plymouth.gov.uk

Ref: PMSI30814

Key Decision: Yes

Part: I

Purpose of the report:

The current contract for Penalty Charge Notice processing and associated IT support expires on 31st October 2014. This report seeks Cabinet approval to award a new contract to the preferred supplier following a competitive procurement process for these services.

A separate private briefing paper is also submitted on the tender submission.

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

“We will be responsible for designing and delivering better services that are more accountable, flexible and efficient in spite of reducing resources”.

The recommendations contained with this report support the delivery of better services for residents of Plymouth.

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

Awarding this contract is expected to deliver the Council savings of £100k per annum compared to the current service costs and on the current levels of parking and bus lane fines issued. There are no implications to human, IT or land resources.

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

None

Equality and Diversity

Has an Equality Impact Assessment been undertaken? Yes

Recommendations and Reasons for recommended action:

It is recommended that Cabinet approves the award of the contract to the tenderer, for a period of five years with an option to extend for a further two years, to provide all services associated with –

- (a) Penalty Charge Notice processing, informal representations and IT Support
- (b) formal representations of Penalty Charge Notices

Reason
to deliver further efficiencies within the Services

Alternative options considered and rejected:

Not to award the contract for the processing of Parking Charge Notices (PCN's), informal appeals and associated IT support has been considered and rejected as the Council cannot provide these services as efficiently as achieved through an outsourced contract and that the new contract will deliver savings compared to the outgoing contract.

Not to award the contract for the processing of formal representations has been considered and rejected as this would not deliver further savings and make the service more efficient.

Published work / information:

None

Background papers:

Title	Part I	Part II	Exemption Paragraph Number							
			1	2	3	4	5	6	7	
Equality Impact Assessment	√									

Sign off:

Fin	ABPlac eFESC 14150 07.11. 09.14	Leg	RSN/ 2105 3	Mon Off	21391/ DVS	HR	n/a	Assets	n/a	IT	n/a	Strat Proc	MC/S PU/3 68/C P/09 14
Originating SMT Member: Simon Dale													
Has the Cabinet Member(s) agreed the contents of the report? Yes													

I. INTRODUCTION

1.1. This report seeks Cabinet approval to award a contract for the services associated with the processing of Parking Charge Notices (PCN's), informal representations and associated IT support, upon expiry of the current contract on 31st October 2014.

2. BACKGROUND

2.1. Plymouth City Council, as with many Local Authorities, outsourced the administration and IT support associated with the processing of Penalty Charge Notices (PCN's) back in 2001. The decision to outsource these services was an economic decision, where these services can be provided more efficiently under an outsourced contract. These services have continued to be outsourced since 2001.

2.2. A summary of the services which are provided under the current contract for the processing of PCN's, informal representations and associated IT support: -

- (i) the provision of a team and the appropriate infrastructure to manage all the functions involved with administration of informal representations
- (ii) provision of a call centre staffed Monday to Friday 09:00 – 17:00
- (iii) provision of a full debt recovery cycle
- (iv) reconciliation and banking service
- (v) processing incoming correspondence
- (vi) processing post notice to owner representations
- (vii) processing on-line representations
- (viii) provision of mail despatch
- (ix) provision of management reports

2.3. In 2013/14 Plymouth City Council issued a total of 73,346 penalty charge notices for parking and bus lane contraventions, resulting in a net income of £1.741M from parking and bus lane fines to the Council.

2.4. Under the current contract, which is consistent with such contracts in the market, the Council incurs a fee per PCN issued, whether the PCN is later cancelled or paid. There are also costs associated with software support, licencing and maintenance. The fee applicable to PCN's is dependent on the type of PCN (bus lane, by camera car or issued by an enforcement officer) and the volume of PCN's the Council issues. The unit cost per PCN reduces as the number of PCN's issued increases.

2.5. Plymouth City Council is currently under contract with Imperial Civil Enforcement Solutions (ICES) for the provision of all services associated with PCN processing, informal representations and IT support. This contract is due to expire on 31st October 2014.

2.6. As part of a review of Street Services by EDGE public solutions, it was recommended the Council consider outsourcing informal and formal representations. Authorities may outsource the processing of formal representations however 'DFT guidance' does not recommend that Authorities do so.

- 2.7. The Traffic Management Act 2004 requires that responses to formal representations come from the Council. A contractor would therefore be required to prepare and submit all formal representations to the Authority to be approved by an 'Authorising Officer' of the Council. No representations would be submitted without the authority of the Council and all formal representations would be submitted by the Council, not a contractor.
- 2.8. Formal representations are currently undertaken by Plymouth City Council, the administration of formal representations includes the following: -
 - (i) Notices of Rejection
 - (ii) Charge Certificate Representations
 - (iii) Compilation of Traffic Penalty Tribunal appeal cases
 - (iv) County Court Traffic Enforcement Centre (TEC) Statements
 - (v) TEC Statements of Truth

3. TENDER PROCESS

- 3.1. A competitive procurement was undertaken following the Open process, subject to the Public Contracts Regulations 2006 (as amended) which complied with the EU requirements. This is a one stage process with a tender questionnaire and an invitation to tender (ITT).
- 3.2. The tender included a separate 'technical' element which was for the provision of services associated with processing formal representations.
- 3.3. The contract term is 5 years, with an option to extend by a further 2 upon the supplier satisfying all of the key performance indicators over the initial 5 year term.

4. EVALUATION CRITERIA

- 4.1. The Council set minimum requirements in the Tender Questionnaire that each Tenderer was required to meet before the Tender submissions were evaluated.
- 4.2. These minimum requirements contained mandatory questions, which were either evaluated as pass/fail criteria or scored questions.

5. SUMMARY OF EVALUATION

- 5.1. One submission was received. One provider responded to advise they could not provide the full range of services the Council required; one provider responded they could not complete the tender within the procurement timeframe.
- 5.2. The tender submission provided submissions for both elements of the tender, services associated with "PCN Processing, Informal Representations and IT Support" and for services associated with the processing of "Formal Representations".

6. FINANCIAL IMPLICATIONS

Provision of Services Associated with PCN Processing, Informal Representations and IT Support

- 6.1. A comparison of the existing contract costs to those of the costs received under the tender associated with the services of PCN processing, informal representations and IT support (excluding the processing of formal representations) would realise a saving of £110k based on the numbers of PCN's issued in 2013/14 (see 6.5 for savings based on current PCN rates).
- 6.2. The latest trend analysis is showing the overall number of PCN's issued in 2014/15 to be lower than that of 2013/14. This is largely due to decrease in contraventions detected by the camera car and a greater decrease in bus lane contraventions, both as a result of enforcement achieving compliance.
- 6.3. Factoring in such reductions and applying the revised charging schedule, the rates under the new contract would still deliver savings over those in the current contract. Factoring in the reductions in PCN's being issued it is reasonable to expect the new contract to realise savings of £72k per annum through the services associated with PCN processing, informal representations and IT support.
- 6.4. All alleged contraventions identified by the CCTV camera car have to be individually viewed to confirm whether a contravention has, or has not, taken place; this is known as evidence review.
- 6.5. The fee per PCN for a Regulation 10 CCTV PCN (Camera car) in the submitted tender is greater than that of the current contract as under the new contract the contractor assumes responsibility for the undertaking of evidence reviews.

Provision of All Services Associated with Formal Representations of PCN's

- 6.6. The services associated with the processing of formal representations are currently undertaken by 3 FTE of Parking Processing and Appeals Officers. Including an apportionment of Supervision and Management, this costs the Authority £92k per annum.
- 6.7. The tender received has submitted a cost to provide these services. The Council would however be required to retain 2 FTE 'Authorising Officers' in order to have capacity to authorise the formal representations, and comply with the requirements of the Traffic Management Act 2004, based on the numbers of PCN's and appeals generated in 2013/14.
- 6.8. Awarding both elements of the tender is expected to generate £100k of savings, per annum, to the Council over the rates charged under the current contract and based on the current level of parking and bus lane fines issued.

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