

AGENDA

SAFER PLYMOUTH PARTNERSHIP



Date: 10 July 2014
Time: 10.00am – 13.00pm
Place: Conference Room, Floor 3, St Catherine's House, Notte Street, Plymouth

* indicates paperwork included
 **indicates paperwork at meeting

Item	Subject	Who	Decision Required	Time (approx)
1	Welcome/Introductions/apologies : <ul style="list-style-type: none"> • John Ward • Georgia Webb (CRC) • Caroline Marr/Richard Grant for item 3 • Mabel Edge for Item 5 	CP	-	10.00-10.05
2	Notes from previous Meeting – 08.05.2014**	CP	Agree notes	10.05-10.15
3	One Plymouth and Plymouth Plan	CM/ RG	Note update and consider how Safer Plymouth can contribute to the development of the Plymouth Plan	10.15-10.40
4	Transforming Rehabilitation – Verbal Update on process and any implications for Safer Plymouth Partnership	AP/ GW	Note update and any implications and agree any actions required	10.40-11.00
5	Restorative Justice Services – P&CC Project in Plymouth* (Pages 1 – 14)	IA/ ME	Note update from OPCC and agree Plymouth's proposal and recommendations	11.00-11.15
6	Victim Services Commissioning – Update from P&CC* (Pages 15 – 28)	IA	Note and discuss update from OPCC	11.15-11.30
COMFORT BREAK				

7	Development Session – facilitated by John Ward: <ul style="list-style-type: none"> Delivering the Plan – next steps/taking it forward Next steps for Safer Plymouth Partnership development 	JW	Facilitated session	11.45-12.30
8	Safer Plymouth Partnership Top Priorities* (Pages 29 – 30)	SH	Note report and agree recommendations.	12.30-12.45
9	Performance Report * (Pages 31 – 40)	SH	Note 2013/14 performance outturn and discuss any under-performance	12.45-12.50
10	Chair’s Emerging Issues: (a) Fairness Commission: Safer Plymouth’s response to Final Report* (Pages 41 – 114)	CP/SH	Agree Safer Plymouth response to Dame Suzi Leather’s letter	12.50-13.00
	(b) CCTV Consultation* (Pages 115 – 116)	CG	Note report and agree recommendations.	
11	Dates of Future Meetings: <ul style="list-style-type: none"> 16 October 2014 23 January 2015 16 April 2015 <p style="text-align: center;">All meetings will commence at 10 am. Venues to be confirmed</p>			

REPORT: ITEM 5 SAFER PLYMOUTH PARTNERSHIP – Restorative Justice

DATE: 10 July 2014



Background

In December 2013, a revised version of the Victims Code was published. Section 7 of the Code now places a requirement on the Police to provide information to victims about restorative justice services, including how they can take part.

The Police and Crime Commissioner has also been provided with money by the Ministry of Justice to help develop the local capacity to deliver restorative justice services and to contribute to the funding of services over the next two years (14/15 and 15/16). This money is specifically to support the delivery of restorative justice services to the victims of crime.

Current progress

Due to the intrinsic link with delivery of the Victims Code entitlements, restorative justice has been included in the joint project established by the Police and the OPCC. Delivery of the Project will be driven through a Victim Strategic Board and a Project Manager has been appointed to co-ordinate the work involved.

- A number of the statutory partners within the Local Criminal Justice Board (LCJB) also have an interest in the development of restorative justice services and wish to contribute to the development of local delivery arrangements.
- Following consultation with community safety partnerships, it is proposed that each Partnership will have a sub-group that will include restorative justice within its remit. The Police and Crime Commissioner will provide funds to these sub-groups to enable local decisions to be taken about the development of capacity and the monitoring of arrangements.
- The LCJB will also establish a sub-group to provide assistance with a peninsula wide approach to referral processes, including information technology and forms, both for victim initiated and offender initiated events.

The sub-groups are now in the process of being established.

Recommendations

For members to note the content of this report

Risks

A copy of the Project risk register will be shared with members prior to the next meeting.

Additional papers

A copy of:

- the Restorative Justice Services Project Initiation Document (PID) is attached (Appendix 1)
- Plymouth's Proposal is attached (Appendix 2)

Ian Ansell, Criminal Justice, Partnerships and Commissioning Manager, OPCC

PROJECT INITIATION DOCUMENT FOR RESTORATIVE JUSTICE

Project Name: Restorative Justice Stage 1
Date: 25^h February 2014 Release: 1 Draft
Owner: Police and Crime Commissioner
Project Executives: Chief Executive Officer, OPCC
Project Managers: Criminal Justice, Partnerships and Commissioning Manager, OPCC
Client: OPCC, Devon and Cornwall Constabulary
Revision History Revised (No.2 24 March 2014)

1. Project Definition/ Overview

1.1 To allocate funds in order to build service provision, shared referral processes, information sharing protocols and access to information on restorative justice (RJ) for victims of crime.

1.2 The published funding provision from the Ministry of Justice to the Police and Crime Commissioner for RJ services is as follows:

2013-2014	£114,000
2014-2015	£185,000
2015-2016	£380,000.

These funds are not ring fenced for Restorative Justice but it is the PCC's intention to use the funds for 2013-2014 for the purpose outlined above. The presumption is that dedicated funding of restorative justice services will continue for the following two years subject to the successful delivery of the necessary capacity building and delivery structure.

1.3 The project will take a collaborative approach, working closely with the Local Criminal Justice Board, Devon and Cornwall Constabulary, Criminal Justice Agencies, Youth Offending Teams, Local Authorities, the Community Safety Partnerships, Academic Institutions (for evaluation purposes) and 3rd Sector Providers.

1.4 The project will continue after the appropriate infrastructure for RJ has been established in each locality and will seek expanded and consistent delivery of appropriate RJ interventions.

1.5 In relation to the allocation of funds, the Police and Crime Commissioner will be guided by the following principles:

- The money will need to support and fund restorative approaches related to crime.
- It should be available for approaches that are both victim and offender led.

- It should support the availability of restorative services for victims as required by the recently published victim's code.
- It should support consistent and available restorative approaches both pre and post court.

2. Drivers for change

2.1 In January 2012, the Government published the consultation '**Getting it right for victims and services**'. It sets out a number of proposals to provide a more coherent service for victims of crime and means that the vast majority of decisions about what services are needed at a local level will be made by Police and Crime Commissioners. These include:

- *Access to restorative justice services for victims of all ages in the new Victims' Code*
- *Broadening the use of restorative justice for more serious offences, whilst ensuring sufficient safeguards for victims are in place, as outlined in the published consultation on community sentences;*
- *Establishing a process to consider the suitability of cases for restorative justice e.g. through greater use of the Victim of Crime letter and Victim Personal Statement.*

2.2 In May 2013, the **Victim Services for Commissioning Framework** was published. Although not mandatory, it provides clarity around outcomes for victims and establishes performance monitoring, so that Commissioners are accountable to the public and service providers to Commissioners. It is an important document because it outlines the framework in which RJ should operate.

2.3 The revised **Code of Practice for Victims of Crime (Victim's Code)** means that all victims must be informed of the offer of RJ. This applies to victims of adult offenders and young offenders. All parties involved with victims should be aware of these entitlements and how they can access RJ interventions at any point within the victim's criminal justice journey.

2.4 It also made provision for victims to draft and present a victim personal statement (VPS). The provision of VPS's will require a co-ordinated approach with the delivery of RJ.

2.5 In November 2013, the Ministry of Justice published the **Restorative Justice Action Plan for the Criminal Justice System**. The intention of the plan is to '*provide a more strategic and coherent approach to the use of restorative justice*' and to '*embed restorative justice within the criminal justice system*'.

The action plan is divided into four sections:

- **Capacity** – making safe, good-quality RJ available nationally;
- **Awareness** – making the public and CJS practitioners aware of RJ as an option;

- **Access** – investigating levers for, and addressing barriers to, the provision of timely, good quality and easy access to RJ and
- **Evidence** – understanding the impact on victims, offenders and the community.

- 2.6** The allocation of funds for Restorative Justice is against a back drop of increased interest from national Government and local partners in RJ. This is reflected in the **LCJB strategic plan for 2014-2015**. It includes an action on the '*effective use of restorative processes in the community, in pre sentence in the CJS and post sentence in the CJS*'. This will be measured by '*Growing community based capacity for restorative approaches to low level crime and anti-social behaviour 'to support the providers of the Crown Court pre sentence pilot in Truro*', and '*community signposting to prisoners post release*' including offender led RJ.
- 2.7** The Police and Crime Commissioner will assume responsibility for funding victim services with effect from the 1 April 2015. The development of peninsula wide RJ services is intrinsically linked to the design and implementation of victim services and will need to be able to meet entitlements provided within the Victim's Code. RJ service providers will have to be able to demonstrate that they can meet the required standards set for training and delivery. RJ services will at this time be commissioned separately to victim services.
- 2.8** The aim of the project will be to establish a sustainable model of RJ delivery across the peninsula by embedding RJ within existing service arrangements and oversight in case of central Government funding being reduced in future years.

3. Project objectives

- 3.1** The overarching objective of the project is to establish a network of RJ service providers across Devon and Cornwall that enables victims and offenders to participate in a RJ process. This will not only meet the requirements of the Victims Code, but will also assist in helping victims recover and in the rehabilitation of offenders.
- 3.2** **Appointment of a Victim and RJ Co-ordinator.** The RJ project presents huge opportunities and challenges. Significant work is required to ensure RJ services are available across the peninsula to a consistent standard. This creates a risk to the reputation of both the Constabulary and the OPCC. A full time Co-ordinator will be required to manage the delivery of the work programme in accordance with agreed timescales. The role will have a combined responsibility with the implementation of victim services. A role profile will be prepared by the Project Manager.

4. Key Deliverables

4.1 Deliverable 1 Establishment of a RJ LCJB task group

This group will provide a strategic lead and have the following remit to:

- Provide governance and scrutiny of RJ arrangements across the peninsula

- Define the standards of service for RJ providers and assist with training provision
- Provide a shared peninsula wide IT system and website
- Agree and monitor a shared referral path for requests for RJ services

4.2 **Deliverable 2 Building RJ capacity and Service delivery through RJ forums/groups**

It is only with the involvement of the Local Authorities and the Community Safety Partnerships that an infrastructure will be created that is robust enough to drive forward the delivery of RJ and flexible enough to respond to local needs. Discussions have been held with CSP managers across the peninsula to gain support for RJ to be a principle responsibility for a remodelled group or established forum, directly accountable to the CSP's. Membership of the forum/group should include:

- ASB Co-ordinator
- IOM
- YOT
- 3rd Sector
- Prison
- Probation
- CSP manager
- Neighbourhood 'managers'
- RJ co-ordinator

Work will be required to scope and estimate how many victims may potentially want to accept an offer to engage in RJ processes. It has been assumed that demand for RJ services will be relatively small across the peninsula in the initial year of the project; but that it will increase as understanding increases. Capacity to deliver services and staff training should be proportionate to meeting the level of demand.

It is also imperative that the duty under the Equality Act is fully met and that opportunities to participate in RJ processes are equally accessible to all victims irrespective of any protective characteristics

4.3 **Deliverable 3 Informing victims about Restorative Justice as part of the Victims Directory**

There will be a requirement for the Police (and staff at other 'touch points' with victims such as those within the VCU) to be able to provide all victims with information about their entitlement to RJ. The online victims directory will include the following:

- Generic information about RJ – what it is, how it works, victim entitlements and considerations
- A list of providers and clear system of identification as to their status of accreditation in RJ

- A enquiry form to the relevant organisation that will be monitored by the RJ coordinator
- All referrals between Individual victims and organisations will be coordinated by the RJ coordinator
- Alternative gateways to the information will need to be provided to ensure equality of access to support and arrangements must be in place to help victims understand the available information.

The directory would require a gatekeeper and daily input in terms of checking information, liaising with those listed, dealing with system faults and enquiries.

4.4 Deliverable 4 Information Sharing, Information Security and Shared I.T

The management of RJ cases and in particular the effective sharing of information between agencies will require one system that provides multiple users access. 'My RJ' is a system owned by the Restorative Justice Council that enables providers and other agencies to share and record information on one database and can 'data mine' into other systems such as OASYS. The secure recording and exchange of information will be an essential component in delivering RJ and information security will need to be addressed. The Project will explore the best solution to IT provision.

In addition, UNIFI will need to be able to identify victims that are interested in RJ and flag this interest to the designated member of staff to enable the necessary arrangements to be made.

4.5 Deliverable 5 Implementation of one referral process and standard package of care for victims

In order to add clarity to the system and to provide quality assurance in relation to referrals, the Project will identify a single referral process and relevant paperwork for adoption and implementation. This standardised approach will need to be acceptable to all agencies and providers. The process should cover victim care packages to support victims throughout any RJ events, including clear exit arrangements.

4.6 Deliverable 6 The provision of surrogate victims and offenders

The project will explore the potential and capacity to provide a bank of surrogate victims and offenders in order to facilitate face to face meetings or conferences when the original victim or offender is not willing or ready to participate in RJ events.

4.7 Deliverable 7 Training Requirements

Appropriate awareness training will need to be provided to those working in the CJS, who have contact with victims, to ensure victims are provided with sufficient and accurate information about RJ. There will be different points within a victims journey where they will either be entitled to an offer of RJ (at first contact) or wish to explore RJ further. There will also be a training need around the IT provision, when the best system has been identified.

4.8 Deliverable 8 Standards and accreditation

The delivery of RJ services must be safe and of a good quality. It will be a requirement that all listed providers of RJ services on the victims' directory meet the set PQQ requirements, including staff training, to be part of the network.

5. Desired Outcomes

5.1 The key desired outcomes are:

- To improve the speed and level of recovery for the victim
- To assist in an offenders rehabilitation through increasing their awareness of the impact of their offending upon victims

These outcomes will improve victim satisfaction and contribute to reductions in the level of crime and reoffending.

5.2 It is essential that RJ arrangements across the peninsula are based upon a sustainable model not reliant upon continued central funding through the Police and Crime Commissioner. Developing such a model will require consultation and engagement with the LCJB, local authorities and Community Safety Partnerships across the peninsula.

5.3 The Project will focus on the following areas where it will measure impact:

- Pre sentence
- Post sentence
- Prolific Offenders (definition to be agreed)
- Other Community based RJ activity not included in the above

6. Business Benefits

6.1 **Helping to improve the speed of victim recovery.** RJ processes can make a significant contribution to quickening the speed of a victims recovery from the crime.

6.2 **Reduction in crime and reoffending.** The focus of the CSP forums/groups will be to implement RJ services with statutory partners and third sector providers to reduce crime or reoffending. The University of Exeter will be involved in the evaluation of these projects and in collating the evidence of whether there has been a reduction in reoffending. The process of a face to face meeting or conference can help the offender understand the impact of their crime on an individual and has the capacity to be more effective in rehabilitation than other single sentencing options.

6.3 **Community engagement.** Community restorative conferences can include a number of people and invigorates communities to feel they are active in finding solutions to the problems that blight their communities.

7. Risks/Considerations

7.1 There is a requirement to be able to provide timely, safe, high quality and well co-ordinated RJ interventions as required by the entitlements of the Victims Code. This will require:

- The welfare and needs of the victim should be at the centre of our decision making.
- Staff and providers to be confident in using the agreed IT system
- Adequate capacity in terms of trained RJ facilitators and assessment to ensure that there is provision across the peninsula to meet demand for RJ services
- Police and VCU staff to be competent in explaining RJ as and when required
- A clear system of recording RJ requests on UNIFI
- The identification and appointment of a RJ SPOC (number, contact and directory) to co-ordinate and manage RJ capacity and services
- A standardised referral process and form to be implemented across the peninsula

7.2 The priority for the allocation of funds will be providing a sustainable structure for partnership working, the sharing of resources and RJ delivery according to the project objectives; rather than the mapping of RJ provision or training for staff to accredited levels until the demand for services has been assessed.

8. Interdependencies

8.1 The proposed model relies on 'buy in' from the Community Safety Partnerships to manage the local forums/groups.

8.2 Effective implementation of RJ services across the peninsula will require balanced provision across the area, implementation of the Directory and an IT system for service providers.

8.3 The outlined training requirements for police staff and staff working for RJ services providers will need to be met.

8.4 Learning may also be available from the Truro Crown Court post sentence RJ project.

8.5 The level of demand could possibly be too low to sustain further development of RJ services or too high and be beyond the capacity level for services to be delivered in a timely fashion.

8.6 A Commissioning strategy for Victim Services has been agreed (July 2013) that will create a structure and environment for the RJ project to fulfil its objectives in the timescale required.

9. Funding allocations

- 9.1 See point 1.2 above for the funding allocations provided through the Police and Crime Commissioner.
- 9.2 The following is the agreed allocation of RJ funding for 2013-2014 only. Funding proposals for 2014-15 have yet to be finalised.

Project requirements	Funding allocation
LCJB RJ Task Group – to drive strategic approach to RJ. To receive reports/updates from co-ordinator and CSP groups/forums.	Nil
Appointment of a co-ordinator to: <ul style="list-style-type: none"> • Support the development and administration of forums/groups • Develop and implement the referral process • Evaluate and purchase an IT system • Assist in the development of the groups/forums • Partnership agreements • Compliance with requirements of Victims Code 	Approx £40,000 per annum pro rata when appointed. (<i>This would be funded out of Victim Services allocated funding and not the RJ allocation.</i>)
Information sharing and shared I.T. RJ will need information sharing that enables the growth of quality RJ provision and assists the referral process.	Initial costs for 'My RJ' are £10,500. (for multi-agency access) Ongoing costs of Licence renewal £14,500 for year 2 and 3 respectively
A SPOC online directory on Restorative Justice in order to signpost victims to RJ. Needs to be linked with wider Victim Services. Access provision for referral paperwork and telephone contact to ensure equality in opportunity and access for victims from all protected groups in line with the Equality Act 2010, where appropriate and relevant.	£7500 for website development and £2500 for providing e-newsletter/ RJ news pages and general pages (<i>costs are estimates but would be part funded from Victim Services</i>)
Building RJ capacity and Service delivery across in localities through forums/groups accountable to CSP's	£20,000 each

10. Constraints and assumptions

- 10.1 The Project will work with the regional Procurement Unit to ensure that the appropriate procurement and commissioning legislation is complied with.
- 10.2 It is imperative that the requirements of the Victim's Code in relation to RJ are met.

- 10.3 There may be scope for collaboration across PCC areas in relation to E-solutions and the directory to reduce costs.
- 10.4 A positive working relationship will be maintained with Victim Support, as the existing provider of Victim Services, in order to develop RJ services through the transition period.
- 10.5 The impact of changes within the criminal justice system and other areas that may also have an impact on the delivery of services to victims, will need to be monitored and evaluated.

11. Project Tolerances

- 11.1 The project will use the covalent system of actions, sub actions and milestones to alert the Project Co-ordinator to any slippage of more than two weeks for key milestones. The Project Manager will be informed of that slippage.
- 11.2 Any slippage which threatens to delay the delivery of the full project beyond the 1 April 2015 will be reported at the earliest possible moment to the Project Executive.
- 11.3 Cost variations will be reported to the Project Manager and the Project Executive. The Project Manager will need to authorise any cost implications in fulfilling delivery of the project.

12. Quality Management Strategy

- 12.1 No specific quality management model is being applied. Quality is to be ensured via the combined effects of the OPCC Commissioning and Scrutiny Board, structured management of the project and the communication strategy.

13. Records Management Strategy

- 13.1 The Project plan will be managed through the Covalent. All hard copy documentation will be stored in a dedicated file.

14. Project Risk Management Strategy

- 14.1 All deliverables and objectives will be considered in terms of threats and opportunities to build a risk universe for the project. The nature of each risk will be evaluated to arrive at a prioritisation score. Action to mitigate the risks will be developed and its performance monitored to ensure the project's success.

15. Identified Risks

- 15.1 The proposed model relies on 'buy in' from the Community Safety Partnerships to manage the local forums/groups.
- 15.2 The funding for RJ Services is guaranteed for another 2 years and thereafter subject to the CSR and a possible change in Government. It is important therefore that a sustainable solution is found to deliver the capacity required to meet demand for RJ services.

- 15.3 The project implementation plan for Restorative Justice is separate because it requires a targeted approach to fulfil the project objectives. However, there is considerable synergy, as reflected in the duality of the co-ordinator role for Victim Services and Restorative Justice.

16. Communication Management Strategy

- 16.1 The following table sets out the communication lines and frequencies by which the Victims and RJ Co-ordinator will report to stakeholders and interested parties:

Stakeholder/Interest Party	Method of Communication	Frequency of Communication
LCJB RJ task group	Stage reports/meetings	Quarterly
Victim Services Working group PCC/Force	Stage reports/meetings	Monthly
CSPs - Groups/forums	Stage reports/meeting	Monthly
Commissioning and Scrutiny Board – OPCC	Stage reports Commissioning Board Meetings	As required
Project Executive	Stage reports/Meetings	Co-ordinated monthly with Project Officer/Covalent Service User.
Project Manager (Commissioning Manager and Policy lead/ Police CJ Commander)	Daily interaction/ emails and telephone/ Stage reports/Meetings	As frequently as required. Co-ordinated monthly with Project Officer/Covalent Service User.

17. Project Controls

- 17.1 Project risks will be recorded, evaluated and controlled via a risk register. This will be the responsibility of the RJ Co-ordinator to communicate these to the working group and the OPCC Commissioning team.
- 17.2 Day to day issues should be dealt with by the RJ Co-ordinator in collaboration with the Project Manager and their status and resolution recorded. Unresolved issues will be considered by the LCJB RJ Task group for resolution and to the Commissioning Board for agreement.

Sarah Carlsen-Browne Commissioning Team

Office of the Police and Crime Commissioner March 2014

Restorative Justice Services - Plymouth Project

Introduction

The first meeting to form the Plymouth Restorative Justice Forum was held on 10th April 2014, facilitated by Mabel Edge, Manager, Family Group Conference Service (FGC), Plymouth City Council (PCC).

The Forum emerged out of the sub groups which had been meeting for the past 18mths in Exeter to look at the way forward for restorative approaches under the OPCC. There is increasing emphasis on RJ, in light of the requirements under the victim's code to ensure that RJ is available to all victims of crime by April 2015.

Mabel Edge, (author) has been attending those sub groups since 2012. FGC is a restorative approach; the FGC staff team are trained RJ facilitators and undertake a range of alternative methods to resolving disputes.

The Forum, has now met on 2 separate occasions, and has representatives from Probation, Victims Support, 3rd Sector, and PCC, including Community Safety Partnership (CSP), Youth Offending Service (YOS) and Police.

The OPCC indicates that £20,000 will be made available as a starter pot, to local areas including Plymouth, and this will be drawn down via the CSP. The money is ring fenced to support the establishment of high quality restorative justice services.

The Forum needs to continue to expand to cover all victims' services in order to build strong links and partnerships with other key partners across the city, in particular representations from Police and Prison services.

We recognise the value of victims and ex-offenders input and have a young person sharing their views within the Forum.

Members of Safer Plymouth are asked to agree: To support the proposal set out below for the ring-fenced funding from the OPCC in Plymouth to be managed by The Forum, with accountability being held by the FGC Manager, PCC.

Proposal

To fund 10hrs per week of Co-ordinator time, to build on the initial foundations of the Forum and champion RJ, the work of the Forum, RJ and other restorative solutions, as well as other victims services.

To champion victim led RJ across the City of Plymouth, ensuring that awareness of restorative approaches is promoted. To develop a positive image of RJ and the benefits of its use for victims, offenders and the wider community. To ensure the facilitation of high quality restorative approaches.

To build capacity within communities by supporting recruitment of local people to train to undertake restorative approaches, including RJ, peer mediation, as well as mediation skills and techniques which help enable and empower local people to solve local problems from within the community itself.

The partnership agencies within the Forum wish to sign up to their own set of minimum standards, in line with the RJ Council National Standards to ensure that all victims of crime as well as offenders are offered a high quality safe and consistent process. It is anticipated that all RJ facilitators, wishing to deliver RJ, via the OPCC's directory of services (which is currently being built) will have to meet the minimum requirements set locally, within a specified timescale. The co-ordinator will be key to this.

For a central co-ordination point in supporting the work of the OPCC's proposed victims care unit being set up centrally, which will signpost victims to support services or a directory of support services.

Supervision and management support will also be a requirement for all active RJ facilitators. The Co-ordinator will work alongside the Forum to ensure that the standards are acceptable and agreeable to all the partners.

Ensure that a consistent positive image of RJ is promoted and ensuring that RJ provision is available across the City, which is of a standard set by the Forum.

The Co-ordinator will hold the register for a pool of suitably trained RJ facilitators from across all Plymouth, and will allocate the RJ referrals to the Facilitator.

Reporting

The FGC Manager will provide a quarterly report indicating the work undertaken by the Co-ordinator to the CSP, as required by the CSP and or OPCC

Budget – 12mths

Co-ordinator time (Grade H)	£10,222
Management Support/Supervision	£2627
Service charge, telephone, office space, ICT	£1875
Promotional materials for events	£550
Expenses, refreshments, Travel	£626
Training/support to local RJ facilitators.	£4100

Total **20,000**

Mabel Edge

FGC Manager 3.7.14

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REPORT: ITEM 6
SAFER PLYMOUTH
PARTNERSHIP – Victims Services
Commissioning
DATE: 10 July 2014



Background

In December 2013, a revised version of the Victims Code was published. The significant changes were:

- Expansion of the Codes to cover victims of volume crimes such as theft
- Enhanced entitlements for victims of serious crimes, vulnerable and intimidated victims, persistently targeted victims and young people who are victims
- Entitlement to provide a victim personal statement to the court (businesses are also now entitled to provide an impact statement)
- Victims must be offered the opportunity of participating in restorative justice approaches

The UK has also adopted the EU Directive on the Rights, Support and Protection of Victims of Crime, which must be implemented in full by November 2015. Compliance with the revised Victims Code will satisfy the requirements of the EU Directive.

With effect from April 2015, the Police and Crime Commissioner will have responsibility for the effective delivery of services to victims of crime. These services must be available to all victims, irrespective of whether the victim is prepared to engage with the criminal justice system and has reported the crime to the police.

A Victims Needs Assessment has been completed for the peninsula; highlighting areas where improved service delivery is required (a copy of this is available on the OPCC's website). In particular, communication was poor in too many cases and victims wanted a wider range of services capable of meeting diverse needs.

Current progress

A joint project has been established by the Police and the OPCC in order to commission a full range of victim services and to achieve full compliance with the revised Victim's Code. Delivery of the Project will be driven through a Victim Strategic Board and a Project Manager has been appointed to co-ordinate the work involved.

There will be six priority task groups, reporting to the Joint Police/OPCC Victim Strategic Board, the membership of each to be finalised:

- i. *Process Mapping*
- ii. *Development of Network and Directory*
- iii. *Victim Needs Assessments*
- iv. *Demand and Volume*
- v. *Compliance with delivery of entitlements within the Victims Code*
- vi. *Services to victims of sexual violence and domestic abuse*

Each task and finish group will be responsible for delivering an action plan and reporting back to the Board on progress. The Board will meet on a monthly basis. The first draft of the action plans should be completed by the 1 June.

A project timeline is also being prepared to illustrate key milestones and the interdependencies that exist with other projects e.g. the implementation of Unifi, the new Police crime and intelligence system. A risk register will be commenced.

Extensive consultation has been conducted with groups and organisations across Devon and Cornwall who are interested in providing services to victims. A meeting was held with their representatives on 13 May 2014, as part of the process for initial expressions of interest to be recorded, which will lead to the creation of a directory of victim services.

An audit is being undertaken to clarify the complex nature of services available across the peninsula, for the victims of sexual violence and domestic abuse. These services are currently funded by a range of different local authority, statutory and charitable bodies, including the Home Office and the Ministry of Justice. The length of funding provision also varies. The Ministry of Justice has recently ended the Witness and Victim Fund provision and stated that it is a matter for each PCC to decide what services they choose to commission based upon their assessment of local victim needs. Locally, the PCC has provided funds for these services to be continued for another six months (until 31 March 2015) to enable the audit to be completed.

Risks

A copy of the Project risk register can be shared with members prior to the next meeting.

Additional papers

A copy of the Victim Services Project Initiation Document (PID) is attached (Appendix I).

Recommendation:

Members of Safer Plymouth are asked to note this report.

Ian Ansell, Criminal Justice, Partnerships and Commissioning Manager, OPCC

PROJECT INITIATION DOCUMENT FOR POLICE BASED VICTIM CARE SERVICES

Project Name:	Victim Services
Date:	14 th February 2014 Release: 1 Draft
Owner:	Police and Crime Commissioner / The Chief Constable
Project Executives:	Chief Executive Officer, OPCC / Assistant Chief Constable, Crime and Criminal Justice
Project Managers:	Criminal Justice, Partnerships and Commissioning Manager, OPCC and Superintendent, Head of Criminal Justice
Client:	OPCC, Devon and Cornwall Constabulary
Revision History	Revised (No.5 19 May 2014)

1. Project Definition/ Overview

- 1.1 It is intended that the commissioning of Victim Services for Devon and Cornwall, will enable the diverse needs of victims to be met in line with relevant legislation such as the Equality Act 2010, the Social Value Act 2012 and the Human Rights Act 1998. It should also ensure the entitlements within requirements of the Victims Code and E.U Directive are delivered.
- 1.2 The project will be a joint enterprise between the OPCC and the Devon and Cornwall Constabulary. It will involve close liaison with the LCJB, other Criminal Justice Agencies, and other 3rd Sector Providers.
- 1.3 The project will continue after the services have been commissioned in order to aid performance measurement and monitoring through the implement and review stages of the commissioning cycle. The intended outcome of the commissioning process is for the victims' pathway through the criminal justice system to run smoothly and partners work effectively to meet the personalised needs of victims.

2. Drivers for change

- 2.1 In January 2012, the Government published the consultation document '**Getting it right for victims and services**', which sets out a number of proposals to provide a more coherent service for victims of crime. It stressed that the vast majority of decisions about what services are needed at a local level should be made by Police and Crime Commissioners using an outcome based framework, to improve outcomes for victims and witnesses. The **Anti Social Behaviour, Crime and Policing Bill** published on the 9 May 2013 (anticipated to receive Royal Assent in Spring 2014) includes provision to expand the Police and Crime Commissioner's existing powers to commission victim services.
- 2.2 In May 2013 the **Victim Services for Commissioning Framework** was published. Although not mandatory, it provides clarity around expected outcomes for victims and requires transparent performance monitoring so that service providers are accountable to the Police and Crime Commissioners, who in turn are accountable to the public.
- 2.3 Subject to Parliamentary approval, the transition to locally commissioned victim services in Devon and Cornwall will occur on the 1 April 2015.

- 2.4 The UK has opted into the **EU Directive on the Rights, Support and Protection of Victims of Crime** (formally adopted on 4 October 2012 with a deadline for implementation by 16 November 2015). The obligations need to be taken into account in the services commissioned by Police and Crime Commissioners.
- 2.5 In December 2013, the revised **Code of Practice for Victims of Crime (Victims Code)** was published giving victims clear entitlements from Criminal Justice Agencies, extending the number of victims entitled to services i.e. volume crime categories, requiring assessments of victim vulnerability to be completed and enhanced services to be provided when this is identified. Victim Personal Statements will also be taken from victims where that is their wish.
- 2.6 The project will be focused on achieving high level outcomes and how services can best support victims to cope and recover. There is no formal approach to measuring outcomes when supporting victims but reference to the research in the **Evidence and Practice Review of support for victims and outcome measurement and associated resource** (Callahan et al. 2012a; 2012b) is a useful resource.

3. Project objectives

- 3.1 The overarching objective of the project is to ensure the identified needs of all victims of crime are met in accordance with the Victims Code. To achieve this, an integrated model of victim services must be developed, using the victim needs assessment completed by the OPCC to inform the service design. The final draft of the needs assessment can be viewed on the following link [online](#).
- 3.2 Wherever possible and appropriate, contact between victims entitled to enhanced services and support agencies will be directly facilitated rather than 'signposting' to possible services. In all cases processes followed must ensure that identified victim needs are met or an explanation provided as to why this has not been possible.

4. Key Deliverables

4.1 Deliverable 1 - Implementation of common assessment of vulnerability

The Project will devise and implement a process to ensure that an assessment of vulnerability is completed to consistently identify victims entitled to an enhanced service. This will be required at a number of different 'access points' when a crime is reported or there is a significant change to the understanding of a victims' circumstances. The needs assessment should take a holistic approach to identifying the needs of victims and those that are close to them. Individuals connected to the victim can be adversely affected by the crime. It is important in providing care to the 'victim' to consider the impact of the crime on their wider network of support. This network could be partners, family, friends and sometimes whole communities who can also need access to information and support. This wider provision can be the key to enabling a victim to recover from the effects of crime.

4.2 Deliverable 2 - Establishment of a Victims' Care Unit (VCU)

Under the new commissioning requirements there are a number of functions that the Police and Crime Commissioner must have in place by April 2015. These include delivering replacement referral arrangements to victim support groups for when the current regional victim support unit in Bristol ceases to operate. The initial concept to be tested by the Project, is to establish a Victims Care Unit in some form (the naming convention for the Unit to be agreed through the Project, the term Victim Care Unit is used for expediency in this document). The design of the Unit structure, location and numbers of staff needs to be calculated against estimates of the level of demand and work. In particular, the structure will need to be developed against the workload profile and other internal Force developments, including

identifying the 'opening hours' for the Unit.. The best option should be explored by the Project. However, it will be important that staff can provide the widest possible knowledge and expertise in the support of victims and that they have the skills required in the role profile.

The Unit must provide the flexibility to deal with more detailed and time consuming assessments or interactions that require specialist input and referrals. It must also be capable of achieving the following:

- **Improving victim satisfaction through improved communication**
Setting clear standards and responsibilities for how and when victims will be kept informed and by whom, as their case progresses e.g. officers investigating the crime, FLO's, SOLO's etc. Performance must be monitored and managed. An aspiration will be to provide a single point of contact for victims as they travel through the criminal justice system.
- **Improved allocation of resources to identify victims needs across the victim pathways at different 'touch points' within their journey through the criminal justice system**
The needs of a victim, or their openness and capability to express those needs, might change at different points. The Victim Care Unit will be most likely to achieve maximum effectiveness if staff have a range of different experiences and skills provided by a combination of police officers, police staff, volunteers and third sector specialists e.g. in domestic violence. It will ensure staff with the right skills to complete comprehensive assessments and effectively triage interactions. It will ensure that individual victim needs are met rather than providing victims with the 'same' level of service.
- **Provide an initial single point of telephone contact with the capacity for victims to select a chosen method of communication thereafter**
The non emergency telephone number 101, will be used as the channel for first contact with the VCU. Thereafter, victims will be asked to nominate their preferred method of communication and once engaged, will be provided with direct contact details for the VCU.
- **Provide a fast responder victim service and 24 hour cover**
It might be appropriate for victim communication in certain types of crime to stay with staff in specialist units e.g. , Public Protection Units, but a clear process to ensure ownership and responsibility for communication will be required. Victim care arrangements must be available 24 hours a day which will require operational and control room staff to be able to access services and support from victim care groups.
- **Act as a single point of contact to ensure local people subject to victimisation elsewhere have their needs assessed and met.**

4.3 **Deliverable 3 Providing an Enhanced Service to those entitled under the Victim's Code.**

The Project must ensure that those assessed as needing an enhanced service receive a high quality service in accordance with the entitlements specified within the Victim's Code. This will require clear communication channels and

responsibilities for updating requirements, which must include specialist police support functions i.e. SOLO's, FLO's, RTC FLO's and Child Exploitation Units.

Meeting the enhanced service requirements of certain victims will require specialist care and potentially long term emotional support. The provision of such services will require specific skills being available across the peninsula. Current services providing specialist support to victims of sexual violence, domestic abuse and same sex partner abuse are funded by a number of partners such as health and local authorities, together with the Home Office and Ministry of Justice. The rape crisis service providers and the organisations employing IDVA's and ISVA's have reported shortfalls occurring in current funding arrangements at two key points, the 1 October 2014 and 1 April 2015.

The OPCC is conducting a thorough audit of these services (rape crisis, domestic abuse services, IDVA's and ISVA's) in order to assess:

- Function and capacity – the size, reach and range of services
- Volume of referrals relating to reported and non reported crime
- Sustainability – other funding streams

The MOJ has asserted that additional revenue has been provided within funds given to PCC's to continue to (partially) fund 'those services required to meet the needs of victims and witnesses'.

4.4 **Deliverable 4 Integration and communication with other agencies and specialist victim care services**

The Project will explore opportunities for the functions around victim care to be integrated with other related activities such as witness support. This will require close working arrangements with the Criminal Justice Department review process and with other organisations with duties to provide services to victims and witnesses. Clear communication channels will need to be established with key partners including Probation VLO's, the Police Witness Care Unit, CPS staff with witness care responsibilities and the new national Court Witness Service, to ensure victims are provided with the necessary information and services. Consideration also needs to be given to the role the Victim Care Unit might play in updating victims of applications by sex offenders to come off the Sex Offenders Register.

4.5 **Deliverable 5 Informing victims about Restorative Justice and Victim Personal Statements.**

The Victim Care Unit will complement the role of investigating officers and ensure that victims are given information about restorative justice and that they understand the offer. The offer must be recorded and where victims request further details, contact facilitated with an appropriate service provider. Similarly, the Victim Care Unit must ensure victims understand the Victim Personal Statement process and when requested arrange for or ensure that the appropriate support is put in place to allow the Statements to be taken. If the victim wishes to present their statement to the court, responsibility for ensuring this is facilitated must be clearly allocated.

4.6 **Deliverable 6 Creation and implementation of an affordable electronic referral process meeting defined standards and a Web Based Directory of Services.**

Referrals to organisations (for victim support and RJ) will be through a secure IT solution. The Victim Care Unit will send referrals through this system and supporting documents via the criminal justice secure email system (CJSM). This will require organisations that wish to receive referrals to be able to meet standard Criminal

Justice PQQ requirements. Individual victims with complex needs may require a number of referrals to a range of organisations to be co-ordinated by the Victim Care Unit or the lead support agency selected by the victim. All arrangements must take into account appropriate and proportionate IT/information security and information sharing requirements.

A web based directory of services will be required to provide a number of additional functions:

- Details about the Victim Care Unit and the services it offers. One identifiable helpline number and web based secure capability for referral forms to be shared with other agencies and to facilitate self referrals directly by victims.
- Generic information for victims that can be downloaded. This could include crime prevention information; the road collision information pack and other relevant documentation.
- A directory of organisations that can be accessed for further support. There should be the functionality within the website to display these in three formats; geographically, within relevant victim pathways and an A-Z facility. Each organisation should have a homepage.

The Project will ensure this information is also available through alternative communication channels in order to comply with the Equalities legislation.

4.7 ***Deliverable 7* Scope and capacity of UNIFI to meet the requirements of integrated Victim Care model and the Victim's Code.**

To deliver full efficiency savings and increase the effectiveness of victim care arrangements it is important for the capability of UNIFI to deliver the following functions to be explored and if necessary alternative arrangements made:

- The ability to archive the original victim vulnerability assessment, and any subsequent updates.
- To alert the Victim Care Unit to updates on the crime record, in order that the victim can be informed. This must include clear identification on the system of repeat victimisation.
- To mandate the completion of critical fields within the victim record, especially their preference for method of contact.

4.8 ***Deliverable 8* Track My Crime**

It is a high priority within the Project that Track My Crime is available and operational from 1 April 2015. It will provide a service to the majority of victims that require information about progress of their crime and a crime number. The ability to direct victims to 'track my crime' will result in a significant reduction in demand and reduce the time spent on telephone communication to and from the Victim Care Unit.

4.9 ***Deliverable 9* Victim Services for those not engaged with the criminal justice system**

The web based directory of services will contain details of organisations that can provide a service to victims across the Peninsula, who do not wish to engage with the criminal justice system in accordance with the EU Directive. Access to the

services will be through a separate publicised set of 'gateways' to facilitate equality of access. Many organisations work with victims but are not funded to do so as it is not their primary reason for engagement e.g. BME and LGBT groups. Accreditation of these agencies will require completion of impact of crime training for some of their workers to cascade through the organisation.

It is intended that a network of 'drop in' centres for victims will be established through existing organisations with local offices or accommodation. The organisations will all be identified via their logo as members of victim service providers for Devon, Cornwall and IOS. The organisations will be included as part of the online directory.

4.10 **Deliverable 10 Payment model for victim service providers / budget allocation**

Payment arrangements for organisations / agencies that provide services through the directory need to be consulted upon and agreed with the service providers. Initially the financial reward might need to be grant based upon the anticipated number of victims supported before moving to a more sophisticated outcome based measure. Work will be required to determine the appropriate balance of funding between the victim care unit, high risk services and organisations in the directory.

5. **Desired Outcomes**

5.1 The success of the Project will be determined against the following criteria:

- Better outcomes for victims – adopting and responding to a need based approach to victim support that is not predicated upon the type of crime involved.
- High levels of victim satisfaction with the quality and timeliness of the support services provided.
- Increased community awareness. To create an environment where the general public recognise that delivering good Victims Services are a high priority and that there is increased public confidence in the accessibility of support to Victims
- Effective victim services that can be shown to provide Value for Money

5.2 **Measuring service outcomes**

The outcomes of the project will be an increased ability for victims to **cope** with the impact of crime and subsequently **recover** from the harm they have experienced across the following pathways (areas of need):

- Mental and Physical Health
- Shelter and accommodation
- Family, friends and children
- Education, skills and employment
- Drugs and alcohol
- Finance and benefits

- Outlook and Attitudes; and
- Social Interaction

Identifying a form of measurement to determine the improvement in outcomes (distance travelled) is an essential part of evaluating the new victim service arrangement. There will need to be a system of recording outcomes for all organisations requiring funding for working with victims; either referred via the Victim Crime Unit or self referral by victims not wishing to engage with the criminal justice system. However the bureaucracy involved must be proportionate to the purpose of the measurement.

6. Estimated Baseline Costs

6.1 **Appointment of a Victim and RJ Co-ordinator.** The victim services project presents huge opportunities and challenges. The risk are considerable in terms of ensuring victim care improves and to the reputation of both the Constabulary and the OPCC. A full time Co-ordinator will be required to manage the delivery of the work programme in accordance with agreed timescales. The role will have a combined responsibility with the implementation and development of Restorative Justice across the peninsula. A role profile will be prepared by the Project Managers.

6.2 Victim Care Unit Estimated Staff Numbers

The number of posts required will be dependent upon workload volume, process design and affordability within budget (see para 4.2 above). It is important that staff appointed into the Unit have the skills required to be client centred and understand the impact crime can have upon the victim, their family, friends and the community. It will also be important for volunteers and staff from the third sector to be integrated within the Unit.

Preliminary calculations of potential staff requirements for the Unit are as follows:

- One Supervisor
- 8 Police Staff
- 1 Volunteer Co-ordinator
- Volunteers
- 4 Third Sector Specialists

6.3 Victim Care Unit Estimated Staff Costs

With staff numbers as above, we estimate the following cost for Year 1:

Supervisor		40k
Police Staff	8 @	25k
Third Sector Specialists	4 @	25K
Total		(340k)

(With N.I approx 450K)

6.4 Estimated Staff Costs of present system

In light of a lack of quantitative and qualitative information on the costs involved in police officers informing and updating victims; the OPCC has calculated the following:

Based on average of 20 minutes for a Police Constable to go through the 'You matter we care' booklet and an average time given to making follow up calls.

Minutes	1,487,420	
Converted to hours	24,790	
Total Cost months	£296,350	Based on pay point 2 after 12 months

(Hourly rate £11.95 x 37 hour week)

The estimate of £296,350 is the minimum cost of updating victims in the current system but this value is not comparable to the functions and standards of victim contact to be achieved through the Victim Care Unit. A substantial difference will be the new entitlements within the revised Victim's Code, which has created enhanced arrangements for vulnerable and repeat victims, the extension of entitlement to victims of volume crimes and the entitlement to make Victim Personal Statements. Anecdotal evidence would suggest a variable level of compliance with the previous Victim's Code.

6.5 Other Estimated Costs

Directory development, plus work to populate & maintain pages	£10k
Start up costs, IT, promotion	£10k
Ongoing communication costs (leaflets, letters, stationery etc)	£20k

This would leave approx £900k for the funding of services described within the Key Deliverables in section 4 above (2015/16).

7. Business Benefits

7.1 An increase in Victim satisfaction - Total satisfaction as of the 14 January 2014, was 83.7% with a target 88%. The Victim Care Unit will contribute to this by:

- ensuring a consistent more responsive service to the needs of Victims
- checking that victim needs are assessed and recorded in all relevant cases
- acting as a centre of excellence and good practice for how to engage with victims

7.2 Achieving full compliance with the Victim's Code

The Project will design processes and make funding arrangements that ensure full compliance with the Victim's Code can be achieved in a cost effective and consistent manner. This will include maximising the use of IT both by police staff and volunteers within the Victim Care Unit to facilitate victim contact and also direct access by victims to investigation updates and generic information.

7.3 Release of Officer time- it is intended the process design will minimise the time commitment of police officers to routine updating of victims through use of the

community and voluntary sector. Time savings can be calculated when process options are devised.

8. Risks/Considerations

Financial Provision for Victim Services

	13/14	14/15	15/16
Victim	504,251	357,000	1,427,000

- 8.1 Staffing:** Staff will need to be found with the appropriate skills to establish the Victim Care Unit. Staff numbers to be determined against calculated workloads and process design. It is likely the Unit will utilise the services of volunteers, who will also require the necessary skills and training.
- 8.2 Training requirements:** Staff within the Victim Care Unit will need to undertake a training needs analysis to determine their requirements. This would include any recruited volunteers. The Force will also need to consider the training of all staff with victim contact to ensure a consistent assessment is completed of victim needs, in accordance with the Victim's Code to identify vulnerability or repeated victimisation. There will also be a victim impact training requirement for employees and volunteers working with groups and organisations placed on the Victims Directory, to assist the delivery of victim services meeting required standards.
- 8.3 Estates and office equipment:** Suitable open plan accommodation should be provided for the Witness Care Unit to facilitate integrated working with VCS partners delivering services to victims not wishing to engage with the criminal justice system. Office furniture and equipment will be required for the identified numbers of staff. Telephony and computers to facilitate contact with victims will need to be provided.
- 8.4 Information Systems:** The Crime Management system, UNIFI will be the core system used to record victim assessments through an agreed version of the ViST form. There will need to be a means to identify and flag, key updated crime records to trigger victim updates being provided. A web based victims directory will need to be designed, populated and maintained. The opportunity for victims to access 'Track My Crime' directly to obtain current investigative and process updates must also be explored. Design delays or the lack of provision of any of these information systems poses a significant threat to the efficiency and effectiveness of the project. As stated in paragraph 4.6 above, all arrangements must take into account appropriate and proportionate IT/information security and information sharing requirements.
- 8.5 Victim Services Directory:** The Directory will need to include a wide range of diverse organisations with the capacity to support the complex needs of some victims and cope with the volume of demand. Participation in the directory and the provision of victim services will require a careful and proportionate agreement about funding provision, following consultation and engagement with the participating organisations. Funding arrangements will need to take into account the volume of provision, the length of support provided, dual or multi organisational support and the level of risk connected to the victims. This would include service provision to victims not wishing to engage with the criminal justice system. Depending upon the core funding arrangements for organisations on the Directory it is possible that not all organisations will require additional funding.
- 8.6 Supporting 'out of area' victims and local victims subject to crimes committed elsewhere:** It will be a requirement that services are provided to all

victims of crime stipulated within the Victim's Code. When these victims are temporarily visiting Devon, Cornwall and the Isles of Scilly, or move permanently to another area whilst still needing support, then arrangements will be made for the case to be referred to other area for provision of the required service. It will be important that those requiring an enhanced service when out of area are uniquely identified within the overall victim cohort. A national protocol and a process/secure system to transfer victims' details will need to be agreed. Reciprocal arrangements will need to be made for local victims of crimes that occurred outside of Devon, Cornwall and the Isles of Scilly.

- 8.7 **Proactive work to encourage the reporting of crimes by victims:** There will need to be a sustained effort to encourage the disclosure of crimes by victims of sexual violence and those from minority groups, where trust and confidence in the police and criminal justice service is low. It will be important that these victims feel able to seek care to support their recovery even if they do not wish to engage with the criminal justice system.
- 8.8 **Publicising and promoting victim support arrangements:** There will need to be a planned approach to ensure that staff internally and externally, both partners and the public, are provided with relevant information about the system to support victims. This must include contact arrangements for both those wishing to engage with the criminal justice system and those who do not. The information will also need to be provided in a range of different formats and published in different ways to ensure accessibility to everyone.
- 8.9 **Interim measures:** It is an aim of this Project to achieve full compliance with the Victims Codes; however, it may be necessary to implement interim measures to close any significant gaps identified in service provision to victims.

9. Interdependencies

- 9.1 The project is working on the assumption that the nationally funded Victim Support referral arrangements will cease with effect from 1 April 2015.
- 9.2 Any failure to deliver secure information systems and a web based directory would significantly impact upon the efficiency and effectiveness of the project.
- 9.3 There is a lack of clarity about responsibility for the continued funding of Domestic Violence and Sexual Violence services when the current central funding provision through the Victim and Witnesses General Fund ceases in October 2014. The OPCC Commissioning team is actively engaged with the DV and SV local authority leads across the peninsula to agree how this should be resolved.
- 9.4 The Project will run alongside a separate Criminal Justice Department review but victim care arrangements must be reported to this review in order for issues such as staff numbers to be fully taken into account.
- 9.5 The capability and timing of UNIFI development and implementation will influence the ability of the project to deliver efficiency and effectiveness.

10. Constraints and assumptions

- 10.1 The Project will work with the regional Procurement Unit to ensure that the appropriate procurement and commissioning legislation is complied with.
- 10.2 It is imperative that there is no disruption to victim services as a consequence of the changes made through Project implementation.
- 10.3 Consideration will be given to collaboration across PCC areas and the implications around commissioning for cross border arrangements. The PCC areas of the South

West appear to be at different stages of development, drafting similar yet distinct plans that fit with their existing infrastructure and requirements. Any potential opportunities will be explored.

- 10.4 A positive working relationship will be maintained with Victim Support, as the existing provider of Victim Services, in order to ensure continuation of service delivery through the transition period.
- 10.5 The impact of changes within the criminal justice system and other areas that may also have an impact on the delivery of services to victim's, will need to be monitored and evaluated.

11. Project Tolerances

- 11.1 The project will use an appropriate project management system to alert the Project Co-ordinator to any slippage of more than two weeks for key milestones. The Project Managers will be informed of that slippage.
- 11.2 Any slippage which threatens to delay the delivery of the full project beyond the 1 April 2015 will be reported at the earliest possible moment to the Project Executives.
- 11.3 Any and all costs variations will be reported to the Project Managers and the Project Executives. The Project Managers will need to authorise any cost implications in fulfilling delivery of the project.

12. Quality Management Strategy

- 12.1 No specific quality management model is being applied. Quality is to be ensured via the combined effects of the OPCC Commissioning and Scrutiny Board, structured management of the project and the communication strategy.

13. Records Management Strategy

- 13.1 The Project plan will be managed through the agreed project management system. All hard copy documentation will be stored in a dedicated file. The file will be split into a number of sections: General, Background, PID, Risk Register, Highlight, Issues, Needs Assessment, Engagement, Implementation, Outcomes, Plan, and end of Project. All electronic copies will be stored in the Victim Services Project file.

14. Project Risk Management Strategy

- 14.1 All deliverables and objectives will be considered in terms of threats and opportunities to build a risk universe for the project. The nature of each risk will be evaluated to arrive at a prioritisation score. Action to mitigate the risks will be developed and its performance monitored to ensure the project's success.

15. Identified Risks

- 15.1 During the drafting of the needs assessment it was difficult to evaluate the number of victims of crime that remain unreported to Police, particularly those suffering domestic abuse and from minority groups such as BME, sexual orientation or Learning Disability groups.
- 15.2 A clear understanding is required about the national approach to guarantee the interoperability of victim referral systems across the country, to enable care and support to be provided within their home area, if they become the victim of crime elsewhere. This must be in place for 1 April 2015.
- 15.3 The funding for Victim Services is guaranteed for 2 years and thereafter subject to the CSR and a possible change in Government. Although it is highly unlikely that a new administration would not extend funding arrangements, the value might not

cover the identified local need for victim services. It is also possible that the office of Police and Crime Commissioners could be ended by the next Government.

- 15.4 The project implementation plan for Restorative Justice is separate because it requires a targeted approach to fulfil the project objectives. However, there is considerable synergy, as reflected in the duality of the co-ordinator role for Victim Services and Restorative Justice.

16. Communication Management Strategy

- 16.1 The following table sets out the communication lines and frequencies by which the Victims and RJ Co-ordinator will report to stakeholders and interested parties

Stakeholder/Interest Party	Method of Communication	Frequency of Communication
Victim Services Working Group – joint PCC/Police	Stage reports/meetings	Monthly
Commissioning and Scrutiny Board – OPCC	Stage reports Commissioning Board Meetings	As required
Project Executive- Joint Police/PCC	Stage reports/Meetings	Monthly
Project Managers(Commissioning Manager and Policy lead/ Police CJ Commander)	Daily interaction/ emails and telephone/ Stage reports/Meetings	As frequently as required. Co-ordinated monthly with Project Officer.

17. Project Controls

- 17.1 Project risks will be recorded, evaluated and controlled via a risk register. It will be the responsibility of the Victims and RJ Co-ordinator to communicate these to the working group and the OPCC Commissioning team.
- 17.2 Day to day issues should be dealt with by the Victims and RJ Co-ordinator and their status and resolution recorded. Unresolved issues will be taken to and for the consideration of the Victim Services Working Group for practical resolution and to the Commissioning Board for agreement.

Sarah Carlsen-Browne

Commissioning Team

Office of the Police and Crime Commissioner

April 2014

REPORT: ITEM 8 SAFER PLYMOUTH PARTNERSHIP TOP PRIORITIES

DATE: 10 JULY 2014



Introduction

At the last Safer Plymouth Partnership meeting held on 8 May 2014 a discussion took place in respect of 'deep-diving' the work of the themed delivery groups that sit beneath Safer Plymouth Partnership.

Safer Plymouth Partnership recently signed off its three-year Plan and on Page 10 of the Plan agreed "*In order to ensure accountability for delivery, Safer Plymouth Partnership will identify and agree from its membership leads for each of the priority areas, and it will be up to each priority lead to identify the most efficient and effective way to deliver the activities.*"

At the meeting on 8 May, it was agreed that members of Safer Plymouth would be approached to determine who would explore and report back on the current work programme/action plan for each of the groups to get an understanding of whether:

- They are 'fit for purpose',
- They are 'doing what Safer Plymouth wants them to do' and
- Their work is helping Safer Plymouth achieve its priorities and targets.

In liaison with the Chair of Safer Plymouth, it has been suggested it would be preferable to apply the approach signed up to in the Plan, as on reflection, it was felt that by focusing only on the activities of the delivery groups, this may limit our understanding of what is, and is not, in place to help deliver against the priorities (Appendix 1) in the Safer Plymouth Partnership Plan 2014-17 and the agreed Performance Measures for 2014/15 (Appendix 2). It is recognised, however, that this 'priority themed' approach may indeed include the work of a particular delivery group as one of the key activities and it would be useful to ensure their action plan is aligned to assist with delivery of the priorities and performance measures.

Recommendation:

Members of Safer Plymouth are asked to agree:

- Which Members will take one (or more) of the 11 top priorities, to determine:
 - what is in place to help Safer Plymouth Partnership deliver against each priority;
 - what is in place to help Safer Plymouth Partnership deliver against each of the performance measures; and
 - what are the gaps in terms of activities, information, resources and/or interventions that may hinder Safer Plymouth Partnership deliver against each priority and/or performance measure.

Cont'd/...

- Members will provide a brief report back to the next Safer Plymouth Partnership Board scheduled for 16 October 2014.

Sarah Hopkins
Community Safety & Partnerships Manager

PERFORMANCE REPORT Safer Plymouth Partnership Thursday 10th July 2014



LIST OF CONTENTS:

1. Exception Items
2. Current iQuanta Family Group Position
3. Performance Measures
 - Closing the Gap in overall crime
 - Reduce Serious Acquisitive crime (monitoring levels only)
 - Reduce Violence with Injury (excl DA)
 - Reduce Anti-Social behaviour
 - Increase reporting of Domestic Abuse
 - Increase number of vulnerable victims of ASB supported by the ASB Victim Champion Service
 - % Satisfaction rate of those who engaged with the ASB Victim Champion Service
 - Increase number of racist, disablist, homophobic and faith incidents reported
 - Increase the % satisfied with outcome of reported racist, disablist, homophobic, faith & belief incidents
5. a) **DAAT –Alcohol/Drug Treatment Places**
b) **Drug Epidemic**

1. EXCEPTION ITEMS:

KEY RISKS AND PERFORMANCE ISSUES, BY EXCEPTION, INCLUDING ANY HIGHLIGHTED BY CHAIRS OF DELIVERY GROUPS

Closing the gap in overall crime between the 10 neighbourhoods with the highest crime rates and the city average per 1,000 population

SLIGHTLY OFF TARGET (within 15% of target) - (2014/15 Target gap of not more than 76.2)

- In May there were 1,569 crimes recorded, a decrease of 102 crimes compared to May 2013.
- May saw an improvement in numbers of overall crime; however the performance against this measure has not improved. This is because the fall in crime was felt city wide and fact the proportion of crimes recorded within the 10 worst neighbourhoods actually increased very slightly in May.
- This measure is slightly off target - at the end of May the gap is at 13.6 against a target gap of 12.7.

Reduce Serious Acquisitive Crime – MONITORING ONLY

- May 2014 saw 157 serious acquisitive crimes recorded - a reduction on May 2013 by 51 crimes (a reduction on the same period 2013/14 of 15.8%). continuation of significant decreases over a long period of time.

Reduce Violence with Injury (excl DA)

SLIGHTLY OFF TARGET (within 15% of target) - (2014/15 Target of not more than 1719 crimes)

- In May there were 163 VVI crimes recorded excluding DA. This represents no change compared to May 2013. Therefore we are slightly off target to reduce this crime type. The evening and Night time economy continues to dominate with over half of offences falling within the ENTE neighbourhoods.
- To be on target at the end of May we would have recorded 287 crimes, we have to date recorded 315 so are 28 over target.

Reduce the rate of Anti-Social Behaviour incidents

ON TARGET - (2014/15 Target of not more than 10,298 Incidents)

- In May 2014 there were 882 incidents of ASB reported, a reduction of 52 on May 2013. Overall this year we are showing a decrease of 1% on last year (-13). With good weather and a number of events planned (MTV Crashes for example) mean that to maintain this performance will be a challenge.
- Another challenge will be to record reductions between November and February, months where ASB is traditionally lower.

Increase Reporting of Domestic Violence. (Crimes and Incidents) (please ignore table on page 6 which is incorrect.)

SLIGHTLY OFF TARGET (within 15% of target) - (2014/15 performance measure record more than 7103 crimes)

- April to June 2014 shows a total of 1,714 crimes/incidents. This is an increase of 85 compared to the same period in 2013/14.
- In order to achieve our performance measure, we would have needed to have recorded 1,776 (based on a monthly average of 592). So we are just falling short of our measure by 62 crimes/incidents.

Increase the number of vulnerable victims of ASB supported by the ASB Victim Champion Service (target 300)

ON TARGET - (2014/15 Target of 300 vulnerable victims seen)

- 145 vulnerable victims seen in the first three months of the year, achieving nearly 50% of target already.

Satisfaction rate of those who engaged with the ASB Victim Champion Service (measure 90%)

ON TARGET - (2014/15 Target of 90% satisfaction rate)

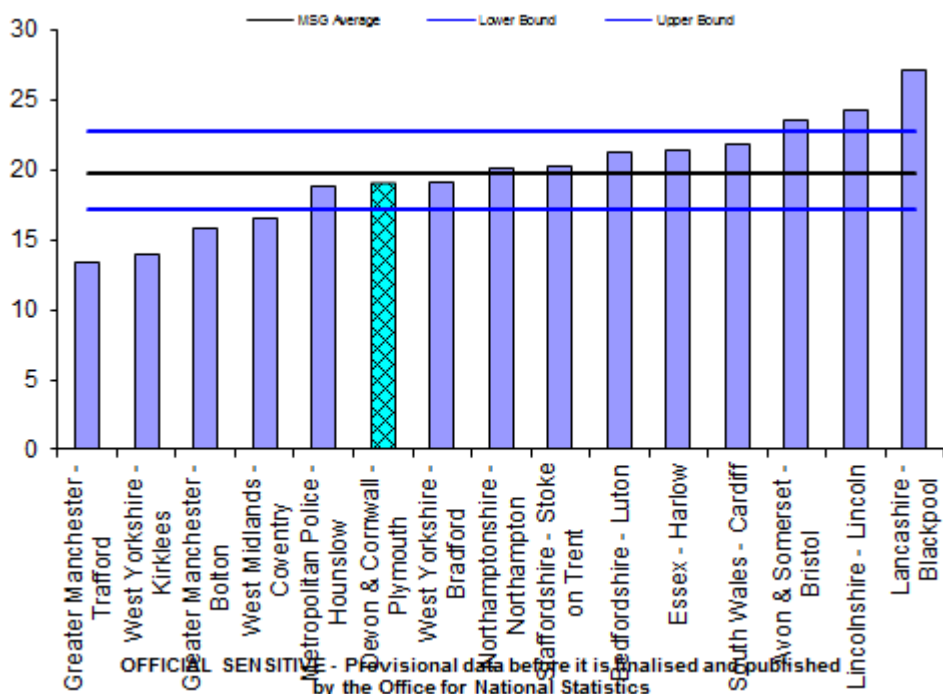
- At the end of June satisfaction rate is 96% against a target of 90%.

FINANCE & RESOURCES

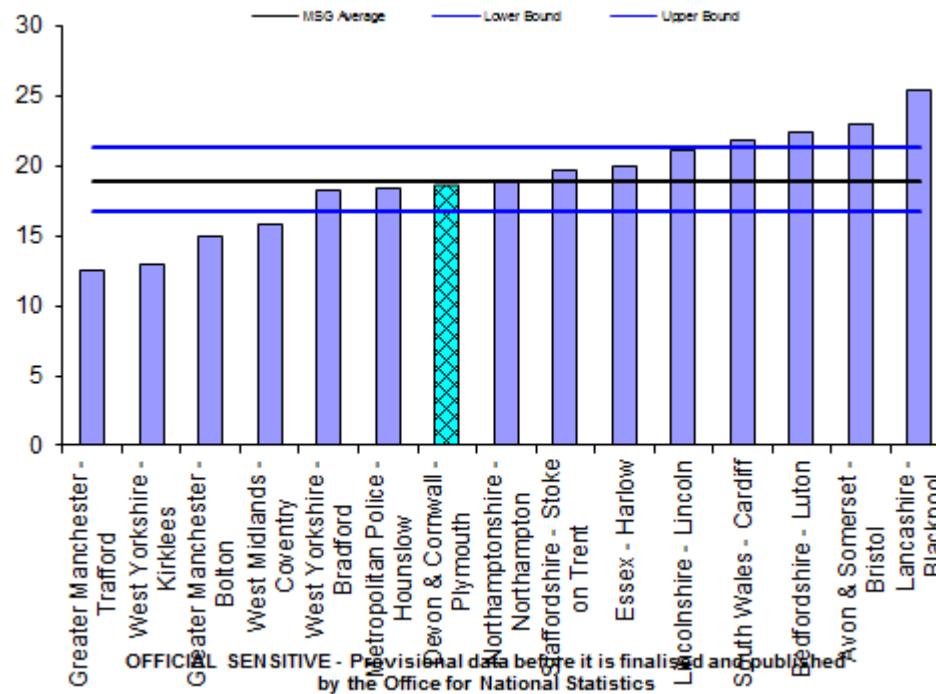
These will be items on the Agenda.

2. CURRENT OVERALL FAMILY GROUP POSITION:

**iQuanta Barchart MSG - Crimes per 1000 Residents
All Crime 01 Mar 14 – 31 May 2014**



**iQuanta Barchart MSG - Crimes per 1000 Residents
All Crime 01 Feb 2014 – 30 Apr 2014**



3. PRIORITY INDICATORS WITH TARGETS

Closing the gap in overall crime between city rate and priority neighbourhoods

	Annual Data			2014/15 Performance												
	11/12.	12/13.	13/14.	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	
Gap 2014 - 2015			76.3	7.00	13.60											
Target Gap 14/15				6.35	12.7	19.05	25.4	31.75	38.1	44.45	50.8	57.15	63.5	69.85	76.2	
All crime 2013 - 2014 monthly				1458	1671	1629	1708	1713	1562	1533	1493	1501	1463	1487	1735	
All Crime Culmative 2013 - 2014				1458	3129	4758	6466	8179	9741	11274	12767	14268	15731	17218	18953	
All crime 2014 - 2015 monthly	21081	18,713	18,953	1633	1569	0	0	0	0	0	0	0	0	0	0	
All Crime Culmative 2014 - 2015	21081	18,713	18,953	1633	3202	3202	3202	3202	3202	3202	3202	3202	3202	3202	3202	
% difference in All Crime 13/14 - 14/15				12.00%	2.33%	-32.70%	-50.48%	-60.85%	-67.13%	-71.60%	-74.92%	-77.56%	-79.65%	-81.40%	-83.11%	

OFF TARGET (within 15% of target) - (2014/15 Target gap of not more than 76.2)

To reduce Serious Acquisitive Crime

	Annual Data			2014/15 Performance												
	11/12.	12/13.	13/14.	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	
Actual 2013 - 2014	2802	2244	1969	190	208	223	146	178	140	132	128	120	168	164	172	
Actual 2014 - 2015				178	157											
NO TARGET FOR 2014/15																
Monthly Actual 13/14				190	208	223	146	178	140	132	128	120	168	164	172	
Cum Actuals 13/14				190	398	621	767	945	1085	1217	1345	1465	1633	1797	1969	
Cum Actuals 14/15				178	335											
% difference in Actuals				-6.3%	-15.8%											

NO TARGET – MONITORING ONLY

To reduce Violence with Injury (excluding DA)

	Annual Data			2014/15 Performance												
	11/12.	12/13.	13/14.	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	
Reduce Violence with Injury (Excluding DA)																
Actual 2013 - 2014			1720	142	163	139	147	141	142	159	139	154	121	138	135	
Actual 2014 - 2015				152	163											
Target 14/15				143	287	430	573	716	860	1003	1146	1289	1433	1576	1719	
Monthly Actual 13/14				142	163	139	147	141	142	159	139	154	121	138	135	
Cum Actuals 13/14			1720	142	305	444	591	732	874	1033	1172	1326	1447	1585	1720	
Cum Actuals 14/15				152	315											
% difference in Actuals				7%	3%											

OFF TARGET (within 15% of target) - (2014/15 Target of not more than 1719 crimes)

To reduce the rate of Anti-Social Behaviour incidents

	Annual Data			2014/15 Performance												
	11/12.	12/13.	13/14.	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	
Reduce Anti-social Behaviour incidents																
Actual 2013 - 2014	14342	10291	10299	769	934	967	1134	981	857	897	806	765	697	615	877	
Actual 2014 - 2015				808	882											
Target 14/15				858	1716	2574	3432	4290	5148	6006	6864	7722	8580	9438	10298	
Monthly Actual 13/14				769	934	967	1134	981	857	897	806	765	697	615	877	
Cum Actuals 13/14				769	1703	2670	3804	4785	5642	6539	7345	8110	8807	9422	10299	
Cum Actuals 14/15				808	1690											
% difference in Actuals				5%	-1%	-100%	-100%	-100%	-100%	-100%	-100%	-100%	-100%	-100%	-100%	

ON TARGET - (2014/15 Target of not more than 10,298 Incidents)

To Increase Reporting of Domestic Violence. (Crimes and Incidents)

	Annual Data			2014/15 Performance											
	11/12.	12/13.	13/14.	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar
Actual 2013 - 2014			7103	493	564	572	702	678	572	603	552	636	548	544	639
Actual 2014 - 2015				540	509										
Target 14/15				592	1184	1776	2368	2960	3552	4144	4736	5328	5920	6512	7104
Monthly Actual 13/14				493	564	572	702	678	572	603	552	636	548	544	639
Cum Actuals 13/14				493	1057	1629	2331	3009	3581	4184	4736	5372	5920	6464	7103
Cum Actuals 14/15				540	1049										
% difference in Actuals				10%	-1%	-100%	-100%	-100%	-100%	-100%	-100%	-100%	-100%	-100%	-100%

OFF TARGET (within 15% of target) - (2014/15 Target gap of more than 7103 crimes)

Increase first time reporters of Domestic Abuse – STILL UNDER DEVELOPMENT

	Annual Data			2014/15 Performance												
	11/12.	12/13.	13/14.	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	
Increase first time reporters of Domestic Abuse - STILL UNDER DEVELOPMENT																
Actual 2013 - 2014																
Actual 2014 - 2015																
Target 14/15																
Monthly Actual 13/14																
Cum Actuals 13/14																
Cum Actuals 14/15																
% difference in Actuals																

Increase the number of vulnerable victims of ASB supported by the ASB Victim Champion Service

	Annual Data			2014/15 Performance												
	11/12.	12/13.	13/14.	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	
Increase the number of vulnerable victims of ASB supported by the ASB Victim Champion Service (target 300)																
Actual 2013 - 2014	New Measure															
Actual 2014 - 2015				54	57	34										
Target 14/15				25	50	75	100	125	150	175	200	225	250	275	300	
Monthly Actual 13/14	New Measure															
Cum Actuals 13/14	New Measure															
Cum Actuals 14/15				54	111	145										
% difference in Actuals																

ON TARGET - (2014/15 Target of 300 vulnerable victims seen)

Satisfaction rate of those who engaged with the ASB Victim Champion Service

	Annual Data			2014/15 Performance												
	11/12.	12/13.	13/14.	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	
Satisfaction rate of those who engaged with the ASB Victim Champion Service																
Actual 2013 - 2014	New Measure															
Actual 2014 - 2015						96%										
Target 14/15				90	90	90	90	90	90	90	90	90	90	90	90	
Monthly Actual 13/14	New Measure															
Cum Actuals 13/14	New Measure															
Cum Actuals 14/15																
% difference in Actuals																

ON TARGET - (2014/15 Target of 90% satisfaction rate)

The number of racist, disablist, homophobic and faith incidents reported

	Annual Data			2014/15 Performance													
	11/12.	12/13.	13/14.	Apr	May	Jun											
The number of racist, disablist, homophobic and faith incidents reported																	
Cumulative average 13/14				51	106	144	192	247	300	347	390	444	496	551	603		
Cumulative average 14/15		569	603	45	89												
Target required				51	102	152	203	254	305	356	407	457	508	559	610		

Within 15% of Target - (2014/15 Target of more than 610 Incidents) - The Police have just introduced a new crime management package and currently can't draw out monthly data. This is being worked on. In the mean time performance is approximated on the basis of quarterly figures. Data will be corrected retrospectively when monthly data is available.

The % satisfied with outcome of reported racist, disablist, homophobic, faith & belief incidents

	Annual Data			2014/15 Performance													
	11/12.	12/13.	13/14.	Apr	May	Jun											
The % satisfied with outcome of reported racist, disablist, homophobic, faith & belief incidents																	
Cumulative average 12/13				88.23%	88.23%	89.12%	89.61%	89.44%	89.45%	89.28%	89.75%	88.82%	88.73%	88.95%	88.86%		
Cumulative average 13/14		89%	89%	89%	90%												
Target average				90%	90%	90%	90%	90%	90%	90%	90%	90%	90%	90%	90%		

ON TARGET - (2014/15 Target of 90%) The Police have just introduced a new crime management package and currently can't supply satisfaction data so this is based on PCC satisfaction only for May. Data will be corrected retrospectively when monthly data is available.

5a) DAAT– Drug/ Alcohol Treatment Places:

Alcohol Treatment

Latest Information on alcohol treatment waiting list not received.

Drug Treatment

See report item 4d on Agenda

5b) Drug Epidemic

See Report item 6f on Agenda.

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ITEM 10a

Plymouth Fairness Commission
c/o Chief Executives Office
Floor 1 Civic Centre
Plymouth PL1 2AA

01752 307387

info@plymouthfairnesscommission.co.uk

2 July 2014

Cllr Chris Penberthy
Portfolio Holder for Co-operatives, Housing and Community Safety
And Chair of the Plymouth Community Safety Partnership
Civic Centre
Plymouth

Dear Chris

I am delighted to be able to send you the final report of the Plymouth Fairness Commission, with our recommendations to make Plymouth a fairer city. We have made both national and local recommendations in our report and we hope that you will be able to endorse them.

You will know that the Plymouth Fairness Commission was set up as an independent Commission in April 2013. With members drawn from the police, schools, higher education, health, businesses, charities, social enterprises, communities and faith organisations, our remit was to find ways to tackle inequalities in the city.

We began with a statistical review and a city-wide Call for Evidence, and spent the summer of 2013 meeting over 1000 Plymouth residents, business owners, academics and community groups to find out what they thought was fair and unfair about the city. We used these findings to shape our final recommendations which we believe are key to creating the conditions for fairness in Plymouth.

We know that achieving greater fairness in our city will not happen overnight, but it is a process that many organisations and individuals in Plymouth have already started. We hope that our recommendations will give fresh emphasis to working more collaboratively and constructively on this important agenda.

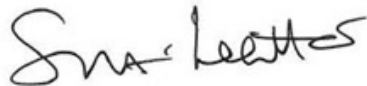
While the Community Safety Partnership was not named in the report, I invite the partnership to commit to delivering the recommendations the Fairness Commission has made with particular reference to alcohol and domestic abuse. We would appreciate, by

the end of July 2014, your initial outline of activities and likely timeframe for their achievement.

Your intentions will be published on our website and covered by local media, and will form the basis for discussion when the Commission meets again in 2015 to review progress.

In the meantime, many of the Fairness Commissioners have agreed to act as a critical friend for any organisation or partnership involved in the delivery of our fairness recommendations. Please do contact the Plymouth Fairness Commission Secretariat if you would like clarification of any recommendation, or wish to take up the offer of support from Fairness Commissioners.

Best wishes

A handwritten signature in black ink, appearing to read "Suzi Leather". The signature is written in a cursive, flowing style.

Dame Suzi Leather
Chair, Plymouth Fairness Commission

CREATING THE CONDITIONS FOR FAIRNESS

The Plymouth Fairness Commission Final Report



March 2014

A TALE OF TWO CITIES

You are born in one of Plymouth's most deprived areas; Devonport, St Peters and the Waterfront or Hami. That deprivation will influence your life chances from the moment you are conceived. You have a one in three chance of being born into a 'vulnerable' family, while 43% of families in your area are on a low income and depend on benefits. Unsurprisingly, you'll have between a 48% – 60% chance of being among Plymouth's over 11,500 children living in poverty. Nearly a quarter of your friends' parents are depressed or mentally ill, and over 14% suffer from violence in their family.

You start school. 64% of your classmates won't achieve the basic Early Years assessment level. It's harder to study when your home's cold and damp, and a third of Plymouth's private sector stock is classed as 'non-decent'. There's a less than 35% chance you'll get 5 or more GCSE's. Statistically, you probably won't make it to further education.

You meet someone. If you're a teenage girl you're 40% more likely to get pregnant than the English and Welsh average. You need a job, but public sector employment in Plymouth has shrunk since the recession. The good news is there are 1,500 more jobs in the private sector. The bad news is they're nearly all part time. With over a fifth of households earning less than £16,000, and half earning less than £20,000, the chances of your being able to buy a house are slim. Home ownership rates in Plymouth's most deprived wards are between 22% and 38%ⁱ.

As you get older, you're more likely to be obese or overweight, and to die early of cancer or circulatory disease. Your life expectancy is just 72.2 years, less than that of Vietnam or Lebanonⁱⁱⁱ.

You are born into in one of Plymouth's least deprived areas; Widewell, Peverell or Compton. You have a less than 5% chance of being born into a vulnerable family and less than 1 in ten children in your neighbourhood live in poverty. Only 5 – 10% of families are on low incomes, and only 2% claim Job Seekers Allowance. There's a less than 5% chance you will experience violence in the family and only a 1 in ten chance of experiencing mental illness.

You have a between 50% - 60% chance of achieving your Early Years assessment and at least a 70% chance of getting 5 or more GCSE's. 35% of your classmates will go on to get a degree. You have between a 67% and 76% chance of owning your own home.

As you get older, your chances of being obese or overweight, or of dying early of cancer or circulatory respiratory disease are comparatively lower. Your life expectancy is nearly 85, higher than Japan or Switzerland^{iv}.

CONTENTS

1. A message from the Plymouth Fairness Commission	4	16. Individual and Family Wellbeing	30
2. Plymouth: A city in transit	6	- The fundamental unfairness of Plymouth's central funding	30
3. Plymouth Fairness Commission – Our approach to fairness	7	- Public health funding – Plymouth's case for change	30
4. A Call for Evidence	8	- Primary healthcare – Equity and access	32
5. 2013 – The Summer of Listening	9	- Mental health in Plymouth	33
6. What matters most – Plymouth's priorities	10	- Minimising the harm of alcohol	34
7. Tackling a low aspiration culture	12	- Domestic abuse and violence	35
8. Reducing isolation	13	- Better nutrition across the city	36
9. Communities – doing with, not doing to	14	- Free school meals	36
10. Connecting Communities (C2)	15	- The food poverty epidemic	38
11. Progress since the Summer of Listening	17	17. Young People and Young Adults	40
12. Summary of recommendations	18	- Closing the aspiration and achievement gap	40
13. The principles of fairness	24	- Improving access to activities for the young	42
14. A new approach to leadership	25	- Caring for Plymouth's young carers	43
15. Strengthening Local Communities	26	18. Discrimination	44
- Helping communities shape their future	27	19. Escalating Cost of Living	46
- Handing back power	27	- A Living Wage for Plymouth	46
- A vibrant voluntary sector	28	- Zero hours contracts	48
- Helping communities know their rights	29	- Debt - Halting the tide of payday lenders	48
		- Affordable credit	50
		- 'Fair Money' campaigning	51
		20. Strengthening the Local Economy	52
		- Efficient transport links	52
		- Keeping money in the local economy	52
		- Thinking social value	54
		- Access for small businesses	55
		21. Housing	56
		- The private rented sector	58
		- Specialist housing	59
		22. The Implications of an Ageing Population	60
		- Joining up services for older people	60
		- Becoming a Dementia Friendly City	61
		23. Next steps, evaluation and monitoring	62
		24. Acknowledgements	63
		25. References	64

A MESSAGE FROM THE PLYMOUTH FAIRNESS COMMISSION

“We are the voice of the people who spoke to us. We need to pay attention to the regeneration of human beings rather than just the regeneration of buildings and places. Unless we journey on that road, we will simply have lots of agencies continue to tickle the surface of inequality – what will make the city a fairer place is the individual members of our city.”

- Father Sam Philpott, Fairness Commissioner

We know Plymouth has many things going for it. An inspiring history, a gateway location and vibrant and diverse communities among them. People have told us how much they value residential and commercial redevelopment happening, the quality of, and access to, adult education and the high standards in schools. Most of us live here and we see the great things happening in our city every day. Our work is here, our children go to school here and we spend most of our leisure time with friends and family right here. We are also all experts in our individual fields who have been happy to give our time to the Commission for free.

But we know Plymouth also has deep-seated problems. Far too many people here experience profound unfairness in many areas of their lives. We spent a lot of last summer listening to the people of Plymouth tell us about how they experience this unfairness.

In housing, where children are ill because of damp and don't have enough room to do their homework. In transport, where rail links to other business centres are indirect and expensive and bus journeys are too often circuitous and costly, especially for young people and apprentices. In income, where low wages and benefit delays are forcing more and more people to choose between paying the bills and buying decent food. In healthcare, where life expectancy in some areas is shockingly low and people have to travel for hard-to-get GP appointments. And in jobs, where the opportunities for workers and their children are often all too limited.

Everyone makes different choices in their lives but some people have many more choices than others. The differences in the opportunities available to people in Plymouth depend far too much on their post code. People in this city don't want a 'Them and Us' Plymouth – they want a fairer city for everyone.

There is a huge range of programmes already planned for Plymouth, from the City Deal^v to the wide-ranging Dementia^{vi} and Child Poverty^{vii} Strategies. These are encouraging developments which our recommendations build on. We were brought together to find out what people in Plymouth think is fair and unfair about life in the city and then make recommendations for action to make things fairer for Plymouth as a whole. We have tried not to make assumptions. That's why we have spent over a year listening to what Plymouth's residents have told us make the most difference to them. They told us of the many things in Plymouth which they felt were fair, and of the unfairnesses they experienced in different aspects of their lives. Our recommendations have been shaped by their responses.

We welcome the work that other Fairness Commissions across the country have undertaken so far. We've learned a lot from them. They've revealed a lot of issues that cities have in common, like the growth in poverty among people both in and out of work, the growing housing crisis and the need to invest in opportunities for young people. They've also highlighted problems that are far more specific to their individual cities. In that respect, the report of the Plymouth Fairness Commission is no different. Where our report is different, however, is in two ways.

The first is about encouraging a profound change in the way agencies and communities work together. To move from a situation where communities are 'done to' to one where they work collaboratively to 'do with' agencies to prioritise and deliver solutions themselves. We have highlighted one approach to working this way throughout this report. It is a new approach to devolving local power called 'Systems Leadership', which fosters a sense of aspiration and community involvement in decision-making.

The second is in recognising that an important aspect of Plymouth's unfairness involves the way we live together and relate to each other. The incidence of domestic violence in the city is very high and we heard evidence of attacks on asylum seekers, disabled people and others perceived as 'different'. Our society as a whole has become more unequal, and evidence indicates social inequality is a driver of social breakdown. Where possible, we have tried to address unfairness from this perspective as well.

Rebalancing fairness in our city will not happen overnight, but it is a process that many organisations and individuals in Plymouth have already started. We hope that our recommendations will add a new emphasis to the need to work more collaboratively and constructively to create the conditions needed for a fairer city.

We have been angered, moved and inspired by what so many of the people of Plymouth have told us. This is their report.

Dame Suzi Leather, Chair of the Plymouth Fairness Commission

Steve Baker, Principal, Lipson Co-operative Academy

Mark Bignall, Chief Executive, Hamoaze House

Andy Boulting, Chief Superintendent, Plymouth Commander, Devon and Cornwall Police

Professor Kevin Elliston, Public Health Consultant in Health Improvement, Public Health England

Marc Gardiner, Director, Zebra Collective

Jo Higson, Life and Business Coach, Blue Parakeet Coaching CIC

Mike Jarman, Chief Executive, Plymouth Zone

Joanne Kaye, SW Regional Secretary, UNISON

Ann Kinahan, Chief Executive, Plymouth Citizens Advice Bureau

Paul Lacey, Music Leader, Plymouth Music Zone

Glynis Lidster, Centre Manager, Welcome Hall

Robert Nelder, Consultant in Public Health, Plymouth City Council

Councillor Chris Penberthy (St Peter and the Waterfront), Cabinet Member for Co-operatives and Community Development, Plymouth City Council

Father Sam Philpott

Ann Pointon, Chair, Plymouth Area Disability Action Network

Ian Potts, Managing Director, Architects Design Group

Councillor Dr David Salter (Plympton Chaddlewood), Plymouth City Council

Sue Shaw, Director of Homes and Neighbourhoods, Plymouth Community Homes

Lesley Shorrocks, Chair, Plymouth Federation of Small Businesses

Sheila Snellgrove, Director, Barbican Theatre

Professor Richard Stephenson, Pro Vice-Chancellor, Plymouth University



PLYMOUTH: A CITY IN TRANSIT

Historically, Plymouth's location has proved both a blessing and a curse. Its natural harbours ensured it became the South West's biggest port and shipbuilder, while its coastline and position as the gateway to Cornwall and Dartmoor attracts five and a half million tourists a year. Yet it was Plymouth's major port status which made it a target for sustained air attack in the Second World War and destroyed the old city layout. Post war rebuilding created a new urban plan which now creates obstacles for many people travelling to the areas of high employment of Belliver, Estover and Langage. In the most deprived areas, getting to work often involves at least two different bus journeys. These areas also have low levels of vehicle ownership, which further reduces travel options.

The boom times have left Plymouth. Its maritime heritage and expertise made it a natural choice for the defence, manufacturing and construction industries. Yet the city's reliance on these industries meant Plymouth suffered a deeper recession than most after 2008. Yet, as the south coast's second largest city, Plymouth has also attracted a high number of public sector employers, including health, education, administration and universities. Plymouth's universities contribute hundreds of millions of pounds to the region's economy and its naval dockyard at Devonport remains the largest and most advanced in Western Europe. Inevitably, because public sector employee numbers in the city are larger than the national average, cuts to public services have impacted disproportionately on employment.

As the public sector has shrunk during austerity, so too have its employment opportunities; between 2008 and 2010, Plymouth lost 6,400 jobs^{viii}. Today, Plymouth's business start-up rates are among the lowest in the country and yet their survival rate after five years is better than the national average. The city's GVA (Gross Value Added) has been only around 84% of the UK average for many years.

Plymouth's infrastructure has been disproportionately shaped by its seafaring history. Poor rail links make travel between the city and other business centres time consuming and expensive. As the February 2014 storms showed, Plymouth and its neighbours are extremely vulnerable to railway failure.

Even in comparison to the growing national levels of private renting, more people in Plymouth live in privately rented homes than average. A third of these homes, around 30,000 in all, are classed as 'non-decent' according to the decent homes standard, with consequences for residents' health. The city isn't short of good examples of social housing, such as the Devonport regeneration scheme. However, most social housing is predominantly found in the West of the city, exacerbating the East/West divide.

The escalating cost of living, affecting growing numbers across the country, is hitting Plymouth particularly hard. The city remains a relatively low wage economy. Over 20% of the city's households earn less than £16,000 and over half earn less than £20,000. Over 29% of adults in Plymouth are over indebted, one of the highest percentages in the country and the highest in the South West.

Disadvantage is growing yet funding is shrinking. Contraction in central Government funding means that Plymouth City Council must make a further £64.5 million^x in cuts in the next three years. In many cities, these levels of cuts will require local government to work with communities in new ways to co-produce the services they need.

Deciding who gets what requires incredibly difficult choices in the face of so much need. These decisions must not be made solely by the public sector. Nor must they perpetuate the way in which the disadvantaged of Plymouth have been 'done to' in the past.

Post-maritime boom town, post-engineering hotspot and post-recession, Plymouth is again a city in socio-economic transit. The next stage of its development must be shaped by all of its communities. The Plymouth Fairness Commission was set up to help the people of Plymouth become genuinely involved in deciding and implementing the changes needed to help all its residents live in a fairer city.

OUR APPROACH TO FAIRNESS

'Fairness' is probably one of the most subjective words in any language. What's 'fair' to one group can seem like special pleading to another, and there will always be different views about priorities. However, we do have many statistics and indices which show that life chances in Plymouth, as in most cities, are not fair. The location and circumstances into which you are born are likely to influence the rest of your life, for good or bad. Great news if you're born into affluence, but potentially damning if you're born into deprivation. Our role is to provide recommendations to limit the impact these conditions have on reducing the life chances of people in Plymouth.

We also know that societies with large income gaps and greater inequality have poorer outcomes for health, education and social cohesion overall. If we help create the conditions where everyone is included, everyone in the city will benefit.

We think a city should find ways to challenge exclusion and the obstacles to social connection and opportunity, especially in education, living and working conditions. These are statistically the most significant areas which help, or hinder, people in living productive and satisfying lives.

Everyone in Plymouth deserves an equal chance at opportunity. This can mean providing more for those who have less - to give everyone the same chance to learn, to travel to shops and services, to live in decent housing and to have a say about decisions which affect them.

Rather than engage in philosophical or political debates, we decided to find out what fairness and unfairness issues people in Plymouth were experiencing in their daily lives.



A CALL FOR EVIDENCE

“Unemployment is tough for the young and the elderly, as it seems like there is a lack of opportunities for them in the city. No one seems to be creating new jobs and because of the government cuts jobs that existed before are merged or lost. It means it’s just harder for people to get employed.”

- Participant from the Summer of Listening

The Plymouth Fairness Commission was launched in April 2013. We immediately began a statistical review to give us a socio-economic profile of Plymouth against key areas of fairness. These included health, education, housing and employment. In May, we launched A Call for Evidence, asking people and organisations in the city to give us their evidence and views on a broad range of questions. Their evidence, the expert knowledge

of the Commissioners and a review of the findings of other Fairness Commission helped us develop our recommendations.

All the documents and findings from the Plymouth Fairness Commission are available at:

www.plymouthfairnesscommission.co.uk



2013 – THE SUMMER OF LISTENING

“The unemployed suffer because they are on a low amount of money. There are jobs out there but it takes time to get them. My partner has had to take a cut in wages since he moved to Plymouth.”

“Homeless people have a lot of problems. They find it really hard to get housing and it’s really dangerous on the streets.”

- Participants from the Summer of Listening

Throughout the summer of 2013, we went out to meet Plymouth’s residents, businesses, professionals, academics and community groups. We wanted to hear their views of what was fair and unfair in the city, and their suggestions for tackling unfairness.

Through walkabouts, drop-in events, meetings, street surveys, panels and online questionnaires we heard from over 1,000 people and organisations, many of them representing larger groups.



WHAT MATTERS MOST — PLYMOUTH'S PRIORITIES

"The cost of living is too high for the type of industry and area. Housing costs are also too high. People have no money and there are too many second homeowners in the area."

"Those whose income is under £25,000 struggle substantially."

"Disabled people don't get as much help as others."

- Participants from the Summer of Listening

From the findings of the Summer of Listening, and using the Principles of Fairness we used what Plymouth's residents told us to identify eight key areas with the highest impact on fairness in the city. These are the issues where Plymouth residents think change will make the most difference:

- Strengthening Communities
- Individual and Family Wellbeing
- Young People and Young Adults
- Discrimination and Social Exclusion
- Escalating Cost of Living
- Strengthening the Local Economy
- Housing
- Implications of an Ageing Population

We know these issues don't exist in isolation from each other. In terms of cause and effect, many of them overlap and many people experience some or all of them every day. Disadvantage in one area is cumulative and compounded by disadvantage in others. Our approach is to look at ways of tackling unfairness in key areas across the city overall.

Our detailed position statement is available here:
www.plymouthfairnesscommission.co.uk



TACKLING A LOW ASPIRATION CULTURE

During the Summer of Listening, it became clear that as well as the economic, health and infrastructure barriers facing Plymouth, there is something restrictive about the wider culture of the city. Many young people we spoke to didn't aspire to further or higher education and many feel pretty hopeless about their future employment prospects. The outlook of Plymouth's young carers was particularly bleak.

Despite doing much great work in incredibly tough circumstances, Plymouth's voluntary and community sector is comparatively disjointed and insular, and too reliant on silo-thinking. Schools, too, can be passive about implementing

cutting edge and innovative initiatives to raise aspiration and break down artificial barriers between children from different groups. There was a sense from many respondents that leadership by example was lacking across many organisations in 'authority', and that private, public and voluntary sectors are too insulated from each other.

Although culture, by its very nature, is intangible, the Commission believes that tackling this insular culture of low aspiration must be an intrinsic part of its recommendations.



REDUCING ISOLATION

“There are a lot of lonely people in Plymouth. Some people don't see anyone all day.”

- Participant from the Summer of Listening

Loneliness, being connected to others and feeling included in wider society are all issues which are difficult to quantify but vital to address. During the Summer of Listening, we received a powerful impression of a lack of ‘connectedness’ in the city. Partly because of transport links, partly because of the severity of cuts to public services and partly because of the far-flung layout of the city itself, Plymouth seems to be a place where it can be hard to ‘plug- in’.

This lack of connection to, and between, individuals and groups must be tackled. Social interaction, feeling connected to others,

knowing you that you are supporting them and they you, have powerful impacts on health and premature death. Social relationships need to move up the city’s agenda. We strongly encourage public bodies to pro-actively find ways of fostering connectivity in their planning, decisions and ways of working.

We hope this issue is one where debate will slowly start to make Plymouth a city where it is much easier to connect, and much harder to fall between the social cracks.



COMMUNITIES – DOING WITH, NOT DOING TO

“They should listen more to people within the community and get their opinions, because they have first-hand experience of what’s going on in the community. When they do get their advice they should actually use the information and put it to use, not ignore it.”

- Participant from the Summer of Listening

A lot of people who gave evidence during the Summer of Listening told us they were tired of so-called consultations which were anything but. Many said that decisions affecting their communities were imposed from outside, while their concerns

about important aspects of their communities, such as primary healthcare provision and anti-social behaviour, were ignored. The Fairness Commission agrees they have a point, and it’s time to try a new way of putting communities back in the driving seat.



CONNECTING COMMUNITIES (C2)

Developed by the University of Exeter, the Connecting Communities (C2)^x programme is working to transform a number of deprived communities across the country, including parts of the South West.

With very small amounts of money – and sometimes with none at all – C2 works with local communities and local agencies to identify the people with drive, motivation and the respect of their community. It then creates a genuine partnership between these key local residents, local service providers such as GPs, the police and other key individuals and local organisations with a stake in creating change. This group learns about supporting fellow-residents in managing and leading projects, with regular community events to let everyone in the neighbourhood know what's happening and find out their priorities for change.

The partnership group acts on what it's heard, analysing what needs doing and how, and keeping their communities informed. Partnership meetings are held to review progress, check or start funding applications and encourage more involvement from the wider community, including volunteering. By this point, experience shows that statutory agencies are working much more closely with communities, funding is easier to attract and issues further down the original 'urgent' priority list can now be tackled too.

Eventually, sufficient funding is secured to employ one or more of the original group to make sure change continues. And, with the benefits now reaching growing numbers of local residents, they are also committed to stay involved to keep the change happening. It's such a simple concept, but time after time it has been shown to create profound and lasting change, owned and delivered by communities themselves.

Using this type of approach, the Fairness Commission is working with Plymouth City Council to look at transforming the way decisions that affect communities are made. This is the type of thinking that we want to see adopted by those who currently have the power to decide - giving that power back to those who live with the consequences of these decisions. Not only is it an approach with a proven track-record but, in the longer term, it's one which is likely to reduce the need for already-stretched public services and public sector budgets. The C2 programme has been implemented in Barne Barton since July 2013, and the learning from this has fed into the development of the Commission's recommendations.

Whether the current C2 programme is used in the long term, or another community-led system is put in place, the end goal is the devolution of decision making to communities themselves.

More information about the C2 programme can be found at www.plymouthfairnesscommission.co.uk

C2 – A BEACON IN FALMOUTH

The Beacon Estate in Cornwall ranks among the 10% most deprived wards in the country. In 1995 a third of its households lived in poverty and it had the highest percentage of children living in families with no wage earner. With over half its homes lacking central heating, the estate also had high numbers of children suffering from asthma and other respiratory diseases.

In a climate of mistrust between the police and the community, the police only ventured in to the Beacon when they had to. Violent crime, drug dealing and intimidation were rife. Four-year olds were stoning each other, while their mothers were violently fighting each other even on school premises. The Council, too, had all but given up. ‘There was no sense it could be improved’, the Council’s housing officer said at the time. Beacon was essentially a community in despair.

In 1995, two health visitors to the Estate, overwhelmed by the ‘bottomless pit of need’ of their caseloads, decided enough was enough. They decided to tackle the underlying factors causing the Beacon’s residents’ ‘hopelessness’. They created a twin-track approach. On one hand, they developed leadership amongst residents and, on the other, they set about re-engaging the public agencies. The police, Carrick District Council housing (CDC) and a local headmaster agreed to support and listen to residents’ concerns.

Using their relationships with local families, these two health visitors brought together a core group of residents with the motivation and commitment to engage fellow residents. Soon, the first tenants’ and residents’ association was born. At a public meeting, police, local authority and education, listened first hand to 120 Beacon residents. And that’s when everything changed. That evening, by consensus, it was decided to form the resident-led Beacon Community Regeneration Partnership (BCRP) to apply for Government funding to improve the housing stock.

BCRP were soon awarded £1.2 million to which CDC added another £1 million and handed over decision-making powers to spend £2.2million to BCRP. After decades of neglect, over 1000 properties were improved which transformed the look of the estate.

The mood in the Beacon altered and community, self-organised activities sprung up; a skateboard park, luncheon clubs, a parent and toddler group amongst many others. In 1999 BCRP won an NHS monetary award for health improvement and refurbished two empty shops – which became the new community resource centre and Beacon Care Centre offering a whole range of nurse-led care, including sexual health.

Just four years after the new approach began, levels of post-natal depression were down by 70%, the number of children on the Child Protection Register had dropped by 60%, and childhood asthma rates were cut in half. Unemployment fell by 71% and crime rates were halved. The SATS scores for 10 and 11 year old boys saw a 100% improvement. The teenage pregnancy rate dropped to zero.

Fifteen years later, BCRP is still resident led, crime is zero and new businesses continue to spring up, employing more local residents. Costs were, and are, incredibly low, given that most of the work is provided by existing frontline staff and residents giving their time for free.

The Beacon was a community that was given the chance to transform itself. The residents grabbed the opportunity with both hands and they’ve never looked back.

PROGRESS SINCE THE SUMMER OF LISTENING

“At least we live in a society that tries to help others who need it.”

- Participant from the Summer of Listening

Since the Summer of Listening, we have visited other Fairness Commissions and met with many specialists, community groups and charities. We've learned from experts and people delivering services across a wide range of issues; from investment to alcohol abuse, apprenticeships to entrepreneurs, from housing to homelessness and many, many more. Learning from councils as far apart as Sheffield and Islington, we've investigated why some initiatives work and others don't, and built a detailed understanding of which of these can make the biggest differences to Plymouth.

In this report, we have deliberately offered both high-level (usually national) and local recommendations for each of the eight themes. Plymouth has its own problems and its own potential. People in this city need to know about both the specific recommendations to solve challenges and, importantly, who has responsibility for implementing them. But there are some recommendations we think would make a difference to Plymouth which can only be delivered by central Government.

Other Fairness Commissions have come to the same conclusion. Our national recommendations are included in this report which we will send to the Secretary of State for the Department for Communities and Local Government, the Department for Work and Pensions, other relevant Government Departments and the Local Government Association, asking for their response.

But achieving fundamental and sustainable change in Plymouth cannot be delivered solely by government, whether local or central. Making these recommendations a reality will need the combined effort and commitment of the city's private and public sectors and, not least, the people of Plymouth themselves. Having seen the real and lasting difference these recommendations have made to the economic and personal lives of people in other cities, we urge everyone in Plymouth to make them their own.



SUMMARY OF RECOMMENDATIONS

Principles of fairness

Local recommendation

1. That the Plymouth Fairness Commission's Principles of Fairness are agreed by all public bodies in Plymouth, with consideration of how they are included in decision making.

A new approach to leadership

Local Recommendations

2. That all public bodies in Plymouth learn about the Systems Leadership approach.
3. That a similar approach is part of the induction and training process for all staff in Plymouth's public sector.
4. That measurable objectives on implementing this type of approach are included in the performance objectives of senior staff in all Plymouth's public sector bodies.
5. That all bodies cited against recommendations in the Plymouth Fairness Commission's report agree a Systems Leadership approach to the way they implement them.

Strengthening Local Communities

Local Recommendations

6. That all public sector agencies in Plymouth review the way they currently engage with communities and agree an approach which ensures benefits are shared across communities.
7. That public sector agencies fully explore ways of engaging with communities of interest and identity in a way that works for the individual members of those communities.
8. That local councillors review their current ways of working as elected representatives of local communities.

9. That an external, independent civil society expert undertakes a critical review of Plymouth's voluntary and community sector and provides recommendations to strengthen it.
10. The urgent resolution of issues preventing the provision of professional indemnity insurance is needed to widen the availability of free specialist legal advice.

Individual and Family Wellbeing

National Recommendations

11. That a fair, needs based and long-term funding settlement for local government and other sectors should be urgently developed by central Government.
12. That Plymouth City Council's current grant allocation for public health is urgently reviewed by the Department for Health.
13. That the National Institute for Clinical Excellence's recommendation of a national minimum price per unit of alcohol is implemented.
14. That the Local Government Associations proposals for reforming the current licensing system for alcohol is implemented to limit 24-hour licensing in areas where alcohol causes harm.
15. That the current provision of universal free school meals to Year 1 and 2 pupils in infant schools due to come into effect in September 2014, be extended to all primary school children.
16. That the Department for Work and Pensions urgently addresses the delays in benefit payments when individual circumstances change, and the inappropriate use of benefit sanctions.

Local Recommendations

17. That all parts of the public sector jointly quantify Plymouth's 'Missing Millions' to make the case to Government for fairer funding for the city.

18. That a review of primary care provision across Plymouth is undertaken to ensure equitable access to primary care based on identified local needs.
19. The development of an agreed comprehensive response to Plymouth's mental health needs, and the publication of resourced commissioning plans.
20. That a joint review is completed to agree appropriate crisis responses for those presenting with a mental health need.
21. The development, resourcing and implementation of an evidence-based and coordinated approach to reduce the sale of cheap vodka and 'super strength' beer and cider, as per Plymouth's Strategic Alcohol Plan.
22. That confirmation is given that systems and funding to deliver the Commissioning Plan for the Plymouth Domestic Abuse Partnership 2012-2019 will be adequate and sufficiently resourced to meet the scale of the problem.
23. That cross-sector funding for Domestic Abuse services is protected and, where appropriate, increased to ensure sufficient services and support to meet rising demand.
24. That all primary school children in Plymouth are offered a free school meal.
25. That a pilot is undertaken to assess the potential take-up, costs and benefits of providing a free daily meal to disadvantaged pupils outside term-time.
26. That all schools providing meals in Plymouth should meet the National School Food Standards.
27. That Plymouth City Council's Public Health remit on healthy weight be expanded to include food poverty, with responsibility for co-ordinating food poverty initiatives across the city.
28. That Plymouth City Council amend its spatial planning policy to enable the restriction of fast food outlets within 400 metres or less from a school, youth facility or park.
29. That Plymouth City Council work with the organisers of Plymouth's main events, such as the Fireworks Championships, to reduce the provision of low nutritional value food and improve the food offer.
30. That current food initiatives are better coordinated to ensure they reach Plymouth's food deserts.

Young People and Young Adults

National recommendation

31. That the Department for Education takes active steps to ensure collaboration and sharing best practice is demonstrated by new types of schools, e.g. academies through formal policy and practice.

Local Recommendations

32. That extending the implementation of the Plymouth Primary Teaching School Alliance's collaborative model to Plymouth's secondary schools is made a priority.
33. That a specific review is held to understand and address the factors that prevent young people taking up apprenticeships, and concrete steps agreed to address them.
34. That a 'Virtual Sixth Form' is developed, providing city-wide timetable of courses available from Plymouth's education institutions is made available online to support 16 – 18 year olds.
35. That a consistent set of Information, Advice and Guidance (IAG) protocols, covering all providers is developed for young people choosing their post-16 options.
36. That all primary and secondary schools develop an alumni programme.
37. That all Plymouth's secondary schools and other learning institutions develop relationships with local and regional employers to encourage presentations, workshops and placements and help pupils become 'work ready'.
38. That a formal system is brokered linking schools and businesses so all young people have fair access to internships, work placements and youth enterprise schemes.
39. That a 'Positive Youth' approach to the commissioning of services for young people in the city is developed.
40. That every young person in the city should be able to access free recreational and cultural activities within one bus ride.
41. That the touchpoints of contact for Plymouth's young carers are identified and actively targeted to ensure more young carers contact and benefit from Youth Services.

Discrimination

Local Recommendation

- 42. That organisations from all sectors in the city generate leadership on tackling discrimination in all its forms, against specific actions.

Escalating Cost of Living

National Recommendations

- 43. That the Government leads in encouraging employers to pay the recommended Living Wage and requires all Government Departments to pay their employees at this level, as a minimum.
- 44. That the Local Government Association’s demands for changes to the existing planning and licensing laws in relation to new betting premises are actioned.

Local Recommendations

- 45. That all public sector bodies in Plymouth should commit to pay their staff, and those of the employees of agencies that work for them, the Living Wage.
- 46. That Plymouth City Council and other public sector agencies engage with subcontractors to ensure that they in turn pay 100% of their workers a Living Wage within two years.
- 47. That all private sector employers in Plymouth aim to implement the Living Wage for all their employees to ensure Plymouth becomes a Living Wage City across all sectors.
- 48. That an annual ‘Fair Pay in Plymouth’ report is published in the Plymouth Herald, including an explanation of executive pay, with top to median pay ratios and all taxable earnings.
- 49. That the use of zero hours contracts across the city should be monitored annually.
- 50. That exclusive zero hours contracts are not advertised by job centres or recruitment agencies in Plymouth.

- 51. That all public sector agencies review their current use of subcontractors and commissioned services that use exclusive zero hours contracts and pledge to commission only from services that do not restrict their employees to exclusive zero hours contracts.
- 52. That Plymouth City Council demonstrates it is maximising its planning restrictions, within the current legal framework, to control the number of betting shops, fixed odds betting terminals and payday lenders in the city.
- 53. That the Plymouth universities partner with schools and youth organisations to provide peer mentoring to train young people to become confident in budgeting and managing money.
- 54. That Plymouth City Council works with partners to develop robust visible campaigns against the use of payday loans and illegal loan sharks.
- 55. That Plymouth City Council, housing associations and other agencies work together to consolidate customers’ debts, offer payment plans and signpost to expert sources of help and advice.
- 56. That every point of access with public agencies should provide clear and accessible links to specialist debt advice, benefit maximisation and sources of affordable credit, readily and prominently on their websites.
- 57. That Plymouth credit unions and their partners take greater responsibility for ensuring that they offer a broad range of services that benefit the city, against a number of specific steps. If this is unachievable, Plymouth City Council should step in to take action.
- 58. That a baseline of current need for, and availability of, affordable credit is developed to ensure city-wide access and availability to individuals and enterprises.
- 59. That an annual pre-Christmas campaign is held which brings together debt and money advice services, banks, trade unions, credit unions and relevant Council departments to raise awareness of their services and provide opportunities for action.
- 60. The development of an annual, city-wide ‘Fair Money’ awards dinner, sponsored by the large high–street banks, with award categories against which the people of Plymouth can vote.

Strengthening the Local Economy

National Recommendations

61. That the Department for Transport and the Treasury review funding allocations in the UK with a view to creating more equitable funding in the South West.
62. That the Department of Transport and the Treasury urgently address Plymouth's need for a fast and resilient rail line to connecting the South West to the rest of the UK.
70. That a thorough review of the current Sell2Plymouth portal and associated procurement systems of public sector agencies is completed, and recommendations made for changes to ensure there is an efficient link-up of public sector commissioners with private sector suppliers.
71. That the Growth Board reviews the way in which Micro businesses and SMEs contribute to governance, consultations and decisions, and makes recommendations to deliver greater transparency in their involvement and engagement.

Local Recommendations

63. That a 'Buy Local, Give Local' trademark scheme is developed for local traders, producers, public bodies and the voluntary sector to help customers and producers identify local providers.
64. That Plymouth City Council should review all the charitable trusts for which it is a corporate trustee and explore methods of amalgamating them and transferring the management of their assets to a Plymouth community-based charity.
65. That all public sector and all large private organisations in Plymouth develop a social value/sustainability statement with clear social value outcomes and measures.
66. That all public sector agencies fully explore the steps they could take towards meeting best practice, beyond the requirements of the Public Services (Social Value) Act 2012, to ensure the inclusion of social value in all contracts for goods and services.
67. That the City Deal clarifies both how it will deliver social value and how this delivery will be measured and evaluated.
68. That baseline data on current public spending with local businesses is established, to enable public bodies in Plymouth to create clear targets for their spending with local businesses, and report on them as part of their annual reporting mechanisms.
69. That work is undertaken with the South West Investors Group and other community finance organisations to increase the amount of capital available for microfinance and small business lending in Plymouth.

Housing

National Recommendations

- 72. That a National Register of Landlords is established.
- 73. That local Councils are given the ability to issue fixed penalty notices both to reduce enforcement costs and allow prompt action for breaches of legislation.
- 74. That new standards for housing are developed to make it easier for both landlords and tenants to know if standards are being met.
- 75. That the currently expensive, complex and bureaucratic Compulsory Purchase legislation available to councils should be simplified, as recommended by the Local Government Association.

Local Recommendations

- 76. That Plymouth City Council develops a comprehensive, and resourced, response to raising standards in the private rented housing sector.
- 77. That Plymouth undertakes a pilot to investigate the viability of a voluntary licensing and accreditation scheme for private sector landlords.
- 78. That the possibility of property-specific penalties for non-compliant Private Rented Sector homes is investigated, including whether non-compliant PRS homes could be earmarked as “not Housing Benefit eligible”.
- 79. That a comprehensive, measured and monitored Empty Homes Strategy for Plymouth is consulted upon, recommendations provided and action taken.
- 80. That a virtual Plymouth Private Tenants Forum is created, advising private tenants of their rights, offering an online space to exchange experiences, publicise consultations and offer contact details on further public sources of support.
- 81. That a full examination is carried out into the coverage of specialist housing provision in Plymouth, comparing what is available against known demographics of groups in need and including a full gap analysis.

The Implications of an Ageing Population

Local Recommendations

- 82. That an ‘All Ages City’ Taskforce is created to co-ordinate both the social and non-social care aspects of Plymouth living for older people, as part of the Plymouth Plan process.
- 83. That the Plymouth Joint Dementia Strategy is given the highest priority to ensure its recommendations are actively delivered across the city.
- 84. As part of this strategy, that additional consideration be given to ensure that people with dementia who require, and can demonstrate they meet the eligibility criteria are encouraged to apply for the blue badge scheme using the discretionary powers of the Local Authority.
- 85. That a pack signposting sources of dementia support, information and advice is made freely available in all primary care settings and provided for dementia patients and their carers.



THE PRINCIPLES OF FAIRNESS

“We should encourage people to look at minority groups as people who are vulnerable. It is difficult to get people to sympathise with them and this does need to be encouraged.”

- Participant from the Summer of Listening

These are the principles agreed by the Fairness Commission. They are based on the underlying principles that Plymouth should commit to fairness in what it does, how it does it and who gets what:

- People should be able to access opportunity whatever their circumstances.
- The city should give priority to those in greatest need when it allocates resources.
- Things that make the biggest difference to people’s lives should get priority when deciding where resources go.
- The way things are done in the city matters just as much as what is done.
- Unfairness which takes time to remove needs policies for the long term.
- Preventing inequalities is more effective than trying to eliminate them.
- Services should be provided ‘with’ people, not ‘for’ them.
- The needs of future and current generations should be balanced when making decisions.

Local Recommendation

1. We recommend that these principles are agreed by all public bodies in Plymouth and that they consider formal ways to include them as part of their decision making process and practice.



A NEW APPROACH TO LEADERSHIP

While 'fairness' can mean many things to different people, there is generally a clearer consensus about what 'leadership' involves. The ability of an individual or organisation to take the tough, unpopular decisions and implement them, for example, is commonly cited by politicians keen to show they can get things done.

Yet this type of 'doing to' decision making is neither inclusive nor collaborative. It inevitably involves a partial perspective, silo working structures and the lack of involvement of those affected.

In Plymouth, we know that traditional ways of managing change haven't always delivered better, more sustainable, results for residents. Because decisions are generally taken by a specific body, they actively inhibit collaborative ways of working, the ability to pool resources and build relationships. Risks are less likely to be taken, the views of those affected are not always heard and a culture of innovation isn't supported. The status quo – including its unfairness – is perpetuated.

We believe there needs to be a fundamental change in the way that decisions are made by Plymouth's leaders to ensure fairness is an integral part of that process.

Most of our recommendations will need a joined-up approach between agencies, with many partners working together in new ways, building trust and working relationships around a common goal. One such approach is called 'Systems Leadership'^{xi}.

Local Recommendations

1. We recommend that the leaders of all public sector bodies in Plymouth learn about and act as internal champions of the Systems Leadership approach to address key cross cutting issues of inequality and unfairness across Plymouth.
2. That this approach is embedded within public sector bodies as part of their induction and ongoing training.
3. We recommend that, as a minimum, the objectives of Directors, Chief Executives and Senior Management Teams of Plymouth public sector bodies should include measurable objectives sympathetic to the Systems Leadership approach

Supporting leadership in communities

It's relatively straightforward for staff to manage change in a predictable environment – to 'do things' to help a group of people. What's harder is helping the community itself to organise and mobilise to deliver lasting change itself, particularly in a changing, uncertain environment.

Harnessing the lessons from decades of social activism, 'Systems Leadership' uses the power of a community of interest to work together to get results. The strategy starts with a few identified 'leaders' in a community, trained to mobilise others with the same values, be accountable to each other and all work to a common goal. Time after time, this model shows that as the human resources involved in delivering this change go up, the financial costs involved in change go down.

Systems Leadership works because it taps into people's values and beliefs – it's an approach, not a process. When people share a sense of purpose and goals they hold themselves and each other to account and manage disagreements themselves. They understand the challenges and are more likely to actively participate in the system. Because they're in control, they can take the initiative when things change and challenges occur – they are better able to act on situations, rather than just being passive observers.

against any performance indicators relating to inequalities and unfairness. These should include how effectively Systems Leadership is working across agencies.

Key agencies in delivery: All public sector bodies

Proposed timeline: For performance indicators and objectives used from 2015 onwards

4. We recommend that agencies actively consider and apply a Systems Leadership approach to the way they agree and deliver the recommendations in the Plymouth Fairness Commission's report.

STRENGTHENING LOCAL COMMUNITIES

“Change is forced and not community led. Because they feel ‘it’s going to happen anyway’, people are less likely to take ownership of change and participate.”

- A participant from the Summer of Listening



Over the Summer of Listening, a general theme emerged of residents feeling 'done to' and ignored. A survey held in 2012 showed that on average, only 19% of the city's population felt they could influence decisions^{xii}.

Again, these levels varied significantly between the least and most affluent neighbourhoods; the lowest score, 9%, was found in Ham. There was a sense of cynicism from many that, while frequent consultations were held, the end results didn't reflect what people wanted.

.....
Helping communities shape their future

The Fairness Commission recognises that a 'done to' approach inhibits growth in communities, makes people feel that they have little real say and no power. It also prevents innovative solutions to many of the problems facing our most vulnerable communities. While driven by the best motivation, agencies in Plymouth need to recognise that this approach is itself a problem which needs to be solved.

At the moment, work is undertaken on a 'hierarchical' basis. The chain starts with people at the top of public sector organisations and moves down through different parts of these organisations, with communities themselves tending to be at the bottom of the chain. Instead of this top-down hierarchical model, we recommend an approach which puts communities and community-led initiatives at the centre of development, with public agencies acting in support, rather than controlling.

Although it takes time and commitment to create a fundamental culture change, both for those who currently have power and those who do not, little will be achieved until the city changes its approach to how it works with communities. The C2 programme, covered earlier in this report, has already provided learning that has shaped our recommendations.

Handing back power

While there is some good work being undertaken in Plymouth in support of community development, approaches to it are inconsistent, particularly within and across agencies apparently working for the same outcome. They often show too limited or too little genuine community involvement, are short term and can stop communities from developing themselves. Current work can also be limited by official geographical boundaries such as electoral wards or housing estates. We believe that little will alter until we change the city's approach to working with and within communities.

Communities exist outside and between these formal, often artificial, boundaries and limiting them risks failing to galvanize wider communities for greater impact and scale. The type of approaches offered by C2 and Systems Leadership provide a significant opportunity for learning new ways to deliver community-led services.

Local Recommendations

1. We recommend that all public sector agencies undertake a review of their current approach and processes for engaging with, and listening to, communities and agree a shared approach and individual responsibilities to ensure all communities benefit.
2. We recommend that agencies fully explore different ways of engaging with communities of geography to include communities of interest and identity in a way that works for the individual members of those communities.
3. We recommend that local councillors review their roles, against recommendations 1 and 2, as elected local leaders within local communities.

Key agencies in delivery: Plymouth City Council, New Devon and Cornwall Clinical Commissioning Group, Devon and Cornwall Police, Plymouth Community Healthcare, housing associations, voluntary and community sector with input from the C2 programme

Proposed timeline: August 2015

A vibrant voluntary sector

There is a great deal of powerful work being done by the voluntary and community sector (VCS) in the city, but it is operating in the face of some unusual challenges.

Historically, Plymouth's VCS is much younger than that of most other cities. While Plymouth Guild and a number of small local organisations have a relatively long history, the numbers of organisations receiving statutory funding appears to have been significantly lower than many other parts of England. While the regeneration funding of the 1990s provided a spur for VCS growth, this wasn't accompanied by growth in the infrastructure needed for a thriving and joined up Third Sector. Since the Plymouth Community Partnership of the 1990s collapsed in 2008, this infrastructure gap has been addressed in a piecemeal way.

Today, Plymouth's VCS remains fragmented and lacks co-ordination. The same mistakes continue to be made because the same, unsuccessful way of resolving problems is continually attempted, despite its proven inefficacy. Standards of governance are inconsistent and many public sector procurers do not use Plymouth's VCS as much as they could due to a perceived lack of expertise in providing the kinds of services they need to commission. In turn, many in the city's VCS are frustrated by the unfairness in the current servant/master relationship between themselves and public sector bodies. Relationships between many organisations in the sector, and between the sector and public commissioners, are fundamentally weak and damaged by a 'Them and Us' perspective.

Without strong overarching support, these organisations lack the ability to resolve these relationships, make economies of scale, prevent duplication or grow in a way that meets the increasing need of Plymouth's residents. The issues affecting both Plymouth's VCS, the relationship between the city's Third Sector and its public sector and the lack of supporting infrastructure are long standing. They must be tackled urgently or Plymouth's VCS will continue punching below its weight in terms of both impact and volume of commissioned services.

Given the critical role that civil society has in addressing issues of unfairness and inequality across the city, the Fairness Commission believes this is an issue that must be tackled urgently.

Local Recommendation

- I. We recommend that an external, independent civil society expert is commissioned to undertake a critical review of Plymouth's VCS and provide recommendations to strengthen it, including:
 - ▶ Analyse the present and potential scope for collaborative relationships and shared responsibility within and across Plymouth's VCS and public sector bodies.
 - ▶ Identify the factors which have created problems in relationships in and between Plymouth's VCS and make recommendations on how to avoid these in the future, including arbitration where necessary.
 - ▶ Provide recommendations for how Plymouth's VCS can more effectively co-ordinate and expand opportunities for volunteering in the city.

Key agencies in delivery: Public sector agencies and voluntary and community sector agencies

Proposed timeline: Recommendations delivered by July 2015



Helping communities know their rights

Even taking into account the severe reduction in free legal advice available to people since cuts in Legal Aid and public legal services, Plymouth's population is under-served for a city of its size and level of need. Charities such as Shelter, Citizen's Advice and Plymouth Access to Housing (P.A.T.H) along with Plymouth City Council's Housing and Tenancy services are already overwhelmed by demand.

Local Recommendation

1. The Fairness Commission recommends that steps be taken, as a matter of urgency, to resolve the issue of professional indemnity insurance which currently limits the availability of specialist legal advice on offer via the existing collaboration between Plymouth Citizens Advice Bureau, Advice Plymouth and Plymouth University Law School, aimed at developing the capacity for legal advice in Plymouth.

Key agencies in delivery: University of Plymouth Law School, Plymouth Citizens Advice Bureau and Advice Plymouth

Proposed timeline: May 2015

Legal advice for local people

During term-time, London Southbank University's Law Department runs a Legal Advice Clinic for its local community. The University provides professional indemnity insurance for the Clinic, which offers:

- ▶ A drop-in clinic, staffed by 2nd and 3rd year law student volunteers, working in pairs and supervised by university-employed practicing solicitors
- ▶ An evening clinic, run by local solicitors and shadowed by volunteer law students, providing specialist legal advice in family, housing and employment
- ▶ Basic information on any legal topic, generalist advice on social welfare law including housing, family, employment, welfare benefits and debt
- ▶ Signposting and referral to local advice agencies and specialist sources of help where they exist
- ▶ Referral to Legal Advice Clinic evening clinic if appropriate.



INDIVIDUAL AND FAMILY WELLBEING

The fundamental unfairness of Plymouth’s central funding

The Barnett Formula^{xiii}, designed as a short term measure to agree local funding in the late 1970’s, is widely recognised by local authorities across England as unfair. Councils in areas that are least disadvantaged consistently receive higher allocations than those that are most disadvantaged. The Local Government Association and many MPs have repeatedly called for this formula to be scrapped and replaced with fairer funding allocation. The Plymouth Fairness Commission agrees that the current formula is complex, difficult to understand and produces unfair allocations, and that Plymouth does not receive its fair share.

National Recommendation

1. The Plymouth Fairness Commission agrees with the Local Government Association that there is an urgent need to develop and deliver a fair, needs-based and long-term funding settlement for local government and other sectors including education, health and police, fire and rescue services.

Local Recommendation

1. We believe that the city should know the total amount of funding it is failing to receive because of unfair funding formulas from central Government. We recommend that all parts of the public sector jointly quantify Plymouth’s ‘Missing Millions’ to make the case to Government for fairer funding for the city.

Key agencies for delivery: All public sector bodies in Plymouth and local MPs

Proposed timeline: By September 2014

Public health funding – Plymouth’s case for change

Despite poorer-than-average public health indicators, Plymouth’s public health grant from central Government is nearly 25% below the target figure set by the Department of Health (DH) funding formula.

Plymouth’s baseline funding for public health in 2013/14 was £10.145 million; just £43 per head of the population. Had the DH formula been fully implemented, this would have been £55 per head. This is an underfunding of over £3 million.

The funding settlement for 2014/15 perpetuates this underfunding. The DH formula shows Plymouth’s allocation should now be £58 per head. Yet the DH caps any increases in funding at a maximum of 10%, meaning Plymouth’s 2014/15 funding will be only £12.276 million – £3 million short of our target figure. Furthermore, at just £47 per head, Plymouth’s funding gap from target will still be 19.6%.^{xiv}

When contrasted with our comparators from the Office of National Statistics, the extent of this funding gap becomes even starker.

Of the ten other comparator areas, only one will receive a settlement lower than Plymouth’s. Against Plymouth’s £47 per head, for example, Portsmouth will receive £77, Brighton and Hove £67, Bristol £66 and Southampton £62, and yet many of their public health indicators are much better than Plymouth’s. According to PHE’s health profile for Plymouth, only four of the 32 health outcome measures are significantly better than the national average; 18 are significantly worse^{xv}.

Outside our immediate comparators, funding decisions appear even more baffling. Kensington and Chelsea, for example, receives a settlement almost three times than of Plymouth and yet the majority of their health indicators are better than the English average and the scale of their public health challenges are significantly less than Plymouth’s.

The Commission believes this fundamental unfairness must be addressed now.

National Recommendation

1. The Plymouth Fairness Commission recommends that the grant allocation received by the Council to fund its public health work is reviewed as a matter of urgency by the Department of Health, and fully supports the ‘motion on notice’ unanimously agreed by Plymouth City Council in January 2014.



Primary healthcare – equity and access

“Although the doctors are good, the waiting list to get an appointment at my surgery is 3 weeks”

- A participant from The Summer of Listening

Health in Plymouth shows huge inequalities throughout the life course depending on where in the city you live. The difference between life expectancy in the most and least deprived areas of Plymouth, for example, is a staggering 12.6 years. Emergency hospital admissions in Plymouth are higher than the English average. Mortality rates from circulatory disease and cancers in the under-75's, while improving, are still significantly higher in more deprived wards.

These problems are compounded by the difficulties some communities have in getting access to primary healthcare services such as a GP. The NHS announcement of a freeze in investment for GP premises, made in February 2014, will create a further drag on investment in out-of-hospital provision^{xvi}.

The town with fewer resources than a village

Barne Barton isn't a great model of primary healthcare provision. It's home to over 5,000 people, yet it doesn't have a single GP or primary healthcare clinic. The nearest GP's surgery is a 45 minute uphill walk. Residents often call the out-of-hours service, rather than wait for a hard to get GP appointment. This situation hasn't developed overnight. The lack of primary healthcare in the area has been known about for over 20 years.

Local Recommendation

- I. The Fairness Commission recommends a review of primary care provision across Plymouth to ensure equity of access to primary care based on identified local needs.

Key agencies in delivery: Local Area Team – NHS Commissioning, Plymouth City Council

Proposed timeline: November 2015



Mental health in Plymouth

“There is no proper infrastructure to address adult mental health. This unfairness is rife”

- A participant from the Summer of Listening

Poor levels of mental health are also taking their toll in the city. Figures in the Mental Health Needs Assessment 2012 estimate that around 30,000 residents suffer from a mental health disorder at any one time, but these levels are not consistent throughout the city^{xvii}. Levels of depression and mental illness in Plymouth's most deprived areas are very high at 23%, compared to just 1.8% in the least deprived. Levels of hospital admissions for self-harm in Plymouth are significantly above the English average, and the recovery rate for residents taking part in state-provided psychological therapies is significantly worse than both the South West and England average.

Mental health has historically been the preserve of the health service, yet it often exists as part of another crisis, such as homelessness, alcoholism, debt, job loss or relationship breakdown. Given the lack of primary health care provision in wards such as Barne Barton, it's clear that by the time people suffering poor mental health come to the attention of the health service, their condition is more likely to have become acute. Provision at this stage is an issue. One worrying sign of this is the way police cells are inappropriately used as a place of safety for people that have been identified as having a mental health need. Both Devon and Cornwall Police and mental health agencies tell us this is inappropriate and puts further stress on already vulnerable people.

We have heard about thresholds for diagnosis that are severely limiting many people's ability to access mental health support, especially children or those with multiple and complex needs.

The Commission believes that the ratio of funds currently spent in Plymouth on acute mental health needs, as opposed to promotion, prevention and early intervention, is disproportionate and so relatively ineffective in addressing Plymouth's mental health need. There are many examples of how targeted interventions in schools and in other community settings can address early signs of mental distress, such as anxiety and eating disorders.

Local Recommendations

1. The Fairness Commission recommends that a comprehensive and holistic response to Plymouth's mental health needs, including those of children and young people, is developed and agreed by all agencies, and that resourced commissioning plans are published to show how services and support will be delivered.

Key agencies in delivery: Plymouth Health and Wellbeing Board.

Proposed timeline: September 2015

2. We recommend that Plymouth's comprehensive response to mental health ensures a significant redirection of cross-sector resources for evidence-based early intervention, prevention and promotion programmes for mental health. This should specifically include children, young people and those with multiple and complex needs, with targets set for how redirected resources will be used. If insufficient expertise and/ or modelling tools exist locally to support this shift towards prevention then external support should be used.

Key agencies in delivery: Plymouth Health and Wellbeing Board

Proposed timeline: Annual year-on-year progress towards target to be reported by the Health and Wellbeing Board from 2015 onwards

3. We recommend that a joint review be completed to agree what crisis response is appropriate for anyone presenting with a mental health need. This should include those who may require a place of safety while a mental health assessment is undertaken and, where appropriate, follow up or after care is provided.

Key agencies in delivery: NEW Devon Clinical Commissioning Group, Devon and Cornwall Police, Plymouth Community Healthcare and Plymouth City Council

Proposed timeline: Review to be completed by October 2014. Recommendations to be agreed by Health and Wellbeing Board by December 2014 and implemented by April 2015

Minimising the harm of alcohol

Many port cities with poor employment prospects have a particularly destructive relationship with alcohol, but the impact of alcohol abuse in Plymouth is exceptional even by these standards. Alcohol plays a significant role in public order offences and Plymouth has the highest rate of such offences in the entire country.

There is also a clear link between alcohol abuse and levels of violent crime, and in Devon and Cornwall last year there were over 20,000 recorded violence offences – the highest level from comparable police forces including Greater Manchester, Merseyside and the West Midlands. Plymouth also has one of the highest rates of Night Time Economy Violence in the South West.^{xxix}

Figures from the Devon and Cornwall Police Commissioner show that the total cost for dealing with alcohol related crime in the region is over £366 million a year. To put this in context, that is £500 for every household in Devon and Cornwall, every year.

Research shows there are over 2,500 crimes in the city linked to alcohol annually – and these are just those that are recorded. Alcohol is also responsible for nearly 7,000 hospital admissions and is a factor in over 40% of domestic violence incidents. Overall, the cost of alcohol related harm in the city every year is estimated at £80 million^{xx}.

People in the most deprived parts of Plymouth are twice as likely to be admitted to hospital because of alcohol as those in the least. Most significant, perhaps, is the impact of alcohol drinking by parents on Plymouth's children; it's estimated up to 6,500 children are affected by parental drinking every year and the effects can be extremely damaging. These children often develop coping mechanisms but, as a report by The Children's Commissioner points out, coping is not the same as resilience^{xxi}. The extent of this damage is difficult to cost or quantify. These children's coping strategies can include emotional withdrawal, anger and aggression or feeling it is their responsibility to safeguard their parents. Parental drinking profoundly disadvantages these young people in their relationships with teachers and other authority figures, impairs their interaction with others and damages their development.

National Recommendations

1. The Plymouth Fairness Commission supports the National Institute for Clinical Excellence's^{xxii} guidance that raising the unit price of alcohol is the most effective way of reducing its damaging impact. Accordingly, we recommend a national minimum price per unit of alcohol.

2. The Commission believes that 24 hour licensing should be banned and regrets that Plymouth does not have the power to do this unilaterally. We therefore support the Local Government Association's proposals for full reform of the licensing system ('Open for Business: Rewiring Licensing') which sets out the need for a system which is relevant, simple, cost neutral, risk-based and can address the issues of concern to local residents and businesses^{xxiii}. The Commission fully supports any change in licensing law that provides greater powers to enable local areas to limit the opening of late-night pubs, clubs and off licences in areas where alcohol-related health problems are rife.

Local Recommendation

Alcohol abuse harms families across Plymouth.

The sale of cheap vodka and 'super strength' beer and cider exacerbates the significant impact of alcohol abuse in Plymouth, from young adults 'pre-loading' before going into pubs and clubs in the evening to links with more extreme violence and anti-social behaviour in the city. Police forces in areas such as Ipswich have had success working with the Council, local retailers and supermarkets in a voluntary scheme to reduce the prevalence and ease with which this kind of alcohol can be bought.

1. The Commission recommends that an evidence-based and coordinated approach to reducing the retailing of cheap vodka and 'super strength' beer and cider as stated in the Strategic Alcohol Plan for Plymouth 2013-18 and being implemented in Ipswich, is developed and resourced (Action 5.8 of the Plan)^{xxv}.

Key agencies in delivery: Health and Wellbeing Board

Proposed timeline: December 2014





Domestic abuse and violence

40% of all women, and 5% of men murdered in the UK are killed by current or ex-partners. Nearly four fifths of incidents of domestic violence happen in front of children and a third begin when a woman is pregnant^{xxvi}. These figures are bad enough, but findings from the British Crime Survey and domestic violence charities suggest that only 40% of incidents are ever actually reported. Domestic violence is also a crime with a very long tail and the mental, as well as the physical, damage it inflicts can be long term. Women who have experienced domestic violence are five times more likely to kill themselves and 30% more likely to be admitted to hospital for self-harming.

Plymouth has a big problem with domestic abuse. It accounts for 27% of all violent crime in the city, compared to a national average of 16%^{xxvii}. In Plymouth, the highest levels of violence in the family also happen in the poorest parts of the city. According to Public Health, Plymouth, in 2012 these reached nearly 25% in the most disadvantaged areas, against less than 2% for the least. The Home Office estimates the cost of domestic violence and abuse in Plymouth is £49 million every year^{xxviii}.

Local Recommendations

1. The Plymouth Fairness Commission seeks confirmation that arrangements to deliver the Commissioning Plan for the Plymouth Domestic Abuse Partnership 2012-2019 will be able to meet the scale of the problem in the city. As such we recommend an urgent review of the following:
 - Joint commissioning arrangements and resource allocation.
 - Agreement and ownership of shared outcomes.
 - Effectiveness of current partnership arrangements.

Key agencies in delivery: Health and Wellbeing Board

Proposed timeline: December 2014

2. We recommend that steps are taken to ensure cross-sector funding for Domestic Abuse services continue to be protected and, where appropriate, increased to ensure sufficient services and support are in place to meet rising demand.

Key agencies in delivery: Health and Wellbeing Board

Proposed timeline: From June 2014 and ongoing, responding to further reductions in local authority budget made by national government

Proposed timeline: From October 2014 and ongoing

Better nutrition across the city

With growing levels of obesity, proven damage to human health caused by high levels of fat, transfats, salt and sugar in cheap fast food and ready-meals, and low levels of fruit and vegetable consumption, there is increasing evidence that those on the lowest incomes are suffering disproportionately from poor nutrition.

Free school meals

Evidence shows that providing children with a free, nutritious meal during the school day gives pupils clear health and educational advantages^{xxx}. There can, however, be peer stigma attached if these are only given to children from disadvantaged backgrounds. Both encouraging economies of scale through greater take-up and maximising the pupil premium will help offset this cost.

Providing universal free school meals would also help tackle the problem of getting take up from families entitled to them. Low take-up of free meals reduces the pupil premium funds available to schools, as this additional money, to be spent on children from poorer backgrounds, is determined by how many pupils are claiming free meals^{xxx}. A 2013 Department for Education report estimated that 200,000 pupils are entitled to a free meal but fail to claim it, while a further 200,000 register but don't actually eat the meals. While most schools now use a cashless system, where money is paid in advance by parents (or by the local authority), a stigma still exists for some families around "free school dinners". One way to avoid this has been the approach adopted by Islington, which provides free meals for all. The fact that every family has to apply, regardless of their financial status, has proved a great social leveler in take up.

National Recommendation

1. The Fairness Commission recommends that, in line with the School Food Plan report for the Department of Education, the current provision of universal free school meals to Year 1 and 2 pupils in infant schools due to come into effect in September 2014, be extended to all primary school children.

Local Recommendations

1. The Commission recommends that, using the learning from other areas who have implemented this such as Islington, all primary school children in the city are offered a daily free school meal.
2. We recommend that a pilot to provide a free daily meal to disadvantaged pupils outside of term-time is trialled to assess potential take-up, costs and benefits.

3. We also recommend that all schools providing meals in Plymouth must meet the National School Food Standards^{xxxi}.

Key agencies in delivery: Health and Wellbeing Board, all Primary and Secondary Schools

Proposed timeline: September 2015

Many organisations, such as Food Plymouth and Sustainable Food Cities are already leading promising food initiatives in the city. However, there are still food deserts in parts of Plymouth and the Commission believes the benefits of these different initiatives could be extended if they were better co-ordinated.

Local Recommendations

4. We recommend that the role of the Office of the Director of Public Health within Plymouth City Council be expanded to include food poverty with responsibility for co-ordinating food poverty initiatives, including those providing healthy and affordable food in communities, across the city. We suggest the following activities are undertaken to support this:
 - ▶ 'Struggling to Eat Well' Surveys, aimed at identifying nutritionally vulnerable infants, and primary school age children and older people.
 - ▶ Extending the provision of meals cooked in schools to older people in the community.
 - ▶ Mapping food outlets to identify food retail deserts and encouraging the provision of food vans and local box schemes in these areas.
 - ▶ Development of Social Co-ops in disadvantaged areas which incorporate access to reduced cost food, advice on debt, food skills and eating well, such as the Community Shop Barnsley model.
 - ▶ Provision of Food Poverty Awareness Training (as Brighton and Hove Food Partnership does).
 - ▶ Coordinating and assisting in the set-up of food growing and buying co-operatives around schools and social housing providers.

Key agencies in delivery: Plymouth City Council and partners, including voluntary and community sector agencies

Proposed timeline: April 2015



There is a growing body of evidence that the proximity and prevalence of fast food outlets near to schools are a contributory factor in childhood obesity. They also undermine schools' efforts to encourage take up of school meals.

This can also perpetuate wider inequalities. In Plymouth, there are 1.5 more fast food outlets within 800 metres of schools in the most deprived areas, compared to the least^{xxxii}. Many councils are now actively seeking ways to halt the proliferation of fast food outlets in their high streets.

As a means of reducing health inequalities and responding to residents' concerns, Waltham Forest Council, for example, is consulting on banning fast food outlets within 400 metres of any of its schools and limiting those allowed to open in the town centre and shopping parades. Among the benefits they cite are increases in take up of nutritious schools meals and a reduction in litter and vermin on the area's high streets.



5. Following the example of Waltham Forest Council, the Fairness Commission recommends that Plymouth City Council amend its spatial planning policy to enable the restriction of fast food outlets within 400 metres or less from a school, youth facility or park.

Key agency in delivery: Plymouth City Council

Proposed timeline: April 2015

6. We recommend that Plymouth City Council work with the organisers of Plymouth's main events, such as the Fireworks Championships, to reduce the number of fast food outlets offering food of low nutritional value at public events and improve the food offer available.

Key agencies in delivery: Plymouth City Council, with public and private event organisers

Proposed timeline: July 2015



The food poverty epidemic

“We urge the Government to find creative, fair ways to enable all in this rich country to have enough money to be able to eat healthily. This work is urgent.”

- Professor Dowler, University of Warwick

Oxfam and Church Action on Poverty estimate that over half a million people in the UK are now reliant on food hand-outs^{xxxiii}. The recent published report by Warwick University for Defra, Food Aid Research Report, concludes that low incomes, unemployment and benefit delays have combined to triple the number of families relying on charities for basic food supplies. People are being forced to choose between paying bills and eating. Oxfam estimates that over 2 million people in the UK are already malnourished, with a further 3 million at risk of becoming so. In the sixth richest country in the world, GPs are reporting an alarming increase in child malnutrition^{xxxiv}.

Evidence from the Plymouth Foodbank shows the number of people affected by food poverty in the city is growing. In 2012, 5,900 people visited the Foodbank, in 2013 that grew to 7,400 and their estimate for 2014 is that 9,000 people will come to them for help. And these are just the figures from one local Foodbank.

Filling the growing food gap

It’s not just the growing numbers that Maria Mills, Plymouth Foodbank’s project manager, has noticed, but the types of people being referred and where those referrals are coming from. “Benefit delays when people’s circumstances change are causing real problems”, she reports, “the amount of time it takes to make the changes and give people their money is just too long. We’re also seeing a rise in the number of people getting in-work benefits affected by food poverty. They’re working, but their wages are too low to make ends meet.”

And, since the abolition of Social Fund Crisis Loans by central government in April 2013, she’s seen an increase in referrals from the Job Centre and the Emergency Welfare Centre.

“With no crisis loans available, it seems Foodbanks are increasingly regarded as a third arm of the state. Without the funding of course.”

National Recommendation

- I. That the Department for Work and Pensions urgently addresses the delays in benefit payments when notified of changes in individual circumstances and the inappropriate use of benefit sanctions.

Much more than just affordable food

When you’re struggling to find money for the weekly shop, as growing numbers of people are, finding affordable food may just be one of the challenges facing you. In an ideal world, you could buy cheap, nutritious food, join a cookery class, enjoy a coffee, get expert debt advice and even help to hone your job skills, all under one roof. Since the opening of Community Shop in December 2013, that option is now a reality for low income families in Goldthorpe, Barnsley.

Billed as the first ‘social supermarket’, Community Shop buys surplus food from supermarkets – and every supermarket has surpluses – and sells it at discounted rates to its members.

500 low income families have been issued with membership cards which, as well as cheap and healthy food, give them access to all the advice and support services from Community Shop’s ‘Community Hub.’ Supported by local supermarkets, it’s currently the first pilot of a development with huge potential to help communities across the UK.

Local Recommendation

- I. Many organisations, such as Food Plymouth and Sustainable Food Cities are already leading promising food initiatives in the city. However, the Commission believes the benefits of these different initiatives could be extended if they were better co-ordinated.

Key agencies in delivery: Health and Wellbeing Board with voluntary and community sector partners

Proposed timeline: August 2015



YOUNG PEOPLE AND YOUNG ADULTS

It's a difficult time to be young in the UK. Escalating rents and transport costs, benefit changes and the abolition of the Educational Maintenance Allowance create serious barriers to opportunity against a backdrop of high youth unemployment and the growth of insecure employment and zero-hours contracts. Young people in Plymouth's most deprived areas face even greater challenges from birth. 22% of children in the city overall live in poverty, against 16% of children in the South West as a whole, but this figure rises to over half of all children living in some areas of the North Prospect, Weston Mill, City Centre and Stonehouse areas^{xxxv}.

However, some of Plymouth's residents told us during the Summer of Listening, that standards of teaching in schools is high and evidence shows that much progress has already been made in the past decade to reduce the gap in attainment. In the face of other impacts of deprivation in many areas, Early Years attainment levels in Plymouth are improving and pupils exceeded the South West and English averages for expected levels of progress in maths. This is an encouraging trend, but we need to do more.

Closing the aspiration and achievement gap

The gap in educational achievement between different parts of the city is particularly marked; it starts from Early Years foundation and widens with each following year of education. In 2011, only 21.5% of Plymouth's over 16s were qualified to degree level or equivalent, significantly lower than the England average of 27.4%. Again, patterns of low educational achievement are highest in the city's most deprived wards. In Devonport, for example, the percentage of over 16s with no qualifications is around 27%, in Ham it is 34% and in Honicknowle it reaches 35%^{xxxvi}. However, the city's schools have been tackling educational under-achievement, particularly at primary level, with considerable effect.

The work of the Plymouth School Teaching Alliance has raised standards in professional development for teachers and school-to-school support. Levels of educational achievement, even in the most deprived areas, have improved in recent years. Our recommendations aim to encourage all parts of Plymouth's education sector to build on progress so far to further increase ownership, encourage ideas and commitment to deliver.

The city also has persistently higher levels of young people not in Education, Employment or Training (NEETS) than both the national and regional averages, with the highest levels found in the most deprived North West areas of the city. There can be few starker indicators of the combination of deprivation and a low aspiration culture, particularly given the many positive comments we heard from parents about the quality of education provision itself.

Young people over 16 may receive only partial advice about further education and careers from their places of learning, reducing their

subject choices and increasing the risk these choices will fail to meet the needs of local and regional businesses. We know many local business leaders are concerned about the general employability of young people entering the Plymouth jobs market.

National Recommendation

1. With the growing number of academies and other types of 'unique catchment' schools such as faith schools, we are concerned that collaboration which puts the common good of pupils at the centre may be diminishing. We recommend that the Department for Education takes active steps to ensure collaboration and sharing best practice is demonstrated by these new types of schools through formal policy and practice.

Local Recommendations

1. The Commission welcomes the move of Plymouth's secondary schools to work more closely together through the model already established by the Plymouth Teaching School Alliance. We recommend that this collaborative approach is made a priority. It also requires additional momentum to achieve consistent standards across secondary school teacher training, professional development and school-to-school support to tangibly improve standards of educational achievement for all Plymouth's pupils.

Key agencies in delivery: Plymouth Teaching School Alliance, with support from Plymouth City Council

Proposed timeline: Draft resourced plans and targets to be produced by December 2014

The Commission notes that the city continues to have vacant apprenticeships. We believe that schools, youth services and employers need to understand why.

2. As part of the Plymouth Skills Plan, we recommend that a specific review be undertaken with young people in the city to understand and address the factors that prevent young people taking up apprenticeships, and agree concrete steps to address them.

Key agencies for delivery: Plymouth City Council and Learning and Skills Partners

Proposed timeline: Review to be completed by October 2014, with plans to address the identified unfairness issues published by December 2014 for implementation to be completed by end of 2015.

3. The Commission recommends that the city-wide timetable of courses available from Plymouth's education institutions be completed and made available online to support 16 – 18 year olds, particularly addressing minority needs and skills shortages. This wider curriculum should complement the existing online tool which details the qualifications needed for a range of different careers.
4. Concurrently, a consistent set of Information, Advice and Guidance (IAG) protocols which covers all providers should be developed as a priority by the expanded Teaching School Alliance and be in place for young people choosing their post 16 options in 2015. These two recommendations should be used to ensure the creation of a 'Virtual Sixth Form' whereby young people can choose to attend courses at more than one education institution.

Key agencies in delivery: Plymouth Children and Young People's Partnership and education institutions in the city

Proposed timeline: September 2015

5. We recommend that all primary and secondary schools develop an alumni programme, identifying local pupils who have subsequently achieved in a variety of fields, and invite them to contribute to raising awareness of potential careers and aspirations among current pupils, such as FutureFirst^{xxxvii}.

Key agencies in delivery: Plymouth Teaching Schools Alliance

Proposed timeline: April 2015

6. We recommend that all Plymouth's secondary schools and other organisations working with young people and young adults be encouraged to form relationships with local and regional employers, in particular members of the Plymouth 1000 Club and other local micro and SMEs, to encourage presentations, workshops and placements to demonstrate the range of potential careers available to pupils, as well as the qualifications and softer skills they should aspire to in order to be 'work ready'.
7. That a formal system is brokered linking schools and businesses so all young people have fair access to internships, work placements and youth enterprise schemes. These should particularly involve micro businesses and SMEs and cover different sectors (cultural, care sector, engineering etc.). Students should be encouraged to set up their own enterprises.

Key agency in delivery: Employment Skills Board

Proposed timeline: Memorandums of Understanding to be created and signed by early 2015 and implemented from 2015



Improving access to activities for the young

Services and support for young people are under increasing pressure across the UK, while poor employment prospects for the young in many towns and cities remain entrenched. Low levels of participation in local and national elections are just one symptom of the way young people may feel they have no say or real power in influencing decisions which affect them.

During the Summer of Listening, every community we visited highlighted a lack of activities for young people and the lack of dedicated places for them to go. Interestingly however, many other respondents cited the amount of activities and events for families and young people in the city. We conclude that the issue here is not one of the provision of events and spaces for young people, but of their ability to access them.

Local Recommendations

1. We recommend that a ‘Positive Youth^{xxxxviii}’ approach to the commissioning of services for young people in the city is developed. This should encompass a range of settings to provide all young people, ‘targeted’ or not, with the support and opportunities they need to empower themselves, form relationships, build skills, exercise leadership, and help their communities.

The underlying approach of this should be assets based and include the following elements:

- ▶ Young people are viewed as a valued and respected asset to society;
- ▶ Policies and programs focus on the evolving developmental needs and responsibilities of young people, and involve them as partners rather than clients;
- ▶ Young people are provided with the opportunity to experiment in a safe environment and to develop positive social values and norms; and
- ▶ Young people are engaged in activities that promote self-understanding, self-worth, and a sense of belonging and resiliency.

Key agencies in delivery: Plymouth City Council, voluntary and community sector agencies, Plymouth universities and other partners

Proposed timeline: By December 2015

2. The Fairness Commission believes that every young person in the city should be able to access free recreational and cultural activities within one bus ride.

Key agencies for delivery: Plymouth City Council, bus companies, Devon & Cornwall Police, voluntary and community sector agencies, Plymouth Community Healthcare

Proposed timeline: December 2015

Lambeth – putting young people in the driving seat

Like most councils, Lambeth has been forced to make tough decisions about public funding for youth services. Unlike many of them, it decided it didn’t know best. A year ago, they asked the young people who used these services, local partners and community members what they thought were the best ways to run many of the services previously provided by the council. The consensus was that these groups wanted a bigger say in how money was spent and services run.

So the idea of the Young Lambeth Cooperative was born. The YLC is a genuine alternative to how youth services are planned, commissioned and managed, because young people and their communities have a say in all these areas. Its members will commission the Council’s youth service spend of £9 million, setting up and maintaining everything from youth clubs to activities in community centres.

Not only will these funds be spent on the priorities of service users themselves, but a core group of young members have been instrumental in developing everything from marketing materials to working with lawyers to develop YLC’s constitution. 40% of YLC’s members are between 11-19yrs and, although only just launched, membership so far is over 2,000.

The LYC is a refreshing model of how handing over decision-making can meet actual need, extend reach and save money.

Caring for Plymouth's young carers

There are many forms of social exclusion. People can be socially excluded because of poverty, illness, disability and many other factors. Children and young people taking on demanding carer roles in their families are likely to experience particular and additional disadvantage, on top of other causes of exclusion. According to the charity Young Carers, for example, they are particularly vulnerable to isolation, poor health and reduced life chances, especially in being able to take up paid employment. According to the children's charity Barnardo's the average age of a young carer in the UK is 12. Plymouth City Council estimates there are around 840 carers under 16 in the city but, because they are a largely hidden population, actual figures are probably higher^{xxxxix}. Only 200 of the city's young carers are actually in contact with the relevant agencies.

“It's selfish to go on to higher education when you're looking after your Mum. That's just thinking about yourself. Who would look after her if I went to college?”

- A young carer from the Summer of Listening

It's widely recognised that, because most of their extra-curricular time is spent caring, these children do not generally benefit from after-class programmes which give pupils skills such as interview or CV preparation. Because so much of their 'free' time is taken up caring, they are also less likely to spend time with fellow-pupils or join clubs and access other services to help develop skills or work experience. They are also less likely to know what their further education options are, even if they might be in a position to take these up. The Young Carers service delivered in Plymouth provides high quality services to young carers in the city; it's important that all children that need them are able to access these services.

Local Recommendation

There are a limited number of 'touchpoints' where young carers come into contact with those able to introduce them to Youth Services and, from there, to specialist provision given to young carers in the city. These touchpoints will include GPs, Adult Social Care services, schools and colleges. The Fairness Commission welcomes the work already undertaken to raise awareness among teachers to identify young carers in their classrooms but believes a more integrated programme across all touchpoints is both more likely to identify young carers not currently reached, and provide those soon to leave school with extra help to help them make the most of future opportunities.

- I. Building on the work already being undertaken by the Learning and Skills Group, we recommend that the touchpoints of contact for young carers are identified and actively targeted to ensure more young carers contact Youth Services and benefit from their referrals and services, including:
 - ▶ Youth Services and Plymouth universities to co-ordinate a system of mentoring to provide one-to-one and group support to young carers, supporting them in developing CVs and identifying future career options.
 - ▶ Youth Services to contact local and regional employers to propose and develop a 'career mentoring' system to encourage short term and part-time work experience placements with those employers.

Key agencies in delivery: Plymouth Community Healthcare, Plymouth City Council and Plymouth universities, all education providers, Plymouth Hospitals NHS Trust and NEW Devon Clinical Commissioning Group

Proposed timeline: February 2015



DISCRIMINATION

“Many individuals are the victim of hate crime, yet don’t report the incidences that occur for fear of not being believed, not taken seriously, and repeat victimisation.”

“I don’t feel it’s a very inclusive place sometimes for people who aren’t white or local basically. It seems like there is a lot of prejudice, compared to somewhere like London, towards minorities. I think it is anti-social behaviour because people can be a bit abusive or at least rude. It also means there’s less culture and diversity.”

“I’m disabled and have been discriminated against in getting employment. At school I was ostracised by my teachers and treated differently.”

- Participants from the Summer of Listening



During the Summer of Listening, the Fairness Commission heard just how wide discrimination is in Plymouth. We heard of young asylum seekers being shouted at by neighbours two or three times a day, discrimination of those living with HIV, and systematic discrimination on the basis of age, religion, gender, people with disabilities and sexual orientation.

The Fairness Commission heard first-hand how discrimination is practised on the streets and in all types of institutions and organisations in Plymouth. However, it also appears to be a serious problem that the city as a whole has yet to face up to, prioritise and resolve to tackle.

We believe that the culture of denial must change before action can be taken to eradicate exclusion, violence and discrimination in this city. Discrimination cuts across all the themes in this report, as it is experienced on top of other disadvantages and exacerbates the unfairness experienced in each.

Discrimination in all its forms (institutional, social, individual-level) across the 9 protected characteristics of the Equality Act 2010 and beyond (notably socio-economic) continues to have a significant impact on residents' lives. In order to make the city a fairer place to live and work, there needs to be a significant response.

Local Recommendation

- I. The Commission recommends that the city engage in a consolidated effort to generate leadership on tackling discrimination in all its forms in the city, with the following actions:
 - ▶ A city leadership workshop to develop a collective understanding of discrimination, its causes, and how to tackle it.
 - ▶ A high profile public event at which city leaders sign an agreement to commit actively to tackling all forms of discrimination. This should be accompanied by specific actions to which leaders are committing, and agreement to how and by whom they shall be measured. A high profile campaign should be developed to bring this initiative to the consciousness of the people of Plymouth.
 - ▶ Roll out of evidence based, age appropriate school based programmes to address discrimination across all early years, primary and secondary schools and further/higher education, such as the Roots of Empathy programme^{xi} and the Brown Eyes, Blue Eyes tool.

Key agencies in delivery: Plymouth universities, all education providers, Plymouth City Council, Plymouth NHS Hospitals Trust, NEW Devon Clinical Commissioning Group, housing associations, Plymouth Community Healthcare, Devon and Cornwall Police, key partners and relevant voluntary and community sector support

Proposed timeline: By September 2015

Racism and abuse in Plymouth is hugely prevalent and massively under-reported. This is the undercurrent above which more frightening and life-changing physical attacks have occurred. Plymouth could definitely do more about this."

Devon and Cornwall Refugee Support response to the Call for Evidence

ESCALATING COST OF LIVING

“The wages are very low down here so people often can’t afford the rent.”

- Participant from the Summer of Listening

As the recent interventions by 40 church leaders and a number of leading poverty charities show^{xii}, the impact of increases in the cost of living is getting worse. Energy bills have more than doubled since 2004 and food prices have risen by 44% since 2005. Yet the Office for Budget Responsibility warned last year that wages will not increase for several years to come. Add to this the impact of unemployment, underemployment, frozen public sector wages and the rise in zero hours contracts and it becomes clear why, according to the Public Accounts Committee, over 2 million people have been driven into the arms of payday lenders^{xiii}. According to the Joseph Rowntree Foundation, the South West is one of two regions in the country with the biggest increase in the number of households with below Minimum Income Standards (MIS). Not only is there a greater proportion of households falling below MIS, but the proportion of households with very low incomes has also increased dramatically.

Since 2011, the number of long-term benefit claimants in the city has risen dramatically^{xiiii}. The city also has high rates of those unable to work due to long term sickness and disability. In Devonport, St Peter and the Waterfront and Ham and Honicknowle, for example, these figures are 27%, 23% and 22% respectively, against a national average of 13%.

A Living Wage for Plymouth

“Hard work is not working. We have a labour market that lacks pay and protection, with jobs offering precious little security and paltry wages that are insufficient to make ends meet.”

- Julia Unwin, Chief Executive, Joseph Rowntree Foundation

Plymouth City Council’s ‘Child Poverty Matters’, published in 2013, highlighted the growth of in-work poverty in the city; in particular, the impact of welfare reforms on low income working families. While people on low incomes are used to being told that work is the route out of poverty, it’s a mantra which is not, unfortunately, borne out by the facts. Last year’s report by the New Policy Institute for the Joseph Rowntree Foundation showed that, for the first time, more working families are living in poverty in the UK than non-working ones^{xliv}.

Average incomes have fallen by 8% since 2008 and 6.7 million working families now live below the poverty line, an increase of half a million since 2011. Half of these families have an adult paid below the living wage, and their number grew from 4.6 million in 2011 to 5 million in 2012.

In work poverty among many groups in the UK is reaching alarming proportions. As well as cutting back on food and heating, people are having to make choices about the amount of time they can spend with their families, rather than working longer shifts or taking on another job. The Living Wage Commission’s 2014 interim report showed, for example, that employees on the Living Wage spent nearly twice as much time with their families than those on the National Minimum Wage.^{xlv}

Plymouth has been a relatively low wage economy for many years. Since 2008 it has lost 1,000 full time public sector jobs and gained 1,500 part time private sector jobs.

The Fairness Commission believes the city must tackle in-work poverty, caused by low wages and the imposition of exclusive zero hours contracts as a matter of urgency.

National Recommendation

1. That the Government takes the lead in encouraging employers to pay the recommended Living Wage (£7.65 an hour nationally / £8.80 an hour in London) and requires all Government Departments to pay their employees at this level, as a minimum, by October 2016.

Local Recommendations

We welcome and support the ‘Child Poverty Matters’ recommendation to promote the adoption of the Living Wage across both public and private sector employers.

- 1. We recommend that all public sector bodies in Plymouth should, like Plymouth City Council, commit to pay their staff the Living Wage, seek accreditation by the Living Wage Foundation and commit to provide a Living Wage for all employees of agencies that work for them.

Key agency in delivery: All public sector employers in Plymouth

Proposed timeline: Accreditation with the Living Wage Foundation by April 2015. A Living Wage for all employees of any agencies that it contracts with by April 2017

“As a values-based organisation, we believe in the Living Wage and know the difference it makes to people’s lives. We have already implemented it for all our permanent staff. Now we’re working with suppliers and the Students’ Union to explore how we can extend the Living Wage to subcontractors and staff on temporary contracts.”

Professor Cara Aitchison, Vice Chancellor, University of St Mark and St John, Plymouth

- 2. We recommend that Plymouth City Council and other public sector agencies engage with subcontractors to ensure that they in turn pay 100% of their workers a Living Wage within two years.

Key agencies in delivery: All public sector employers in Plymouth

Proposed timeline: By April 2016

- 3. We recommend that all private sector employers in Plymouth aim to implement the Living Wage for all their employees to ensure Plymouth becomes a Living Wage City across all sectors.

Key agencies in delivery: All private sector employers in Plymouth, assisted by the Plymouth Chamber of Commerce and Plymouth Federation of Small Businesses

Proposed timeline: By 2018, but early adoption is to be welcomed and encouraged

We know that very large multiples of pay within an organisation are often perceived as unfair unless they are explained. This is particularly the case where some employees are paid less than the amount needed to meet the basic cost of living. We believe workers and customers in Plymouth should have information about the salaries paid by large public, private and charitable sector employees, and be able to identify organisations unwilling to provide this information.

- 4. We believe that information on the salary divide in the public, private and charitable sectors should be in the public domain. As such we recommend an annual ‘Fair Pay in Plymouth’ report be published in the Plymouth Herald to achieve transparency, including an explanation of executive pay, with top to median pay ratios and including all taxable earnings. Organisations unwilling to supply this data should be identified.

Key agencies in delivery: Plymouth Herald

Proposed timeline: September 2015



Zero hours contracts

“I know people who had to go to a food bank due to zero hours work.”

- Participant from The Summer of Listening

In August 2013, a report by the Chartered Institute of Personnel and Development revealed that over a million people in the UK are employed on zero hours contracts^{xvi}. This sparked some soul searching in Plymouth, with a number of local employers, including Plymouth University, listed by The Herald as using these contracts.

While students at the University are reported as welcoming the flexibility of zero hours contracts, for many workers they can make an insecure employment situation much worse. The Commission was particularly concerned about the imposition of zero hours contracts which, as well as refusing to guarantee a set number of hours of work, are often used to bar staff from working for other employers, known as ‘exclusive’ contracts.

There is growing evidence that zero hours contracts contribute to in-work poverty^{xvii}, and the Commission awaits the publication of the review into their use by the Department of Business, Innovation and Skills later this year.

The Commission believes that the city should be intolerant of the imposition of zero hours’ contracts for employees. We believe becoming a Living Wage City is incompatible with the use of such contracts for working adults.

Local Recommendations

1. We recommend that the use of zero hours contracts across the city should be monitored annually.
2. We recommend that exclusive zero hours contracts are not advertised by job centres or recruitment agencies in Plymouth.
3. We recommend that all public sector agencies review their current use of subcontractors and commissioned services that use exclusive zero hours contracts and pledge to commission only from services that do not restrict their employees to exclusive zero hours contracts.

Key agencies in delivery: All public sector employers, recruitment agencies, Department Of Work and Pensions (Job Centre)

Proposed timeline: December 2015

Debt - Halting the tide of payday lenders

Since 2008, austerity has provided payday lenders with fertile ground in which to grow. Falling incomes, benefit cuts and delays and rising food and energy prices have tipped growing numbers of people from credit to debit. The Office of Fair Trading reports that between 2008 and 2012, the value of the payday lending market grew from £900 million to £2.2 billion.^{xlviii}

Despite numerous promises by the payday lending industry, and regulation from the Financial Conduct Authority from April 2014, there is still no cap on the interest fees these companies can charge, or the fees defaulting customers have to pay. In 2013, the debt charity StepChange calculated the average amount owed to payday lenders was £1,657, far higher than the average client’s net monthly income.^{xlix}

Plymouth has a serious debt problem. According to Money Advice Devon and Cornwall, over 29% of adults in the city are over indebted – much higher than any other local authority area in the South West. The most vulnerable in our city are more likely to become indebted, be refused bank loans and be forced to seek funds from high cost payday lenders to make ends meet.

Reducing the reliance on payday lenders for the most financially vulnerable can only happen if there is greater provision of alternative sources of low cost lending. Our recommendations around debt can only be delivered in conjunction with our recommendations to develop these alternative forms of credit in the city.

National Recommendation

1. The Fairness Commission supports the Local Government Association’s demands for changes to the existing planning and licensing laws to take into account the views of residents and democratically elected councillors when considering applications for new betting premises.

Local Recommendations

We applaud the work of Plymouth City Council in banning payday loan adverts on billboards and bus shelters across the city and preventing access to their websites on Council-owned computers. We would like to see a marked reduction in the numbers of betting outlets and payday lenders and stricter controls on their geographic location across the city in relation to socio-economic demography.

We recommend that:

1. Plymouth City Council should demonstrate that it is maximising its planning restrictions, within the current legal framework, to control the number of betting shops, fixed odds betting terminals and payday lenders in the city.

Key agencies to deliver: Plymouth City Council

Proposed timeline: December 2014

The Commission recognises there are two sides to tackling the problems caused by high interest lenders. The first is the need to stop problems arising in the first place, through both better money management skill training in young people and the use of robust visible campaigns against payday loan companies.

2. We recommend that Plymouth universities and education providers partner with schools and youth organisations to provide student led peer mentoring, similar to CitizensUK Money Mentors Programme¹, to train young people to become confident in budgeting and managing money.

Key agency in delivery: Plymouth universities and education providers, Plymouth City Council, voluntary and community sector partners, schools.

Proposed timeline: July 2015

3. We recommend that Plymouth City Council work with partners to develop robust visible campaigns against the use of payday loans and illegal loan sharks.

Key agency in delivery: Plymouth City Council, with selected partners, including from the voluntary and charitable sectors

Proposed timeline: October 2014

People forced to use high cost payday lenders are more likely to be vulnerable to debt in other areas of their lives, including rent and debts to the council such as council tax.

4. The Fairness Commission recommends that Plymouth City Council, housing associations and other relevant agencies work together to consolidate customers debts and offer payment plans to help customers manage repayments as well as direct them to expert sources of help and advice.

Key agencies for delivery: Plymouth City Council, housing associations and other partners

Proposed timeline: September 2015

Debt is both a cause and effect of other vulnerabilities, such as poor nutrition, alcohol abuse, insecure housing and mental illness. We are pleased that, in recognition of the strong link between debt and mental illness, both mental health services and debt advisers undertake significant levels of joint working and signposting. The Commission believes that every public sector body should ensure information about where to seek help and access alternative provision should be much more widely available.

5. Every point of access that the public have with public agencies should provide clear and accessible links to specialist debt advice, benefit maximisation and sources of affordable credit such as Plymouth Citizens Advice Bureau, Money Advice Plymouth and Christians Against Poverty more readily and prominently available on their websites.

Key agencies in delivery: All public sector agencies, housing associations and other partners

Proposed timeline: September 2014



Affordable credit

Another key factor in reducing the reliance on high cost lenders is the provision of alternative sources of credit. As the 2014 Church Urban Fund’s report, ‘Money Speaks Louder than Words’ shows, the function of Credit Unions are often misunderstood by people who would otherwise support them with deposits. When congregations were made aware of the ‘socially useful’ function of Credit Unions, for example, the proportion of those willing to make deposits rose significantly. The run-down appearance of many credit unions and a perception of their lack of professionalism can also be barriers to attracting deposits.

Developing a vibrant Credit Union is partly dependent upon having a critical volume and a diverse socio-economic mix of savers to generate revenue. Deposits up to £10,000 are fully protected by the government’s deposit protection scheme and represent a high social value return.

The Commission therefore supports the development of a robust, efficient, well marketed, accessible and effective Credit Union or Community Development Financial Institution (CDFI) in Plymouth, with outlets within easy reach of disadvantaged communities and credit deserts. We see a role for churches and other faith centres in providing venues for credit union outlets, particularly in areas of deprivation.

Local Recommendations

1. It is essential that alternative and affordable forms of credit are accessible to residents across Plymouth. The Fairness Commission believes that Plymouth credit unions and their partners must take greater responsibility for ensuring that they offer a broad range of services that benefit the city, including, but not limited to, the list below. If they do not wish to do this or are unable to prove they can by December 2014, Plymouth City Council should step in to take action.

- ▶ The Commission recommends that the following groups be actively encouraged to hold membership:
 - Employees of all large private and public organisations in Plymouth, providing payroll deductions to support this.
 - Tenants of Social Landlords.
 - Congregations of all churches in the city and other faiths.
 - In addition Plymouth City Council and other major

employers should hold non-member deposits in the credit union.

- ▶ Undertake a review of current services to identify areas where input from other sources, e.g. marketing support from students from further and higher education institutions, process inputs from Credit Unions, could help raise the profile of credit unions and maximise their effectiveness.
- ▶ Implement a high profile campaign in partnership with the Plymouth Herald and other media outlets to explain the function of credit unions, and to attract additional depositors.
- ▶ Create a Plymouth-wide Christmas Club as an alternative to current high cost online providers. The Plymouth Christmas Club could work with local banks to accept deposits and seek discounts/vouchers from local retailers if savers spend with them.
- ▶ Ensure widespread availability of products such as jam jar accounts, white goods and furnishing schemes, contents and income protection insurance and new savings accounts.
- ▶ In areas identified as having high levels of financial exclusion, credit unions must work with local partners to enable credit unions to operate.
- ▶ We recommend that all schools should invite credit unions to run Junior Savers Club.
- ▶ We recommend a drive to encourage members of business groups such as the Rotary Club, Chamber of Commerce, Lions, Federation of Small Businesses and others to volunteer as board members of credit unions.

Key agencies to deliver: All public, private and voluntary and community sectors

Proposed timeline: By 2016

2. To maximise the availability of affordable credit to individuals and enterprises across the city, the Commission recommends development of a baseline to include:
 - ▶ Use the industry-wide data jointly compiled by the British Bankers’ Association and the Council for Mortgage Lenders to map the personal loan data for all Plymouth city post codes.

- ▶ Publish a Personal Loan Data report for Plymouth (as Birmingham City Council has done) to help identify the areas of credit deserts.
- ▶ The Council should use its own banking contracts to lever an assurance from providers that they will improve the provision of affordable credit in credit deserts.

Key agencies to deliver: Credit Unions, Plymouth City Council, Local Banks

Proposed timeline: March 2015

‘Fair Money’ Campaigning

The Commission believes Plymouth should aspire to achieve a ‘Fair Money’ culture. It is vital to make Plymouth’s residents, used to the same – too often high cost - high street lending and savings options aware of the alternatives. Campaigning is an intrinsic part of encouraging both the take up and further generation of alternative, low cost provision.

Local Recommendations

1. We recommend an annual, centrally-located pre-Christmas campaign, bringing together debt and money advice services, banks, trade unions, credit unions and relevant Council departments to raise awareness of their services and provide the opportunity to open bank and credit union accounts, as savers and depositors, get advice on housing, debt arrears etc.

Key agency in delivery: Led by high street banks, with debt and money advice services, trade unions and Plymouth City Council

Proposed timeline: November / December 2015

2. We recommend the development of an annual, city-wide ‘Fair Money’ awards dinner, sponsored by the large high –street banks and publicised by the Plymouth Herald, with a range of award categories which the people of Plymouth can vote for. Examples of award categories include: school savers, tackling debt, biggest contribution to local economy, volunteering etc.

Key agencies in delivery: Plymouth City Council, current credit union providers, local banks and the Plymouth Herald



STRENGTHENING THE LOCAL ECONOMY

Efficient transport links

“Investment in our travel infrastructure is vital for the success of the Peninsula economy – to achieve this we need to demonstrate clearly to government the difficulties being faced by businesses through the lack of a modern transport infrastructure.”

- David Parlbly, Chief Executive, Plymouth Chamber of Commerce

Plymouth is the fifteenth largest city in England. With a current population of 261,024ⁱ, it also has an ambitious growth agenda for over 300,000 residents by 2031.

Regionally, the Far South West covers 1,396 square miles with a population of 2.2 million. The Peninsula contributes over £36bn a year to the national economy, hosts 98,000 businesses and supports 1.1 million jobsⁱⁱ. Despite this, Plymouth and the Peninsula have the lowest rates of Gross Value Added productivity per head at just £16,130 – around only 75% of the UK averageⁱⁱⁱ.

Improving GVA depends on a number of factors, but transport is a key issue. There is already a significant gap in transport spend between the South West and other regions, in particular London. With current spend way behind the UK average, this gap continues to widen:

- Between 2006/07 and 2010/11 Department for Transport spend in the area fell by £32 to £212 per capita while the UK average rose by £16 to £382.
- In 2011/12 transport spend in the South West fell by 13% year on year to £184 per head. During the same period investment in London remained constant at £644 per head.

Plymouth’s economy needs to accelerate. In the past it has been a major port, a hub for defence and engineering and a magnet for public sector services like health and administration. One by one, these specialisms have been diluted by alternative provision in the UK and abroad, recent economic events and Plymouth’s poor rail and road links with major business centres including London. Plymouth Chamber of Commerce estimated the cost of lost business from the February 2014 storms to the city at £600,000 per day.

Plymouth needs fast and resilient rail services that put the city and the region on an equal footing with the rest of the UK.

National Recommendations

1. The Plymouth Fairness Commission recommends that the Department for Transport and the Treasury review funding allocations in the UK with a view to creating more equitable funding in the South West.
2. That the Department of Transport and the Treasury urgently address Plymouth’s need for a fast and resilient rail line connecting the South West to the rest of the UK. Finances for this should be ringfenced as a matter of urgency.

Keeping money in the local economy

“The dominance of the supermarkets means lots of closures of little shops on the smaller high streets and the West End. I think councils could encourage local shops to be more successful”

- Participant from the Summer of Listening

Due to the domination of Plymouth’s historically large employers, both the culture and infrastructure for entrepreneurs lags behind many other cities. Plymouth’s Gross Added Value (the value of goods and services produced in an area or sector) has been only 84% of the national average for many years. The rate of business start-ups is low: 32 per 10,000 residents in 2011 compared to 54 per 10,000 for England overall. Yet 2012 saw an increase of 5% in start-ups to a record 1,049^{iv}.

Plymouth City Council and its partners across the region are tackling many of these issues through the City Deal, signed in January this year. These include addressing economic under-productivity, exploiting Plymouth’s marine heritage and assets through the ‘Britain’s Ocean City’ brand, developing infrastructure and creating jobs, particularly for the young. However, the city is currently failing to fully capture the value of the Plymouth pound.

More needs to be done to help the people of Plymouth support local businesses, public commissioners buy from them and keep local money circulating in the city's economy.

Local Recommendations

1. The Fairness Commission recommends the development of a 'Buy Local, Give Local' trademark scheme which local traders, producers, public bodies and the voluntary sector can use to help customers and producers identify local providers, spend money with them and, in the case of charities, donate to them. This should include:
 - ▶ A local media campaign, led by the Plymouth Herald, to launch the scheme, encouraging residents to support their local shops, services and producers, including Small Business Saturday.
 - ▶ The campaign should consider using pro-bono experience and help from local design and branding students to design the trademark logo.
 - ▶ The campaign should include public pledges by large public and private sector employers to support local suppliers, and develop a 'Buy Local' statement with clear outcomes and measures through which they buy and commission local goods and services.

Key agencies for delivery: Growth Board, Plymouth Chamber of Commerce, Plymouth Federation of Small Businesses, Plymouth Herald and Plymouth City Council

Proposed timeline: December 2016

2. Plymouth City Council should review all the charitable trusts, including dormant trusts, for which it is a corporate trustee and explore methods of amalgamating them (where their charitable objects are compatible), and transferring the management of their assets to a Plymouth community-based charity.

Key agencies for delivery: Plymouth City Council as corporate trustee

Proposed timeline: September 2014



Thinking social value

Last year there was a significant rise in levels of local procurement by the public sector, as urged by the Plymouth Procurement Forum. In 2013 the Plymouth Herald reported that a huge additional sum of £53 million had been spent locally by Plymouth City Council and Plymouth Community Homes. The Fairness Commission believes that every pound spent by the public sector in Plymouth should add 'social value' back into the city.

Social value is achieved when organisations source their goods, services and utilities in a way that achieves value for money and generates benefits to society and the economy, while at the same time minimising damage to the environment. 'Thinking social value' prioritises the overall value of outcomes, rather than focusing purely on the bottom-line cost. How a service is delivered, and its wider beneficial or harmful impact, is taken into account as well as simply 'what' is delivered. This means that the purchasing power of larger organisations is not exercised at the expense of the wider community.

Local Recommendations

1. We recommend that all public, charitable and private sector organisations in Plymouth should develop a social value/ sustainability statement with clear social value outcomes

and measures through which they buy and commission goods and services.

Key agencies for delivery: All public sector and large private sector organisations

Proposed timeline: June 2015

2. All public sector agencies to fully explore the steps they could take towards meeting best practice, beyond the requirements of the Public Services (Social Value) Act 2012, to ensure the inclusion of social value in all contracts for goods and services, regardless of the EU threshold.

Key agencies for delivery: All public sector agencies

Proposed timeline: December 2015

3. The City Deal to clarify both how it will deliver social value and how this delivery will be measured and evaluated.

Key agencies for delivery: City Deal

Proposed timeline: September 2014



Access for small businesses

Local authorities spend around £88 billion every year. Research shows that 58% more of the money they spend with small local businesses is spent again in the local economy, compared to that spent with large local businesses. The Commission believes that Micro businesses and small and medium sized businesses should have a fairer opportunity to provide goods and services for Plymouth's public sector.

Local Recommendations

1. We recommend that baseline data on current public spending with local businesses is established, to enable public bodies in Plymouth to create clear targets for the levels of public spending they will spend with local businesses, including Micro/SME's, and report on them as part of their annual reporting mechanisms.

Key agencies for delivery: All public sector agencies in Plymouth

Proposed timeline: March 2015

2. We recommend that work is undertaken with the South West Investors Group and other community finance organisations to increase the amount of capital available for microfinance and small business lending in Plymouth. This should be supported by mentoring, training and support from the local business community.

Key agencies for delivery: Growth Board, Plymouth Federation of Small Businesses, Plymouth Chamber of Commerce and the South West Investors Group

Proposed timeline: March 2015



3. Public sector commissioning and the processes that supports it need to be much more efficient to provide better access to public spend for local, small suppliers. We recommend a thorough review of the current Sell2Plymouth portal and associated procurement systems of public sector agencies with recommendations for what changes are required to ensure there is an efficient way to link up public sector commissioners with private sector suppliers. Conversely, work must continue with local business to ensure they are positioned to take advantage of public sector procurement opportunities. Areas to address include:

- ▶ Improving technical efficiency.
- ▶ Monitoring how consistently and transparently the portal is used by different bodies
- ▶ Identifying why and appropriate responses to why local businesses are not maximising opportunities via the portal.
- ▶ Reducing unnecessary red tape and bureaucracy.
- ▶ Increasing opportunities for Meet the Buyer events.

Key agencies for delivery: Plymouth Chamber of Commerce, Plymouth Federation of Small Businesses, Plymouth universities, Plymouth City Council, Plymouth Community Homes, Plymouth Hospitals NHS Trust and City College Plymouth

Proposed timeline: September 2015

During the Summer of Listening, many small businesses told us that they are not consulted about decisions which have an impact on their businesses, such as changes to bus routes, parking, charges and business rates. Both they, and their customers, have to live with the commercial consequences of decisions they felt they could have improved, if they had the opportunity to contribute their knowledge, experience and suggestions.

4. We recommend that the Growth Board reviews the way in which Micro businesses and SME's contribute to governance, consultations and decisions and makes recommendations to deliver greater transparency in their involvement and engagement.

Key agencies for delivery: Growth Board, Plymouth Chamber of Commerce and Plymouth Federation of Small Businesses

Proposed timeline: July 2015

HOUSING

“There is insufficient housing of various types to meet those in need. Private sector housing is shocking, especially that on offer to the under 35’s.”

- Participant from the Summer of Listening

While people in Plymouth were incredibly positive about the city’s social housing and recent social house building, at every event held in the Summer of Listening they told us that the overall housing situation in Plymouth is dire.

The lack of affordable homes, the prevalence of sub-standard housing, insufficient social housing and the costs of the bedroom tax and council tax subsidy changes are all causing real hardship and affecting the health and life chances of many in the city. Levels of homelessness and numbers living in temporary accommodation are higher than both the regional and national averages.

Plymouth’s private sector housing stock is significantly older than the national average, with around 50% built before 1919 compared to 40% nationally. Nearly 21% of these properties have Category I health and safety hazards, including ‘excess cold and ‘poor thermal comfort’^{vi}.

The government’s own figures estimate that at least 440,000 disabled households will lose out under the bedroom tax cuts to housing benefit. Housing charities such as Shelter estimate much higher numbers. The £30 million discretionary fund available to councils to help alleviate the worst impacts of the bedroom tax is, as many councils are pointing out, grossly insufficient for the level of need. The situation facing these vulnerable tenants is compounded by the lack of alternative properties available for them to move in to in order to avoid further reductions in their housing benefit.



The private rented sector

Those on the lowest incomes are living in the worst quality housing and paying a comparatively high rent for the privilege. The private rented sector in Plymouth includes a wide variety of properties that cater for the different needs of residents in the city i.e. houses, flats, bedsits, student houses. There are around 22,000 dwellings in the private rented sector in Plymouth, which represents nearly 20% of the city's total housing stock.

We know that private landlords provide an important resource for the city, and our aim is to attract new investment in private housing stock as well as well as eliminating that which is substandard.

There is currently no comprehensive database of private landlords in Plymouth, and creating one would be extremely difficult without a compulsory registration scheme. However, a 2010 national survey of landlords by the Department for Communities and Local Government (DCLG) showed that 78% of landlords had only one property and these landlords owned 40% of the stock.

If we apply these averages to Plymouth, this would indicate there are nearly 9,000 landlords owning one property in the City. Inevitably, ascertaining how many landlords own the remaining 13,000 properties is an estimate, but it is likely to be at least 2,600, assuming 5 properties each. In reality, the DCLG profile indicates they will own between 2 and 100 dwellings each.

Only 8% of landlords in the survey described themselves as 'professional' full time landlords, with 63% of private landlords reporting they had no relevant experience or qualifications for the role. Under these circumstances, it's hardly surprising that many landlords are not fully aware of their obligations.

National Recommendations

The Plymouth Fairness Commission makes the following recommendations for the private rented housing sector:

1. The creation of a National Register of Landlords. This would provide easy entry to the market for landlords, but allow their swift removal from the Register for poor practice. It would also stop them continuing to provide poor service and ensure better targeting of landlords to keep them informed of their responsibilities.
2. Issuing fixed penalty notices would both reduce the costs of enforcement and allow prompt action for breaches of legislation.
3. Developing new standards for housing would make it easier for

both landlords and tenants to know if standards were being met. It would also reduce the level of enforcement action needed as landlords would be better able to assess their own properties.

4. The Fairness Commission also echoes the Local Government Association's recommendation that the current Compulsory Purchase legislation available to councils is overly costly, complex and bureaucratic and should be simplified to allow councils to bring back long term empty residential properties into public use.

Local Recommendations

Given that Plymouth has a higher than average level of private housing stock and that a third of it – around 30,000 homes – is classed as non-decent, the Commission believes the city must tackle problems in the private housing sector robustly.

1. Plymouth City Council to develop a comprehensive and resourced response to raising standards in the private rented housing sector.
2. We recommend that Plymouth undertake a pilot to investigate the viability of a voluntary licensing and accreditation scheme for private sector landlords (PSL). This pilot should:
 - ▶ Examine the costs, benefits and potential barriers of such a scheme.
 - ▶ Look at the process of include clear standards to reach legal minimum requirements for properties.
 - ▶ Benchmark how this scheme would measure up against other PSL accredited schemes.
3. Examine the possibility of property-specific penalties for non-compliant Private Rented Sector homes, to include looking at whether non-compliant PRS homes could be earmarked as "not Housing Benefit eligible" until fully compliant with statutory standards and requirements, in a way that penalises the landlord – not the tenant.
4. Consult on and implement a comprehensive; measured and monitored Empty Homes Strategy for Plymouth to consider why the property is empty and uncovering systemic issues and working positively to address them.

Key agencies in delivery: Plymouth City Council, private landlords and other partners

Proposed timeline: December 2015

5. As part of the Fairness Commission's support of the 'doing with' rather than 'doing to' approach, we recognise the importance of helping private tenants have a local voice. This will help tenant-to-tenant communication, provide useful 'on the ground' advice about poor tenancy experiences and give tenants information about their legal rights. We support the creation of a virtual Plymouth Private Tenants Forum, advising private tenants of their rights, offering an online space to exchange experiences, publicise consultations and offer contact details on further public sources of support.

Key agencies in delivery: Plymouth City Council, private landlords, voluntary and community sector and other partners

Proposed timeline: December 2015

Specialist Housing

There are also a number of specialist housing needs throughout the city (e.g. older people, follow-on housing, parent and child units). Not all of these needs are "visible" to planners and commissioners. This can prevent particular individuals and groups accessing appropriate accommodation.

Key agencies for delivery: Plymouth City Council, NEW Devon Clinical Commissioning Group, Private sector providers, Plymouth University and other partners

Proposed timeline: Review to be completed by end of 2014. Recommendations for action should be developed by the end of 2015 and fed into the Plymouth Plan

Local Recommendation

1. We recommend a full examination of the coverage of specialist housing provision in Plymouth is carried out, comparing what is available against known demographics of groups in need and including a full gap analysis of unmet need.



THE IMPLICATIONS OF AN AGEING POPULATION

“Older people have problems with housing and finance. Pensions seem to have gone down, or at least prices of basic groceries and utilities have gone up so it’s harder for them to live.”

- Participant from the Summer of Listening

The UK as a whole is failing to address the problems and opportunities that an ageing population presents. By 2030, there will be 51% more people aged over 65 compared to 2010, 101% more aged 85 or over, and an increase of 80% in those over 65 with dementia^{lvii}. The yo-yoing over future pension provision, retirement age and personal care of the past ten years are just some of the symptoms of balancing short term political popularity with long term planning.

As well as the need to plan for the future, many residents told us that older people don’t appear to be a priority for the city and can often be neglected. Yet older residents are an economic and social asset to a city, and the Commission believes it’s important to recognise them as such.

The Commission welcomes the existing initiatives for older people in Plymouth, but notes that, so far, they exist largely to address aspects of adult social care, such as dementia and those caring for older people. We believe that joining up social, cultural, health and economic initiatives more effectively will maximise both the benefits to Plymouth’s older population, and their contribution to the life of the city.

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Joining up services for older people

Planning for an ageing population requires more than simply finding ways to help Plymouth’s current older residents. It also involves ensuring we create systems and joined-up ways of working to ensure we anticipate, and are ready for, the changing demographic of the city’s population in 10 or 20 years’ time. We also believe that this work fits perfectly within the remit of the Plymouth Plan, which is currently being developed and aims to integrate all city strategies into one Plan for Plymouth up to 2031.

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Local Recommendations:

- I. We recommend the creation of an ‘All Ages City’ Taskforce to co-ordinate both the social and non-social care aspects of Plymouth living for older people, as part of the Plymouth Plan process. These include, but are not limited to:
 - ▶ Working with Plymouth’s voluntary and community sectors to join up initiatives such as befriending schemes, lunch clubs, pooled transport, shared backroom services and access to facilities, including how technology can assist such co-ordination.
 - ▶ Work with Plymouth universities and other tertiary education providers to encourage investment in technology to encourage connection to the wider community and address digital exclusion, remote healthcare provision by local and regional providers, virtual communities and domestic adaptations, e.g. Skype TV.
 - ▶ Support commissioning of personal health, public health and social services which focus on prevention and early intervention through primary health care.
 - ▶ Working with urban planners and housing associations to shape future housing provision and, where possible, adapt existing provision, to provide better community specific development, encourage land asset release and incentive schemes for suitable private investment.
 - ▶ Co-ordinate existing and potential activities that promote intergenerational and cultural activity such as skills cafes, using school kitchens for mixed-age lunches and increasing opportunities for older people to volunteer.

Key agencies in delivery: Plymouth universities and other tertiary education providers, local voluntary and community sector, Plymouth City Council, housing associations, NEW Devon Clinical Commissioning Group and Plymouth Hospitals NHS Trust

Proposed timeline: Informal plans and Memorandum of Understanding to be drawn up by October 2014 for delivery during 2015 and onwards

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Becoming a Dementia Friendly City

Plymouth’s demographic profile shows an ageing population living longer. By age 80 one in five people will suffer from dementia. The Mental Health Observatory estimated that by 2025, Plymouth will have over 4,200 people with dementia against around 3,000 today. The Fairness Commission’s welcomes the work undertaken so far to make Plymouth a Dementia Friendly City, but suggests implementing specific recommendations requires far greater urgency.

Local Recommendations:

1. We recommend that the Plymouth Joint Dementia Strategy is given the highest priority to ensure its recommendations on professional awareness, early diagnosis, carer support and recognised standards of care are actively delivered across the city.
2. As part of this strategy, the Commission also recommends that additional consideration be given to ensure that people with dementia who require, and can demonstrate that they meet the eligibility criteria (e.g. unsteady walking, confusion and agitation and the risk of their actions harming themselves or others) are encouraged to apply for the blue badge scheme using the discretionary powers of the Local Authority.
3. We recommend that an information pack containing details of sources of advice, information and support is made freely available to patients, families and carers in all primary care settings, and provided for dementia patients and their carers.

Key agencies for delivery: Plymouth City Council and other partners

Proposed timeline: December 2014



NEXT STEPS, EVALUATION AND MONITORING

1. The Fairness Commission asks all organisations named in this report to provide their response and commitment to delivery of attributed recommendations and initial estimates of timetables by the end of June 2014.
2. The Fairness Commissioners will remain actively involved in analysing actions against key themes, acting as critical friends and advisors if required.
3. The Fairness Commission Secretariat within Plymouth City Council will work with key partners to develop a performance framework to allow both the Commission and the City as a whole to determine whether Plymouth is becoming a fairer city.
4. Plymouth universities are invited to set up a Plymouth bank of excellence and best practice across public, private and VCS sectors that demonstrates the ways in which Plymouth is becoming fairer, and which can be also be used as a resource to illustrate ideas and fair practice locally, regionally and nationally.
5. The Fairness Commission recommends that an Annual Report is produced over each of the next five years to monitor progress against all its recommendations. In order to create the report, we recommend that all key organisations named in this report submit an annual progress report to the Plymouth Fairness Commission Secretariat.
6. The Fairness Commission proposes to reconvene in July 2015 to assess progress made against recommended actions.
7. The Fairness Commission's website will continue to be maintained and updated to reflect progress against these recommendations and ensure public accountability.
8. The Fairness Commission welcomes the fact that, in the interests of even greater public accountability, the Editor of the Plymouth Herald will join us as a Commissioner to review progress in 2015.

ACKNOWLEDGEMENTS

The Plymouth Fairness Commission is grateful to the many individuals, groups and organisations who gave their time and energy to help us over the past year.

In particular, we would like to thank the following for their on-going contributions and support: Councillor Tudor Evans, Tracey Lee, Professor Richard Wilkinson, Councillor Richard Watts, Councillor Andy Hull, Andrew Robinson, Kath Dalmeny, Maggie Atkinson, Giles Perritt, Candice Sainsbury, Sarah Gooding, Sush Amar, Kirsty Scaplehorn, Rhianna Morton, Paul Davies, Hazel Stuteley, Dr Robin Drurie, Hannah Daw, Ross Jago, Professor Sheena Asthana, Dr Rory Shand, Alices Hocking, Jude Pearson, Ciara Mcferran, Annette Zera, Rob Sowden, Stephen Bashford, Sarah Macleod, Martin Edwardes and Craig Quayle.

The report is also available in larger font if required.

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FAIRNESS COMMISSION – FINAL REPORT SUMMARY OF PRIORITIES MOST RELEVANT TO SAFER PLYMOUTH PARTNERSHIP¹

Principles of fairness:

Local recommendation	How Safer Plymouth Partnership can contribute:
1. That the Plymouth Fairness Commission's Principles of Fairness are agreed by all public bodies in Plymouth, with consideration of how they are included in decision making.	

A new approach to leadership:

Local recommendations	How Safer Plymouth Partnership can contribute:
2. That all public bodies in Plymouth learn about the Systems Leadership approach.	
3. That a similar approach is part of the induction and training process for all staff in Plymouth's public sector.	
4. That measurable objectives on implementing this type of approach are included in the performance objectives of senior staff in all Plymouth's public sector bodies.	
5. That all bodies cited against recommendations in the Plymouth Fairness Commission's report agree a Systems Leadership approach to the way they implement them.	

Strengthening Local Communities:

Local recommendations	How Safer Plymouth Partnership can contribute:
6. That all public sector agencies in Plymouth review the way they currently engage with communities and agree an approach which ensures benefits are shared across	

¹ Safer Plymouth Partnership/CSP are not specifically mentioned as key to delivery in any of the FC recommendations – but there are clear areas of joint responsibility/delivery, for example with the Health and Wellbeing Board.

communities.	
7. That public sector agencies fully explore ways of engaging with communities of interest and identity in a way that works for the individual members of those communities.	
8. That local councillors review their current ways of working as elected representatives of local communities.	
9. That an external, independent civil society expert undertakes a critical review of Plymouth's voluntary and community sector and provides recommendations to strengthen it.	

Individual and Family Wellbeing:

National recommendations	How Safer Plymouth Partnership can contribute:
13. That the National Institute for Clinical Excellence's recommendation of a national minimum price per unit of alcohol is implemented.	
14. That the Local Government Association's proposals for reforming the current licensing system for alcohol is implemented to limit 24-hour licensing in areas where alcohol causes harm.	
Local recommendations	How Safer Plymouth Partnership can contribute:
19. The development of an agreed comprehensive response to Plymouth's mental health needs, and the publication of resourced commissioning plans.	
20. That a joint review is completed to agree appropriate crisis responses for those presenting with a mental health need.	
21. The development, resourcing and implementation of an evidence-based and coordinated approach to reduce the sale of cheap vodka and 'super strength' beer and	

cider, as per Plymouth's Strategic Alcohol Plan.	
22. That confirmation is given that systems and funding to deliver the Commissioning Plan for the Plymouth Domestic Abuse Partnership 2012-2019 will be adequate and sufficiently resourced to meet the scale of the problem.	
23. That cross-sector funding for Domestic Abuse services is protected and, where appropriate, increased to ensure sufficient services and support to meet rising demand.	

Young People and Young Adults

Local recommendations	How Safer Plymouth Partnership can contribute:
39. That a 'Positive Youth' approach to the commissioning of services for young people in the city is developed.	

Discrimination

Local recommendations	How Safer Plymouth Partnership can contribute:
42. That organisations from all sectors in the city generate leadership on tackling discrimination in all its forms, against specific actions	

Escalating Cost of Living

Local recommendations	How Safer Plymouth Partnership can contribute:
54. That Plymouth City Council works with partners to develop robust visible campaigns against the use of payday loans and illegal loan sharks	

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REPORT: ITEM 10b
SAFER PLYMOUTH
PARTNERSHIP – CCTV
CONSULTATION
DATE: 10 JULY 2014



There is a significant review under way in respect of CCTV provision for Plymouth; including a whole-scale re-sighting of the CCTV Control Room to another premises in the city.

The Council fully funds CCTV provision which provides a benefit in respect of tackling crime and disorder and traffic management. There is no additional funding as part of this review, but there is an opportunity to look at, with stakeholders and communities, the provision and consider whether there is the right cover, in the right places, at the right times. The Police have made small contributions in the past via grant funding, but this has been discontinued. Safer Plymouth has, and continues to make, small contributions to enable additional CCTV provision/cover for peak/seasonal time and periods.

The interface between CCTV and the public has changed greatly from the public being very suspicious of it when it was initially introduced into the city, to now the public feeling very reliant on it in respect of making them feel safe. The suggestion of any removal or malfunction of CCTV has the tendency to make communities feel unsafe.

There is a real opportunity for Safer Plymouth Partnership to support and contribute to how CCTV is provided in the future. This could be achieved through this Partnership by involving key stakeholders and partners, and your connections with communities, in contributing to the CCTV review.

The Chair, Vice Chair, the lead officer for the review Mike Artherton (Parking and Marine Services Officer) and Sarah Hopkins have recently met to discuss this, and are recommending to Safer Plymouth Partnership to support this significant piece of consultation work, to support the review, over a period of the next 8-12 months.

This piece of work will fit one of the priorities of Safer Plymouth to engage with the public and key stakeholders on matters of crime and disorder. Led by Charlie Green, Vice Chair of Safer Plymouth, research will be undertaken to gain a much clearer and holistic understanding of where CCTV is currently sited and then consulting key stakeholders and communities in the form of, for example, on-the-street surveys and interviews in the future provision. The messages around this consultation will have to be handled extremely carefully so as not to raise expectations in communities that there will be 'more' CCTV in the city.

The findings of the consultation will be reported back to Safer Plymouth Partnership early in 2015 and fed into the CCTV review.

Recommendation:

Members of Safer Plymouth are asked to agree:

- Approve this proposal
- For the Vice Chair, Charlie Green, to lead on this consultation.

- Safer Plymouth Partners to provide the required support for this project where appropriate and possible.

Charlie Green

Vice Chair, Safer Plymouth Partnership