



#plymcabinet

Democratic and Member Support

Chief Executive's Department
Plymouth City Council
Ballard House
Plymouth PL1 3BJ

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Published 26 February 2016

CABINET

Tuesday 8 March 2016
2pm
Council House, Plymouth

Members:

Councillor Evans, Chair

Councillor Smith, Vice Chair

Councillors Coker, Philippa Davey, Lowry, McDonald, Penberthy, Jon Taylor, Tuffin and Vincent.

Members are invited to attend the above meeting to consider the items of business overleaf.

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

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Tracey Lee

Chief Executive

CABINET

AGENDA

PART I (PUBLIC MEETING)

1. Apologies

To receive apologies for absence submitted by Cabinet Members.

2. Declarations of interest (Pages 1 - 2)

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

3. Minutes (Pages 3 - 6)

To sign and confirm as a correct record the minutes of the meeting held on 16 February 2016.

4. Questions from the public

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

Questions, of no longer than 50 words, can be submitted to the Democratic Support Unit, Plymouth City Council, Ballard House, Plymouth, PL1 3BJ, or email to democraticsupport@plymouth.gov.uk. Any questions must be received at least five clear working days before the date of the meeting.

5. Chair's urgent business

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

6. Property acquisitions - strategic city sites

To receive information on the acquisition of strategic city sites.

7. Welfare Policy (Pages 7 - 20)

Carole Burgoyne (Strategic Director for People) will submit a report on welfare policy.

8. Plan for Child Poverty 2016 - 2019 (Pages 21 - 60)

Carole Burgoyne (Strategic Director for People) will submit a report on the Plan for Child Poverty 2016 – 2019.

9. Community Asset Transfer of sites in Ernesettle, to the Four Greens Community Trust (Pages 61 - 72)

Anthony Payne (Strategic Director for Place) will submit a report on Community Asset Transfer of sites in Ernesettle, to the Four Greens Community Trust.

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DECLARING INTERESTS – QUESTIONS TO ASK YOURSELF

What matters are being discussed?



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

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

No

Yes



Declare interest and leave (or obtain a dispensation)



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

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

Yes

No



You can speak and vote



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

Yes

No



Declare the interest and speak and vote



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

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

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

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Cabinet

Tuesday 16 February 2016

PRESENT:

Councillor Evans, in the Chair.

Councillor Smith, Vice Chair.

Councillors Coker, Lowry, McDonald, Penberthy, Jon Taylor, Tuffin and Vincent.

Apology for absence: Councillors Philippa Davey

The meeting started at 2pm and finished at 4.30 pm.

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

70. **DECLARATIONS OF INTEREST**

Councillor Jon Taylor declared a private interest in relation to minute number 82 as an employee of the NEW Devon CCG.

71. **MINUTES**

The minutes of the meetings of the meeting held on 12 January 2016 were agreed.

72. **QUESTIONS FROM THE PUBLIC**

There were no questions from members of the public.

73. **CHAIR'S URGENT BUSINESS**

There were no items of Chair's urgent business.

74. **RESPONSE TO THE BUDGET SCRUTINY REPORT ON THE INDICATIVE 2016/17 REVENUE BUDGET**

Councillor David James, Chair of the Co-operative Scrutiny Board presented the recommendations of the review of the Indicative 2016/17 Revenue Budget.

The Leader thanked Councillor James for the work of the Co-operative Scrutiny Board and all staff involved.

The responses to the recommendations made by the Co-operative Scrutiny Board itemised in the report were agreed.

75. **DRAFT REVENUE AND CAPITAL BUDGET 2016/17**

Councillor Lowry (Cabinet Member for Finance) presented the draft Revenue and Capital Budget 2016/17.

Agreed -

- (1) that a final version of (a) the Revenue and Capital Budget for 2016 / 17 and (b) the proposed Adult Social Care Council Tax Precept, are presented for approval to Full Council on 29 February 2016 to allow the setting of the 2016 / 17 Council Tax Charge;

to recommend to Council –

- (2) to approve the total capital budget of £419.1m to 2020. Any changes to the overall capital funding available to be sanctioned by the Council's Section 151 Officer;
- (3) to note the external grant funding as set out in Appendix E, as requested by The Co-operative Scrutiny Board.

76. **TREASURY MANAGEMENT STRATEGY AND ANNUAL INVESTMENT STRATEGY 2016/17**

Councillor Lowry (Cabinet Member for Finance) presented the Treasury Management Strategy and Annual Investment Strategy 2016/17.

Agreed to recommend to Council -

- (1) the Treasury Management Strategy and Annual Investment Strategy (incorporating the authorised limits, operational boundaries and prudential indicators);
- (2) the change of policy in the calculation of the Minimum Revenue Provision using the annuity method with effect from 2015/16.

77. **REVENUE MONITORING REPORT 2015/16 QUARTER 3**

Lesa Annear (Strategic Director for Transformation and Change) submitted the Revenue Monitoring report 2015/16 quarter 3.

The Leader thanked officers for their hard work towards achieving a balanced budget.

The current revenue monitoring position and actions in place to reduce / mitigate shortfalls were noted.

78. **CORPORATE PERFORMANCE REPORT QUARTER 3 2015/16 AND PLEDGE UPDATE**

Tracey Lee (Chief Executive) submitted the Corporate Performance report quarter 3 2015/16 and pledge update.

The summarised evaluation and assessment of progress towards our ambitions as a brilliant co-operative council and that the significant achievements delivered under the Corporate Plan and the pledges update were noted.

79. **PLAN FOR HOMES 2016 - 2021**

Councillor Penberthy (Cabinet Member for Co-operatives and Housing) presented the Plan for Homes.

Agreed -

- (1) new initiatives 3, 4, 5, 7, 8, 11, 12, 13, 15, 17, 18, 19 and 20 for inclusion in the Plan for Homes as set out in the report;
- (2) the City Council include the Plan for Homes within the Capital Programme from 2016 / 2021 up to an additional £30 million of resources, bringing the Plan for Homes overall provision to £80 million.
- (3) allocate up to £10 million of the Right to Buy receipts from sales following the stock transfer to support the initiatives in the Plan for Homes 2016 - 2021.
- (4) delegate to the Assistant Director for Strategic Planning and Infrastructure in consultation with the Housing Needs Working Group / Cabinet Member for Finance, the identification of city council-owned sites in support of the Plan for Homes.
- (5) instruct the Assistant Director for Strategic Planning and Infrastructure to report on progress on the delivery of the Plan for Homes to the Housing Needs Working Group / proposed Cabinet Advisory Group on Planning, Housing and Infrastructure.
- (6) proceed with the acquisition of strategic housing sites with support from the Homes & Communities Agency with the Council contributing its property interests where they form part of the development site.

A short film was played during the meeting.

80. **SOUTHWEST DEVON JOINT LOCAL PLAN**

Councillor Coker (Cabinet Member for Strategic Transport and Planning) presented the Southwest Devon Joint Local Plan.

Agreed -

- (1) the principle of a Joint Local Plan covering the local authority areas of Plymouth City Council, South Hams District Council and West Devon Borough Council;
- (2) that officers draw up a Collaboration Agreement with West Devon Borough Council and South Hams District Council setting out the arrangements for producing the South West Devon Joint Local Plan, and that responsibility for signing off the Collaboration Agreement is delegated to the Assistant Director of Strategic Planning and Infrastructure in consultation with the Portfolio Holder for Strategic Transport and Planning.

81. **ENERGY PROCUREMENT**

Howard Goffin (Strategic Category Manager) presented a report on Energy Procurement

Agreed that 'Buying Group' (a wholly owned business of Kent County Council) buy the Council's energy (Gas & Electricity) under the published frameworks for the Flexible Procurement and Supply of Electricity for Non-Half Hourly Metered, Half Hourly Metered and Unmetered Supplies and for Gas to Daily Metered and Non-Daily Metered sites (OJEU ref: 2014/S 222-392271 and 2014/S 222-392187 respectively).

82. **PENINSULA PLACEMENT CONTRACTS RE-TENDER BUSINESS CASE**

Councillor McDonald (Cabinet Member for Children and Young People) presented the peninsula placement contracts re-tender business case.

Agreed to re-tender the Peninsula placements contracts, in partnership with Cornwall Council, Devon County Council, Torbay Council and Somerset County Council, with Devon as lead procurer.

PLYMOUTH CITY COUNCIL

Subject: Welfare Support Framework
Committee: Cabinet
Date: 8 March 2016
Cabinet Member: Councillor Penberthy
CMT Member: Carole Burgoyne, Strategic Director for People
Author: Laura Griffiths, Financial and Social Inclusion Officer
Contact: Tel: 01752 398222
e-mail: laura.griffiths@plymouth.gov.uk
Ref:
Key Decision: No
Part: I

Purpose of the report:

We are introducing a Welfare Support Framework. It will act as the overarching framework by which our welfare support procedures and decisions will be guided. It will support the Council's vision of being a fairer city by providing direction on our approach when offering financial and associated support to residents, where we have the discretion to do so.

It sets out the principles we will use when designing our welfare support, reviewing schemes and undertaking debt recovery.

It provides indicators of vulnerability to be considered when making decisions on support or enforcement.

It will ensure we have a consistent and holistic approach to our welfare support, which strives to make Plymouth a fairer city.

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

Plymouth City Council, as a Co-operative Council, is committed to being a Caring City, where everyone is treated fairly; we promote independence and reduce social inequality. This framework is driven by our corporate values and objectives. It ensures that we are able to support our most vulnerable residents with the assistance needed, at the right time, to have a healthy and sustainable future. It will prioritise prevention and aims to prevent longer term costly interventions.

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

There are no implications for the introduction of this framework

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

The Framework is intended to address the needs of those most vulnerable, provide access to support for those who find themselves in hardship which can lead to crisis or compromise their health and safety and welfare. It will support the delivery of the Child Poverty Plan and seeks to reduce inequality between and within communities which will contribute to improving community safety.

Equality and Diversity:

Has an Equality Impact Assessment been undertaken? Yes (Appendix A)

Summary of Findings:

- Most protected characteristics have been identified within the frameworks indicators of vulnerability and therefore no adverse impact is anticipated.
- Each scheme is unique and officers should undertake an EIA to inform, assess and mitigate any unintended adverse impacts. EIAs will be undertaken in accordance with policy when any formal decisions are made in relation to our operation of relevant schemes.

Recommendations & Reasons for recommended action:

1. To approve the principles within the framework
2. To approve the underlying vulnerability criteria
3. To approve the implementation of the framework

Reason:

These actions will make a contribution to mitigating the impacts of welfare reform without allocating resources beyond budget.

Alternative options considered and reasons for recommended action:

Remain unchanged and continue to have lack of clarity regarding the principles of our welfare support and debt collection practices.

Background papers:

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

Sign off:

Fin	AHK15 1672	Leg	DVS2 5103	HR		Corp Prop		IT		Strat Proc	
Originating SMT Member: Carole Burgoyne, Strategic Director for People											
Have you consulted the Cabinet Member(s) named on the report? Yes											

1. Introduction

Welfare benefits provide an important role in supporting Plymouth's citizens, including people who are both in and out of work.

Whilst the majority of welfare benefit payments are administered by the Department for Work and Pensions and HMRC, Plymouth City council is responsible for a range of benefits including housing benefit and a number of discretionary schemes. These discretionary schemes which the Council has influence over, account for less than 3% of the total welfare benefits budget for Plymouth. Payments to pensioners account for 43% of the total Plymouth welfare spend and 28% of housing benefit payments. This Framework aims to provide a consistent approach to the way Plymouth city council designs and administers the welfare benefits schemes it is responsible for and to help ensure that support is directed to the most vulnerable and those most in need.

2. Background

Plymouth City Council is a co-operative council and our ambition is to be a fair city where everyone does their bit. We have this aspiration whilst facing the challenges of 23% of families being described as 'low income, dependent on benefits' (health visitor caseload 2014); being ranked 69th most deprived of all local authority districts (IMD 2015) and with a third of adults having problem debt (MAS 2013).

We have identified Welfare Reform as a key strategic risk on achieving to our citywide objectives, including designing and delivering better services and making our City a place where an outstanding quality of life is achieved by all. Our analysis shows that Welfare Reforms will have a significant impact on some of our most vulnerable residents, such as those on low pay and single parent families. We are concerned this will result in increases of child poverty, homelessness, indebtedness and pressure on frontline services such as first stop shop, housing, children and adult social care and advice services. We have an ambitious growth agenda as set out in the Plymouth Plan to grow the population to 300,000, build 22,700 new homes and create 18,600 new jobs by 2031. Welfare Reform could impact on this aspiration and because this is a central government agenda, we will have limited ability to mitigate its' impact.

3. Localisation

The Welfare Reform Act 2012 introduced the localisation of some benefit schemes such as the Social Fund and Council Tax Support. There continues to be an approach by central government to localise such welfare but the future of provision and funding is uncertain. With reducing resources and competing pressures, like many other councils, Plymouth City Council is struggling to continue offering this support without specific government funding.

In Plymouth, we are committed to reducing health and social inequality by supporting the most vulnerable residents and we administer a range of welfare schemes, including:

- Housing Benefit
- Emergency & Welfare Fund
- Council Tax Support Scheme
- Discretionary Housing Payment
- Disabled Facilities Grants
- Free school meals
- Homelessness Prevention Grant
- Section 17.

4. What this framework does

As the primary framework for welfare, it:

- states the council's position on welfare reform and financial inclusion;
- adopts principles for our approach to welfare support, associated advice-giving and other help (encouraging prevention and sustainable solutions);
- defines our indicators of vulnerability and how we want to support vulnerable customers;
- clarifies our approach to debt recovery, including how we can proactively share appropriate information about vulnerable customers across departments;
- directs the application and implementation of our welfare support including any reviews or revisions;
- contains our approach to resourcing discretionary schemes with a focus on 'invest to save' and sustainability (up front funds preventing future, costly interventions); and
- supports the delivery of the Plymouth Plan.

5. Addressing Poverty

Our cross-party, Child Poverty Working Group's response on the Welfare Reform & Work Bill said..... "measures contained within the Bill may lead to an increase in child poverty and that some of our most vulnerable residents could be those that are most deeply impacted upon. Local analysis shows that Plymouth will lose an estimated £60 million per year due to welfare cuts, with up to 20% of our most vulnerable citizens being affected." The legislation also introduces a new national living wage and additional free childcare that for those in work, will offset, some of these reductions. However to fully realise this, will rely on job supply to those furthest from the labour market and flexible nursery placements.

6. Principles

Our welfare support will be designed to incorporate the following principles:

- Protect the vulnerable;
- Reduce disruption to families;
- Reduce costs to the council and our partners in the longer term;
- Enable people to move towards a more sustainable future;
- Reduce overcrowding / under-occupancy;
- People will be treated with dignity and respect.

To do this, we will:

- be democratic by engaging with customers in relation to any changes to schemes wherever practical and feasible to do so;
- be responsible by taking a strategic, holistic approach and provide best value for money by the sharing of appropriate information. This will assist with reducing duplication of support and ensure that the most funds are used to best effect;
- be fair by using this co-operative framework to provide a consistent approach to welfare support;
- be partners with the Department for Work and Pensions, social housing providers, welfare rights organisations and other agencies;
- maintain cross department working on welfare reform to monitor the impacts, inform mitigation and direct resources;
- work with services that are the first point of contact for people, to ensure appropriate support is provided as soon as possible;
- divert residents away from high cost credit and loan sharks;
- prioritise prevention by promoting access to:
 - affordable financial services and products, in particular Credit Unions;
 - full benefits entitlement via awareness raising campaigns;
 - free debt and money advice services;
 - financial education and money management tools;
 - employment services, skills enhancement and initiatives.

- work within the legal parameters attached to funds, follow statutory legislation and guidance and recognise individual schemes are unique.
- be mindful of the needs of our Service and Veteran's community and will endeavour to ensure vulnerable residents from this group are not disadvantaged within the framework protocols.

7. Underlying Vulnerability

In order to target support effectively, our approach to administering welfare schemes and associated work, will be to consider vulnerability. For the purposes of this, the following will be considered as potential criteria for vulnerability and taken into consideration before making decisions eg on support or enforcement:

- Frailty due to old age
- Disability or long term limiting health condition including physical and mental health
- Learning disabilities
- Responsibility for dependent children or pregnant
- Carers including partners of people who have gone into residential care
- Victim of domestic abuse
- Substance/Alcohol Misuse
- Young people establishing themselves, including care leavers
- Homeless or at risk of being homeless including tenancy at risk
- Loss of independence
- In receipt of welfare benefits (both in and out of work)
- Life events causing severe financial difficulties eg bereavement
- Asylum Seekers, recent Refugees and other recent migrants
- Communication difficulties including low levels of literacy, numeracy and digital skills or English as a second language.
- Prison leavers
- Socially isolated (no friends/family/social networks)

It is acknowledged that not all customers in the groups / circumstances described above will be vulnerable and the criteria do not in themselves afford specific treatment; individual circumstances will always be considered.

8. Debt Recovery

With decreasing resources, it is essential that we maximise income in order to deliver vital services. We are committed to assisting all customers to pay their council tax bills and helping those who have been overpaid benefit. Our debt recovery reflects our corporate plan outcome to help people take control of their lives.

Our approach to debt recovery is to:

- encourage customers to contact us at the earliest opportunity;
- ensure our collection does not place vulnerable customers at further risk;
- adapt and personalise our debt recovery and collection appropriately to minimise hardship or distress;
- broadly follow the best practice guidance produced by the Local Government Association and Citizens Advice Bureau;
- benchmark our approach against other best practice and consider research and associated recommendations.

9. Conclusion

Welfare Reforms are likely to have an impact on 1 in 5 of our residents. As central government funding reduces, and demand on services increases, mitigation is becoming a greater challenge for local authorities.

We are committed to supporting our most vulnerable residents with the assistance needed, at the right time, to have a healthy, sustainable future and to prevent longer term costly interventions.

This framework ensures we have a consistent and holistic approach to our welfare support, which strives to make Plymouth a fairer city.

EQUALITY IMPACT ASSESSMENT

Welfare Support Framework



PLYMOUTH
CITY COUNCIL

STAGE I: What is being assessed and by whom?

What is being assessed - including a brief description of aims and objectives?

The Welfare Support Framework will act as the overarching framework by which our welfare support procedures and decisions will be taken. It will provide guidance on our approach to offering temporary, and discretionary, financial support to residents facing severe difficulties.

As the primary framework for welfare, it will:

- State the council's position on welfare reform and financial inclusion;
- Agree principles for our approach to welfare support, associated advice-giving and other help (encouraging prevention and sustainable solutions);
- Define our indicators of vulnerability and how we want to support these customers;
- Clarify our approach to debt recovery, including how we can proactively share appropriate information about vulnerable customers across departments;
- Direct the application and implementation of our schemes including any reviews or revisions;
- Agree our approach to resourcing discretionary schemes with a focus on 'invest to save' (up front funds preventing future, costly interventions)

We administer a range of welfare schemes, including:

- Housing Benefit
- Emergency & Welfare Fund
- Council Tax Support Scheme
- Discretionary Housing Payment
- Disabled Facilities Grants
- Free school meals
- Homelessness Prevention Grant
- Section 17

Each scheme is unique and EIAs will be undertaken as appropriate when developing these schemes and in accordance with the welfare support framework.

STAGE 1: What is being assessed and by whom?	
Responsible Officer	Laura Griffiths, Financial and Social Inclusion Officer
Department and Service	Learning and Communities – Neighbourhoods and Communities
Date of Assessment	21/01/2016

STAGE 2: Evidence and Impact				
Protected Characteristics (Equality Act)	Evidence and information (e.g. data and feedback)	Any adverse impact?	Actions	Timescale and who is responsible?
Age	<p>The average age in Plymouth (39.0 years) is about the same as the rest of England (39.3 years), but less than the SW (41.6yrs).</p> <p>The city has the third lowest percentage of older people, and the fifth highest percentage of children and young people (under 18) of the 16 SW county and unitary authorities⁴</p> <p>Some Older People will be living on a restricted retirement income and may find it difficult to meet their basic needs.</p> <p>Older people identified the impact of savings on care needs and increased charges resulting from reduced subsidies e.g. Theatre Royal</p>	<p>No adverse impact anticipated</p> <p>Older people and Younger People are recognised as potentially vulnerable groups.</p>	N/A	

STAGE 2: Evidence and Impact				
Protected Characteristics (Equality Act)	Evidence and information (e.g. data and feedback)	Any adverse impact?	Actions	Timescale and who is responsible?
	<p>as a priority area in consultation.</p> <p>Younger people (18-24) are more likely to be unemployed.</p>			
Disability	<p>28.5% of households in Plymouth declare themselves as having a long term health problem or disability (nationally this is 25.7%).</p> <p>National evidence suggests:</p> <p>A substantially higher proportion of individuals who live in families with disabled members live in poverty, compared to individuals who live in families where no one is disabled.</p> <p>19% of individuals in families with at least one disabled member live in relative income poverty, on a before housing costs basis, compared to 15% of individuals in families with no disabled member ⁴.</p> <p>21% of children in families with at least one disabled member are in poverty, a significantly higher proportion than the 16% of children in families with no disabled member.</p>	<p>No adverse impact anticipated;</p> <p>People with a disability or long term limiting health condition including physical and mental health and People with Learning disabilities are recognised as vulnerable groups.</p>	N/A	

STAGE 2: Evidence and Impact				
Protected Characteristics (Equality Act)	Evidence and information (e.g. data and feedback)	Any adverse impact?	Actions	Timescale and who is responsible?
Faith, Religion or Belief	<p>Data shows that 32.9% of the Plymouth population stated they had no religion.</p> <p>Hindu, Buddhist, Jewish and Sikh combined totalled less than 1%.</p> <p>0.5% of the population had a current religion that was not Christian, Islam, Buddhism, Hinduism, Judaism, or Sikh such as Paganism or Spiritualism.</p>	No adverse impact anticipated		
Gender - including marriage, pregnancy and maternity	<p>Citywide data shows that overall 50.6% of our population are women; this reflects the national figure of 50.8%</p> <p>Women earn less than men in terms of average full time earnings, and part time workers, which include a majority of women, have hourly rates that are around three-quarters of the equivalent full time rate.</p>	No adverse impact anticipated - responsibility for dependent children and pregnancy are identified as vulnerabilities, in the context of the operation of the schemes covered by the framework these are the most significant factors underlying gender pay inequality.	N/A	

STAGE 2: Evidence and Impact				
Protected Characteristics (Equality Act)	Evidence and information (e.g. data and feedback)	Any adverse impact?	Actions	Timescale and who is responsible?
Gender Reassignment	<p>National figures (ONS 2013) indicate that up to 10,000 people have gone through this process, with 23 known cases in Plymouth.</p> <p>There is no specific evidence to suggest trans people are likely to suffer financial difficulties.</p>	No adverse impact anticipated	N/A	
Race	<p>92.9% of Plymouth's population is White British</p> <p>7.1% are Black and Minority Ethnic (BME) with White Other (2.7%), Chinese (0.5%) and Other Asian (0.5%) the most common.</p> <p>We are a dispersal area for asylum seekers: up to 300 people will be accommodated in the City at any given time.</p> <p>The 2011 Census records that there were 4328 people from the A8 and A2 Accession Countries resident in the City. Of these 2332 recorded their country of birth as Poland</p> <p>Forthcoming changes in legislation</p>	<p>No impact anticipated</p> <p>Asylum Seekers, recent Refugees and other recent migrants are recognised as potentially vulnerable groups.</p> <p>The disparity in service satisfaction between White and BME communities is within the parameters of sampling error and is insufficient evidence on which to conclude an adverse impact from this framework.</p>	<p>Review satisfaction rates from BME communities.</p> <p>Monitor the impact of welfare reforms on BME communities.</p>	SIU by January 2017.

STAGE 2: Evidence and Impact				
Protected Characteristics (Equality Act)	Evidence and information (e.g. data and feedback)	Any adverse impact?	Actions	Timescale and who is responsible?
	<p>to restrict access to benefits could impact on both these groups.</p> <p>There is some evidence that non white groups, e.g. Indian, Bangladeshi, Pakistani, Afro Caribbean, Dual Heritage and Chinese, are slightly less satisfied with our Council Tax service.</p> <p>There is national research to suggest that some BME communities will be disproportionately affected by future welfare reforms as they tend to have larger families.</p>			
Sexual Orientation -including Civil Partnership	<p>It is nationally estimated at between 5 to 7 % of the population are Lesbian, Gay and Bisexual (LGB). This would mean that approximately 12,500 people aged over 16 in Plymouth are LGB.</p>	No adverse impacts anticipated.		

STAGE 3: Are there any implications for the following? If so, please record 'Actions' to be taken

Local Priorities	Implications	Timescale and who is responsible?
Reduce the inequality gap, particularly in health between communities.	The introduction of an overarching framework will support the reduction of (health) inequality across the city by ensuring those most in financial need are supported	The framework will ensure improved signposting to money advice, debt advice and budgeting skills – The Welfare Response Group will ensure delivery
Good relations between different communities (community cohesion).	Approvals for support will be carried out by Plymouth City Council and is based on an assessment of need and this framework will provide a consistent approach for everyone.	
Human Rights	<p>Plymouth City Council recognises Article 14 of the Human Rights Act – The right to receive Equal Treatment and prohibits discrimination including sex, race, religion and economic and social status in conjunction with the Equalities Act which includes age and disability.</p> <p>All staff and service users will be treated fairly and their human rights will be respected.</p> <p>No adverse impact on human rights has been identified.</p>	We will monitor the progress of any human rights claims that are brought against the UK government in the European Court in relation to welfare benefits.

STAGE 4: Publication			
Director, Assistant Director/Head of Service approving EIA.		Date	

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PLYMOUTH CITY COUNCIL

Subject:	Plan for Child Poverty 2016 - 2019
Committee:	Cabinet
Date:	8 March 2016
Cabinet Member:	Cllr Penberthy, Cabinet Member for Co-Operatives and Housing
CMT Member:	Carole Burgoyne, Strategic Director for People
Author:	Candice Sainsbury, Senior Policy, Performance and Partnerships Advisor
Contact details:	Tel: 01752 307387 email: Candice.Sainsbury@plymouth.gov.uk
Ref:	
Key Decision:	No
Part:	I

Purpose of the report:

- To introduce the revised Plan for Child Poverty 2016-2019;
 - To agree the four Priority areas for action over the next three years:
 1. Families on a low income
 2. Narrowing the gap in attainment;
 3. Support for parents and
 4. Poor dental health.
-

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

As a result of legislation, Local Authorities were required to produce a local Child Poverty Strategy. In recognition of this responsibility Plymouth City Council included the delivery of the 'Child Poverty Matters Strategy 2013/16' as a key action within its Corporate Plan 2013/14 – 2016/17. Additionally, other specific activity within the Corporate Plan directly contributes towards tackling child poverty within the city. These include:

- parenting support is a key activity in prioritising prevention within the early years and children and young people with special educational needs and disabilities;
- providing parenting engagement activity to support Careers and Employment Information Advice and Guidance;
- creating a top performing education system from early years to continuous learning opportunities is a core outcome;
- citizens enjoying working in Plymouth is part of another key outcome.

Other key agencies and organisations across all sectors within the City will also reference Child Poverty within their strategic plans and include activity which directly impacts on addressing the root causes of child poverty.

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

None

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

The adoption of the Plan for Child Poverty 2016 - 2019 would inherently bring long-term good to the city and complement efforts to tackle child poverty, as outlined in the Plymouth Plan.

Equality and Diversity:

Yes

Recommendations and Reasons for recommended action:

That Cabinet endorse the Plan for Child Poverty 2013 - 2016

Alternative options considered and rejected:

N/A

Published work / information:

Background papers:

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

Sign off:

Fin	djn1 516. 70	Leg	lt/25 047	Mon Off	lt/25 047	HR		Assets		IT		Strat Proc	
Originating SMT Member: Judith Harwood													
Has the Cabinet Member(s) agreed the content of the report? Yes													

**THE CHILD POVERTY
ACTION PLAN 2016 – 2019**



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INTRODUCTION

Plymouth's commitment to tackling child poverty goes beyond its statutory requirement to do so. The cross party Cabinet Advisory Group for Child Poverty, established in 2012, has actively championed the child poverty agenda and oversaw development and delivery of the first local strategy and action plan - Child Poverty Matters 2013 – 2016.

This strategy emphasized that child poverty is essentially a result of poverty in families – and matters because it means children suffer now and their future lives can be blighted.

This remains of relevance today, perhaps more so in the context of rising costs of living, falling incomes and radical changes to the way in which welfare assistance is provided. These continue to have a real impact on Plymouth families in terms of increased stress and pressure to pay bills, strained relationships and poor mental and physical health.

Continued austerity measures and reductions in public sector funding also mean that difficult financial decisions are still being made by the Council and other agencies, all of whom remain committed to protecting frontline services at a time of increasing need such as adult social care.

Plymouth continues to shape its response to child poverty based on the understanding of child poverty as the outcome of economic, environmental and social factors that can damage a child's development and limit or prevent children and young people from having many of the experiences and opportunities that others take for granted¹.

In the development of this **Child Poverty Action Plan 2016-2019** the Cabinet Advisory Group ensured that it builds on the considerable successes and combined city effort to tackle child poverty over the last three years, and is aligned with the renewed focus on inequalities by the Plymouth Fairness Commission

This includes forming part of the Plymouth Plan, the single strategic plan for the city that aims to deliver the city's vision "to become one of Europe's, most vibrant waterfront cities where an outstanding quality of life is enjoyed by everyone". A key objective of the Plymouth Plan is delivering the best health, wellbeing and social outcomes for children, young people and families, and reducing and mitigating the impact of child poverty²

As such, this **Child Poverty Action Plan 2016-2019** aims to provide a renewed focus for where the city's attention and resources should be directed to ensure we have the **most** impact on our **most** vulnerable families, who are **most** likely to be experiencing child poverty.

¹ Children and Young People's Plan 2011-2013

² Plymouth Plan Strategic Objective 4.

SECTION 1: THE PLYMOUTH PICTURE

With a population of approximately 261,500 people³, an economic output of £5.2 billion and around 107,000⁴ jobs, Plymouth is the most significant economic centre in the south west peninsula. It is a key location for growth with aspirations to grow its population to 300,000 and to build 22,766 new homes by 2031⁵.

Despite a number of significant improvements and robust plans for growth, the level of deprivation across the city has increased and is more widespread since 2010⁶.

The proportion of residents in Plymouth experiencing deprivation due to low income both in and out of work has increased since 2010⁷. Indeed, one of the city's most deprived lower-layer super output areas (LSOA⁸) is located in the Stonehouse neighbourhood and falls within the most deprived 1% nationally in IMD 2015 as it did in the IMD 2010.

The city remains a relatively low wage economy with over 20% of the city's households earning less than £17,500 and over half earning less than £27,000⁹. Alongside this, the proportion of those excluded from the labour market in Plymouth has been increasing since 2010. Over 29% of adults in Plymouth are already over indebted, one of the highest levels in the country and the highest in the South West¹⁰.

The number of LSOAs in Plymouth in the top 10% most deprived areas, experiencing health and disability issues have more than doubled since 2010.¹¹

The impact of such poverty and deprivation on children and young people is significant - as of 2012, there were 11,500 Plymouth children living in poverty, the equivalent of about 1 in 5 Plymouth children. This is higher than both the regional and national average.¹²

The Plymouth Fairness Commission referred to Plymouth as a 'tale of two cities' with a gap in life expectancy of 12 years between the most deprived and most affluent neighbourhoods. In its 2014 report 'Creating the Conditions for Fairness', the Commission delivered the message that children and young people living in the most deprived neighbourhood had a 48 - 60% chance of living in poverty compared with less than 10% of those living in the most affluent neighbourhoods. Furthermore, 23% of these families were likely to suffer from poor parental mental health, and 14% will experience violence in the family. Such facts show that parents living in the most deprived areas have a higher propensity to suffer with multiple issues, depleting their parenting ability alongside increasing their susceptibility to poverty.¹³

³ 2014 Mid-Year Estimates released by the Office of National Statistics (ONS)

⁴ Corporate Plan Monitoring 2015-16 – Q 3 – Performance Indicators

⁵ Plymouth Plan Part One, Policy 15 and 20

⁶ Index of Multiple Deprivation 2015

⁷ Index of Multiple Deprivation 2015

⁸ This is the Index of Multiple Deprivation's measure for relative deprivation in small areas

⁹ Office of National Statistics – Annual Survey of Hours and Earnings, 2014 Revised Results released 18/1/2015

¹⁰ Indebted lives: the complexity of life in debt – Nov 2013 – A report by the Money Advice Service

¹¹ Index of Multiple Deprivation 2015

¹² DWP, Households below average income, 2012

¹³ [Plymouth Fairness Commission Final Report](#), March 2014

SECTION 2: POLICY DRIVERS TO TACKLE CHILD POVERTY

2.1 NATIONAL DRIVERS

National legislation has changed significantly since the 2013-2016 Child Poverty Matters strategy and action plan were created. This section sets out the key current, and incoming, policy drivers within which the refreshed Child Poverty Action Plan 2016 - 2019 has been developed.

Child Poverty Act 2010

This Act is being significantly amended through the Welfare Reform and Work Bill 2015-2016. The Child Poverty Act 2010 had enshrined in law national duties to address four targets in the reduction of poverty. In addition, it placed a local duty to conduct a needs assessment and develop a Child Poverty Strategy. The Social Mobility and Child Poverty Commission produced an annual 'State of the Nation' report, which acted as a check and measure for the government around its progress in achieving poverty reduction targets.

Welfare Reform and Work Bill 2015-2016

The Welfare Reform and Work Bill introduces the responsibility to report on progress around full employment and progress with troubled families. It creates a new Social Mobility Commission that will be responsible for reporting an annual 'Life Chances' report which will provide numbers of children in workless households and educational attainment at the age of 16.

The Annual [State of the Nation \(Dec\) 2015](#) report is the third and penultimate report produced by the Social Mobility Commission. This recent report uncovers the gulf between where Britain is today and where the 'One Nation' agenda aspires to be. It additionally makes recommendations on how to deliver in the future in a number of policy areas such as Early Years, Schools, Graduates, Skills, in work poverty and persistent poverty. The [Commons Work and Pensions Education Select Committee \(Dec 2015\)](#) inquiry examined the proposals to introduce new life chances indicators and inform the development of the Government's 'Life Chances' strategy and measures. Awareness is needed to ensure that our local monitoring echoes national monitoring.

While there is currently little detail around what new duties may be placed on local authorities under this Bill, the House of Lords recently called for an amendment to the Welfare Reform and Work Bill with an annual report on child poverty that includes a measure of household income. Plymouth City Council is actively lobbying for the inclusion of a specific measure relating to household income to ensure that a significant number of families that are in work, but who are still living in poverty, are not being overlooked in official figures. Further announcements are expected for a range of other indicators that may be developed to measure progress against the root causes of poverty.

Childcare Bill 2015-2016

The Childcare Bill 2015-2016 was introduced by the House of Lords on 1 June 2015. The Bill will place a duty to ensure 30 hours of childcare is provided to three and four year olds of working families during term-time from September 2017. This includes the 15 hours currently available under the Childcare Act 2006. Consultation is currently being undertaken with local providers and parents to determine our capacity to deliver the new provision.

2.2 LOCAL DRIVERS

Cabinet Advisory Group for Child Poverty

The cross party Cabinet Advisory Group for Child Poverty contributed to embedding child poverty as a key objective within the Plymouth Plan (see below), and in light of the impending legislative changes, continues to drive Plymouth's commitment to tackle child poverty. Additionally, the group continually undertakes its lobbying role and responds to calls for evidence over proposed government policy. A Plymouth Fairness Commissioner now sits on the group as an independent member.

The Plymouth Plan

A key focus of the 2013-16 Child Poverty Matters strategy was to ensure that key local plans reflect, compliment and assist in addressing child poverty.

The Plymouth Plan - the single strategic plan for the city - looks ahead to 2031 and beyond. Led by the local authority, the detail of the plan is being delivered collectively by a multitude of key agencies and partners in Plymouth.

As a result of input from the Cabinet Advisory Group, local commitment to addressing the root causes of child poverty can be identified throughout the Plymouth Plan as follows:

- Each child has access to an environment that prevents, reduces and mitigates the impact of child poverty, including good early learning opportunities and schools, as well as safe homes where they can thrive and neighbourhoods designed with their wellbeing in mind (Theme 1); and
- Delivering the best health, wellbeing and social outcomes for children, young people and families, and reducing and mitigating the impact of child poverty (Strategic Objective 4).

The 'Plan for Health and Wellbeing', in respect of child poverty, acknowledges that:

- Parenting support is core to the provision of services;
- The universal education offer is a significant part of the 'system' for children and young people. However, because a large percentage of the budget is statutorily allocated, it is difficult to influence school spend and therefore not currently covered by the commissioning strategy; and
- Improving the economy, employment and housing is key, and links with service areas responsible for developing and influencing these is crucial.

Plymouth City Council - Corporate Plan

As a result of legislation local authorities were required to produce a local Child Poverty Strategy. In recognition of this responsibility, Plymouth City Council included the delivery of 'Child Poverty Matters Strategy 2013/16' as a key action within its Corporate Plan 2013/14 – 2016/17. Additionally, other specific activity within the Corporate Plan directly contributes towards tackling child poverty within the city. These include:

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Other key agencies and organisations across all sectors within the City will also reference Child Poverty within their strategic plans and include activity which directly impacts on addressing the root causes of child poverty.

Plymouth Fairness Commission

A Tale of Two Cities

You are born in one of Plymouth's most deprived areas; 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 are born into in one of Plymouth's least deprived areas; 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.

In its 2014 report 'Creating the Conditions for Fairness'¹⁴, the Plymouth Fairness Commission asserts that a child in one of Plymouth's most deprived areas has a one in three chance of being born into a 'vulnerable' family, while 43% of families in these areas are on a low income and depend on benefits, and a child has between a 48% – 60% chance of being among Plymouth's over 11,500 children living in poverty.

The Commission made a series of recommendations to improve fairness - many of which resonate with the symptoms and causes of child poverty in the city and include:

¹⁴ [Plymouth Fairness Commission Final Report](#), March 2014

- Equitable access to primary healthcare;
- Addressing the factors that prevent young people taking up apprenticeships;
- Implementing a 'living wage' across the city;
- Providing free school meals to all primary school pupils;
- That the touch points of contact for Plymouth's young carers are identified and actively targeted to ensure more young carers contact and benefit from Youth Services;
- Addressing the implications of pay day loans, poor debt, inadequate housing and increasing the use of credit unions.

SECTION 3: PLYMOUTH'S COMMITMENT TO TACKLE CHILD POVERTY

In response to a manifesto pledge to develop an action plan to tackle child poverty in the city, the Child Poverty Strategy for Plymouth 'Child Poverty Matters' (2013 – 2016) was developed and overseen by the Cabinet Advisory Group for Child Poverty. This strategy included the undertaking of:

- A needs analysis;
- Consultation; and
- A [film](#), created by young people in Plymouth, reflecting the views on the issue while inspiring everyone to tackle child poverty together.

This three-year strategy aimed to provide the foundations upon which building blocks of activity to address child poverty could be secured. These included:

- Financial Support and Independence;
- Family Life and Children's Life Chances; and
- Communities and Neighbourhoods.

From the achievements identified within this section, the ability to have an impact on children's lives becomes more evident. These achievements provide confidence that the desire to address child poverty in the city is genuine and the city is inspired to collectively address the suffering experienced by children and young people both now and in the future.

Each success makes a huge difference not only to the lives of children and young people but to the lives of their families, communities and to our city as a whole.

It is from the Child Poverty Strategy for Plymouth 2013 – 2016 that the revised Child Poverty Action Plan 2016 - 2019 will continue to build and demonstrate sustainable impact as part of the Plymouth Plan.

What follows in this section is an acknowledgement of some of the successes achieved within each theme, and how commitment within these areas will continue.

Theme 1- Financial Support and Independence

Achievements include:

Jobs

- A Plan for Employment and Skills was developed in February 2014 in conjunction with the city's Growth Plan.
- The award of the Plymouth and South West Peninsula City Deal will result in significant levels of investment to create jobs in the city.

Living Wage

- Promotion of the living wage across Plymouth, as defined by the Living Wage Foundation, was boosted with its inclusion as a Plymouth Fairness Commission recommendation in 2014. The majority of large public sector organisations support the adoption of a Living Wage and many already pay a Living Wage to their staff including

Plymouth Community Homes, Devon and Cornwall Police, University of Plymouth and City College.

- Plymouth City Council remains committed to paying its staff and contractors a Living Wage and accreditation is underway. The Council is also continuing its efforts to include a Living Wage stipulation in all tender documents.

Debt and Income Maximisation

Plymouth was the first city to ban pay day lending advertisement in the city centre, which set the precedent in its attitude towards irresponsible lending;

- A dedicated scrutiny panel on Debt was held in September 2015, resulting in 18 recommendations and an action plan accepted by Cabinet aimed at strengthening the city's focus on responsible lending and financial inclusion for all;
- Credit Unions in the city are undergoing considerable transformation with a new online banking platform with additional functionality to become live from Spring 2016. It is hoped this will increase membership and further promote financial inclusion across the city. Plymouth City Council's Social Enterprise Investment Fund is supporting the platform development with a £100,000 grant and loan;
- Training of teachers by the Personal Financial Education Group was completed in July 2015;
- A benefit maximisation project has put £34.50 a week in the pockets of over 5,000 families across the city; and
- Since 2012 support has been provided to families with children to secure an additional £5.2 million in previously unclaimed benefits.

Money Management

In February 2013 Miss S attended a budgeting session but when her housing situation changed she was told she needed to attend again.

"I learnt so much back in February that even though I didn't want to attend the extra session I was so glad I did. This week my car needed 3 new tyres and because I had opened a Credit Union account and had been saving I didn't panic and cry like I usually would when an unexpected bill arrived. I had enough money in my account to pay cash for the tyres. I have 3 children and this year I didn't need to borrow a penny for Christmas! On top of this I have bought a large plastic coke bottle which I put all my loose change into and this has amounted to £180 already. The children have got the "bug" and any loose change they find around the house is put in the coke bottle. I have now bought each child a tin savings box (the sort you need a can opener to get into) and the children are busy saving!

With regards to food; me and the children sit down and make out a menu for the week using similar ingredients – every week different - and put it on the fridge. We now know what's for dinner every night, look forward to it and make it together."

Fuel Poverty

Plymouth has approximately 7,000 families with children to whom fuel poverty is an issue. In terms of addressing this, the award winning Plymouth Energy Company (PEC) has achieved the following:

- Fuel Debt Advice service has cleared £120,000 of debt in 18 months. The service has received over 500 enquiries and referrals. The service aims to clear 200 cases of energy debt arrears in 2016;
- Provided heavily subsidised external wall insulation scheme; 700 homes will benefit from this by September 2016;
- Plymouth Energy Community (PEC), Plymouth City Council and British Gas partnership has provided 80 free energy efficient gas boilers for households in receipt of qualifying benefits;
- Such measures will reduce energy bills by up to one third - for most Plymouth properties with gas heating this equates to approximately £260 a year in savings;
- In the last year the PEC volunteer programme has trained 50 residents in energy awareness and taken part in 40 community events, giving advice to more than 2700 households at risk of fuel poverty;
- City-wide savings are estimated to have reached £215,000 through resulting energy saving behaviour changes and by switching energy suppliers. 160 households received longer term help with 60 families still engaging in casework. For them, the savings have reached £30,000 through advocacy work, fuel debt grants, switching and education in energy use.

Maintaining a Healthy Home

Ms T was referred to Plymouth Energy Community (PEC) by Wiser Wonga, a charity that helps young people to live independently. She and her partner were struggling on a low income, with very high fuel bills and 2 children under the age of 3yrs with recurring cold related illness.

PEC arranged a home visit by the Energy Team to see what could be done to help. The Energy Team quickly realised that on moving in, housing authority contactors had set her storage heaters incorrectly and told her not to change the dials - causing high usage. The immersion heater was on 24 hours a day too. Ms T eventually disconnected the heating to control energy costs which resulted in a cold home and frequent illnesses such as bronchitis.

The team spent time showing Ms T how to use storage heaters correctly and left a drawing of the dials with notes and prompts that she could follow each evening. She was encouraged to turn off the immersion heater for a few hours at a time to see whether the tank maintained the hot water she needed. The importance of warmth for health was also explained and she agreed, just for a few days, to follow the suggestions made.

Ms T's costs have come down so much now that she is confident enough to use the heaters, and her children's health has already improved. The Energy Team will give Ms T an energy monitor to enable her to see which appliances are causing avoidable costs so that she will, with support, choose to control them. After the team contacted them, the housing association will now install curtain rails and the Energy Team has sourced curtains through donations to help keep the family warm and well.

Continued Commitment:

- To deliver and monitor the Plan for Employment and Skills;
- Plymouth City Council will continue to explore accreditation with the Living Wage Foundation and remains committed to building on our relationships with our partners, asking them to support us in the future with the city's commitment to pay living wage to all its employees;
- The award winning partnership between Plymouth City Council and Plymouth Energy Company (PEC) will continue to be a national trailblazer in the innovative methods in which it provides advice and guidance, and reduces fuel poverty for some of our most vulnerable families in the city. PEC will also launch the Healthy Homes service early in 2016. This will provide advice and income maximisation checks alongside physical measures – such as central heating and ventilation – to households who have been identified as at risk by various health teams. The service will aim to help 100 households within 2016;
- Plymouth City Council will continue to provide advice and guidance, and plans to explore opportunities in the future to extend the emergency welfare fund for families in crisis.

Theme 2 - Family Life and Children's Life Chances

Achievements include:

- We have exceeded the Governments targets set around increasing the number of free education places to disadvantaged neighbourhoods;
- Children's Centres have been refocused to embed child poverty outcomes as part of their practice, with specific attention to vulnerable groups; PCC continue to spend over £3.7m on Children Centres with evidence already of improved outcomes for the most disadvantaged families.
- The Early Help Outcome Framework monitored through a single point of contract has been developed to support care planning. It includes family level indicators for drug and alcohol misuse, absenteeism from school and family debt and worklessness. Individual plans will be tracked to demonstrate outcomes for vulnerable families;
- Adult 'Improving Access to Psychological Therapy' are working with Children's Centres to develop increased access to group work;
- Families with a Future (FWaF), funded by the Government is a programme which identifies and works with families who have: persistent absence from school, anti-social behaviour, youth crime and worklessness within the household. Keyworkers dedicated to the family support families address underlying causes of problems. The Council was chosen as a pilot for this programme and 745 families have been assisted in Phase 1.¹⁵
- Food poverty has been recognised as an issue in the city. As part of the delivery of the Fairness Commission Recommendation 27, the council is co-ordinating food poverty initiatives. Examples include 100 families who receive free provision of fruit and vegetables; the Cities of Service project Grow, Share, Cook has assisted 37 Families

¹⁵ Cabinet 10 March 2015

with a Future who have presented themselves as not being able to afford to eat a good healthy balanced diet. The families concerned receive a free fortnightly fruit and vegetable bag delivered to their door, as well as sessions to develop their cooking.

Support for Service Families

The impact of deployment upon Service children creates a unique level of emotional poverty that can see them failing in their academic lives and losing control of their emotions, leading to antisocial behaviours in school. Additionally, lone parents are under significant pressures whilst a serving partner is deployed.

Her Majesty's Schools Heroes is a unique, national, pupil voice group formed for the support of Service children and young people. Plymstock School has committed a significant percentage of their Service Pupil Premium to ensure the emotional health and wellbeing of their Service family students. They have over 220 pupils registered or known to be from Service families. Plymstock School is a member of the HMS Heroes network, has allocated staff time to support the set up and development of the club, and provides a dedicated base for the young people to meet and use to talk about their worries and gain support from their peers, to enable peer mentoring and to ensure no young person has to worry alone.

School Dinners

In 2013, School Funding Reform brought about many changes to how school meals are provided leading to the creation of CATERed in Plymouth. CATERed is an innovator in the field of school food - stepping outside the confines of the public sector, freeing the business and giving rise to commercial possibilities whilst holding firm to its identity as a valued service to the local community.

Of notable success were the introduction of Universal Infant Free School Meals (UIFSM) in September 2014 which provided all 4 – 7 year old pupils with a balanced meal each school day; and the provision of a daily free meal to children and young people in disadvantaged areas outside of term-time in 2015 through the Big Summer Food Tour. More than 200 nutritious and tasty bagged meals were distributed at various locations twice a week during August at various locations to around 1400 children. This initiative was supported by all suppliers with volunteer staff and labour for the production and distribution of the meals.

Continued Commitment:

- Alleviating child poverty is a clear ambition in the Children and Young People's Commissioning Plan. Work will continue to review, amend and align commissioning plans to reflect key risk factors to child poverty. Progress for joint commissioning activities within schools, GPs and partners will continue to flourish in early intervention and prevention; domestic abuse; drug and alcohol misuse and families with a future;
- The Child and Adult Mental Health Service Transformation Plan also seeks to enhance the mental health offer. The development of co-commissioning with schools has set out the intention for a core offer of mental health and wellbeing support to be

accessible for secondary school age children and those in special schools. This is a previous gap in our provision; full implementation of the offer is due by September 2016. The Community Commissioning Strategy sets out the clear ambition to form an alliance of providers across adult mental health, parental drug and alcohol misuse and homelessness and seeks to improve family outcomes;

- Because of its good performance to date, Plymouth has secured “early starter” status for Troubled Families Phase 2, a further five years programme from April 2015¹⁶. Phase 2 has all the above criteria plus: children of all ages, who need help, are identified as in need or are subject to a Child Protection Plan; adults out of work or at risk of financial exclusion or young people at risk of worklessness, families affected by domestic violence and abuse; parents or children with a range of health problems¹⁷.

Theme 3 - Communities and Neighbourhoods

Achievements include:

There have been some key achievements in improving the housing standards in the private rented sector since the 2013-16 Child Poverty Matters Strategy and Action Plan:

- Successful prosecution of landlords for failing to maintain their properties to a decent standard;
- 320 private landlords in Plymouth have attended training on standards and conditions required for private housing;
- A Charter for the Private Rented Sector was launched in 2015, aimed at improving the standards of our private rented stock in the city. The City Council has also developed a Plan of Action in support of the Charter;
- At a local, regional and national level, Plymouth City Council’s Cabinet Member for Housing alongside the Cabinet Advisory Group for Child Poverty have championed changes in legislation around housing and welfare changes;
- The Drake Foundation has created a specific child poverty impact fund using crowdfunder to secure matched funding; and
- There are a plethora of achievements and work underway around enabling Plymouth communities to lead change and self-manage their neighbourhoods. The Four Greens Community Trust is an emerging Community Economic Development Trust (CEDT) established for people living in the north of Plymouth - an area where there is a high concentration of low wages, and deprivation. Part of the Trust’s role within the community has been to create local jobs, enterprise and training, for an area which traditionally had low economic participation. Plymouth City Council also supported the Millfields Trust to develop the Genesis building which, in addition to helping to restore the urban fabric along Union Street, was designed to support the needs of start-up businesses and to enhance employment opportunities within the Stonehouse Community.

¹⁶ Plymouth Growth Board Nov 2014 Highlights Report

¹⁷ Financial Framework for the Expanded Troubled Families programme, DCLG, March 2015

Private Rented Sector

An unlicensed Plymouth landlord who failed to install adequate heating in four Houses of Multiple Occupation (HMOs) was fined a total of £23,500.

The landlord, who owns other rental accommodation in the city, pleaded guilty at Plymouth Magistrate's Court in 2015 of failing to comply with improvement notices leaving a dozen of his tenants struggling to keep warm. He also pleaded guilty of failing to license four of his HMOs.

The case, spanning over a five-year period, involved numerous interventions by the Plymouth City Council private sector housing team. Each HMO was comprised of a mixture of flats and bedsit units housing 30 people in total.

Continued Commitment:

- Plymouth has now provided and will continue to provide a comprehensive, resourced response to raising the standards of the private rented sector, via its Private Rented Charter and Plan for Homes. This demonstrates a continued commitment to this area of development to tackle child poverty;
- A further £80 million has been committed to extend the Plan for Homes to 2021. The plan includes investment to deliver over 1,500 new homes in support of the overall delivery of 5,000 homes over the next 5 years.

SECTION 4: FOCUSING OUR EFFORTS TO TACKLE CHILD POVERTY

Despite the deregulation of statutory responsibilities nationally around poverty, Plymouth is reiterating its commitment to reducing and mitigating the impact of child poverty in the city through the development of this Child Poverty Action Plan 2016 - 2019, based on:

- A renewed understanding of national and local policy drivers including child poverty focused objectives and themes embedded within the Plymouth Plan;
- Child Poverty Matters 2013-16 achievements to date;
- Updated analysis of needs; and
- Consultation.

In addition to the above, a review of lessons learnt from the 'Child Poverty Matters' Strategy and Action Plan' 2013 – 2016, identified a real need to continue raising awareness of and championing child poverty as a key way to unlock and mobilise resources. This process has been overseen by the Cabinet Advisory Group for Child Poverty Working Group.

In acknowledgement and appreciation of the vast amount of work already happening across the city to tackle child poverty, this plan focuses on four priorities for action that aim to focus additional and renewed attention, energy and action on some key issues we know will make a positive difference to a child or young person experiencing child poverty – both now and for the future.

1. **Families on a Low Income:** Individuals can suffer recurrent poverty as they become caught in a low pay/no pay cycle caused by insecure low paid work. Employment and skills development offers a guaranteed path out of poverty and working parents will be able to deliver reasonable living standards for their families, reducing child poverty.
2. **Narrowing the Gap in Attainment:** The need to forge genuine and sustainable relationships with education partners and raise the profile of effective child poverty interventions within schools is key to ensuring that children and young people living in poverty are getting access to the right support to enable them to thrive in school.
3. **Support for Parents:** Long-standing research indicates there are a range of risk and protective factors that can influence the lifelong outcomes of a child. One of these factors is parenting. Parents living in poverty are much more likely to be facing a range of issues other than material deprivation which may affect their ability to parent well.
4. **Poor Dental Health:** Oral health inequalities are associated with socioeconomic status. As an indicator of poverty, poor dental health remains under the radar in terms of prioritisation but has a significant and lasting physical and mental impact on those children affected by it.

While each theme is presented separately, it is essential they are not understood as isolated from each other; the interrelationships between each are central to the success of this plan.

PRIORITY 1: FAMILIES ON A LOW INCOME

Low income is the traditional measure of identifying how many children and young people are living in poverty – typically the threshold of low income is a household income that is 60% or less of the average (median) British household income in that year.

It is this cohort of children who are at greater risk of lagging at all stages of education, are more likely to suffer chronic illness during childhood or to have a disability, and are almost twice as likely to live in bad housing. Poorer health over the course of a lifetime also means a shorter life expectancy.

- In the 10% most deprived areas of Plymouth, the number of LSOAs in the income domain (low income, including people who are out-of-work and those in work with low earnings) has increased significantly, from 12 to 19¹⁸.
- The number of residents in Plymouth experiencing income deprivation has increased since 2010.
- The number of LSOAs in the deprivation domain where the working age population is involuntarily excluded from the labour market has increased substantially from 19 in 2010 to 28 in 2015.¹⁹
- Plymouth has approximately 7,000 families with children to whom fuel poverty is an issue.
- A half of all people in lone parent families are in low income which is more than twice the rate for couples with children. Two-fifths of all the children in low-income households are in lone parent households.²⁰

A child's risk of low income varies greatly depending on how much paid work the family does. However, unless all adults in the family are working (and at least one of them full time), the risks of being in low income are still substantial: 90% for unemployed families, 75% for other workless families and (notably) 35% for those where the adults are part-working.

Most lone parents in low income are not working. In contrast, most of the couples with children in low income do have someone in paid work. The net result is that most of the children in low-income households are either in couple families where someone is in paid work or in workless lone parent families. Other families more susceptible to low income include larger families and families where parents are under the age of 21 (both in and out of work)²¹;

Within this context, jobs that are not of high quality in terms of pay, conditions, flexibility and sustainability can be detrimental to health and well-being in the long-term. Individuals can suffer recurrent poverty as they become caught in a low pay/no pay cycle caused by insecure low paid work. Employment and skills development offers a guaranteed path out

¹⁸ Index of Multiple Deprivation 2015

¹⁹ Ibid

²⁰ www.poverty.org.uk/16/index.shtml

²¹ [Plymouth Cabinet Advisory Group for the Child Poverty evidence submission on Welfare and Work Bill](#)

of poverty and working parents will be able to deliver reasonable living standards for their families, reducing child poverty.

It also remains more expensive to be poor. People on low incomes often end up paying more for the services they need because they cannot access mainstream financial products. Unmanageable personal debt can drive a cycle of poverty and distress that is very difficult for families to escape. It reduces household income available to spend, creates further pressures on parents and relationships, and in extreme cases has a significant impact on children's quality of life and life chances.

The wellbeing of families is an integral part of the Plymouth Plan. This includes policies that impact on strengthening the local economy and employment. Links with sectors and service areas able to influence and impact on the root causes of child poverty e.g. economy, employment, housing, are not yet maximised. Improving these is key to reducing the experiences of children living in poverty.

Intended Outcome

Low income families are supported to find routes out of poverty through maximising their income.

PRIORITY 2: NARROWING THE GAP IN ATTAINMENT

The successes that individuals achieve during their adult life can be predicted by the level of cognitive and non-cognitive skills that children already possess on their first day at school. While the gap is slowly reducing between attainment levels of those on free school meals and other children, children growing up in poorer families still emerge from school with substantially lower levels of educational attainment.

- Low educational achievement in Plymouth is highest in the city's most deprived wards. The percentage of young people under 16 with no qualifications is: Devonport 27%, Ham 34% and Honicknowle 35%.²²
- According to the Index of Multiple Deprivation (IMD) 2015, and in particular for the domain of Education (lack of attainment and skills in the population), there are now 14 LSOAs²³ in the 10% most deprived Plymouth neighbourhoods as opposed to just 2 in 2010.
- The findings of the Plymouth Fairness Commission²⁴ resonate with the IMD, reporting a marked gap in educational achievement between different parts of the city. It starts from Early Years Foundation and widens with each following year of education. In 2011, only 21.5% of Plymouths over 16s were qualified to degree level of equivalent, significantly lower than England's average of 27.4%.

Through its policies, the Plymouth Plan identifies that, to create the conditions where children and young people can thrive, there is a need to:

- Ensure the best possible start in life for all children by increasing the focus on the first 1001 critical days from conception, ensuring that the best maternity services, parenting programmes, childcare and early year's education are in place; and
- Provide children and young people with the best and most appropriate learning and vocational educational opportunities and experiences that inspire them to learn and develop skills for future employment and life.

To make the best use of resources, there is a need to strengthen the ability of education settings to complete early help and targeted work with children and families. This is central to achieving an ambition of preventing problems and delivering a quick response to children, young people and families' needs as and when they present. There is therefore a need to develop an education offer which extends beyond delivery of the curriculum and seeks to address the issues facing children, particularly those who are vulnerable and living in poverty, so that they are able to access and make the most of their education.

As of October 2015, over a third of primary and secondary schools in Plymouth are academies. This means that a large percentage of the budget is statutorily allocated directly meaning the local authority is unable to decide where to appropriately allocate

²² [Plymouth Fairness Commission Final Report](#), March 2014

²³ Index of Multiple Deprivation 2015. The Index of Multiple Deprivation (IMD) is the most widely used index and is the official measure of relative deprivation for small areas, called lower-layer super output areas (LSOAs). Each LSOA has an average of 1,500 residents.

²⁴ Ibid

spend. However, the local authority with education partners intend to develop a co-commissioned education offer, providing clear opportunities to consider what changes are needed to deliver improved attainment outcomes for children living in poverty.

Intended Outcomes

- The attainment gap at Key Stage 2 and 4 is reduced;
- More children are able to read and write by the time they leave school.

PRIORITY 3: SUPPORT FOR PARENTS

Improving outcomes for children living in poverty is not just the responsibility of those who are conventionally associated with delivery of services. Children are highly dependent on those who provide care to them particularly parents and primary carers.

Parents living in poverty are much more likely to be facing a range of issues other than material deprivation which may affect their parenting ability. These include low levels of education and few qualifications, lack of access to jobs and services, isolation, mental/physical ill health and domestic violence. Poverty acts as a stressor upon families. It is this disruption of parenting that can impact on children, rather than the direct effects of the poverty itself.

There is a significant evidence base that identifies that the first few years of a child's life are, likewise, pivotal in securing life opportunities. This is a critical period in the child's cognitive, language, health, social and emotional development where the brain develops most rapidly. Negative impact from parental poverty, chaotic lifestyles and poor parenting in these years can affect the lifelong outcomes, leading to poor examination results, higher rates of teenage pregnancy, lower rates of employment, and higher rates of depression, suicide and substance misuse.

- The number of LSOAs in the top 10% most deprived areas in Plymouth, where residents experience health and disability issues (the risk of premature death and the impairment of quality of health through poor physical or mental health) has more than doubled since 2010, from 15 to 40²⁵.
- 23% of parents in Plymouth's most deprived areas suffer from the effects of poor mental health.
- 6,500 children in Plymouth are adversely affected by parental drinking.

There is a strong evidence base which demonstrates the need to ensure a holistic response to whole family needs that understands the impact of adult need on children and the interdependency between intervention for both children and adults. Effective interventions to support and achieve a positive impact on reducing child poverty must include support and interventions to parents and carers.

The Plymouth Plan, through its policies and commissioning plans, acknowledges that outcomes for children living in poverty are integral to services commissioned for adults who are parents or primary carers and identifies that there is a need to:

- Ensure that early intervention, help and prevention meets the needs of children, young people and their families who are 'vulnerable' to poor life outcomes.
- Target intervention and resources to prevent homelessness, improve the standard and quality of housing and tackling fuel poverty;
- Provide effective interventions to support and achieve child outcomes through support for parents.

²⁵ Index of Multiple Deprivation 2015

Intended Outcomes

Parents at risk of poverty are enabled to:

- be more engaged with their child's learning;
- obtain better qualifications and gain more sustainable employment; and
- have access to mental health support.

PRIORITY 4: POOR DENTAL HEALTH

Although largely preventable, tooth decay remains the most common oral disease affecting children and young people. Nearly 28% of five year olds in England have experience of tooth decay (in comparison with 31% in 2008) and, although the oral health of children has been improving, significant inequalities remain.

- Local surveys of dental epidemiology carried out over a number of years have consistently shown that Plymouth is a city with poor oral health and significant oral health inequalities;
- 55% of children living in the most deprived areas of Plymouth are affected by dental decay - that's more than half of all children. In these areas, children aged 4-5 years old have on average 2.1 teeth affected by dental decay.
- In 2013/14, 861 Plymouth children aged 0-16 had teeth removed under general anaesthetic.

Poor oral health can affect children and young people's ability to sleep, eat, speak, play and socialise with other children. Other impacts include pain, infections, poor diet, and impaired nutrition and growth. Large numbers of young children have teeth extracted under general anaesthesia in hospital because of dental decay. Children may miss school and parents have to take time off work for their child to attend the dentist or be admitted to hospital.

Oral health is an integral part of overall health. When children are not healthy, this affects their ability to learn, thrive and develop - good oral health can contribute to school readiness and the prevention of school absence²⁶.

Despite such evidence however, improving children's oral health is largely ignored – a key reason why it has been identified as a priority area for action within this plan.

Since 2013, under the terms of the [Health and Social Care Act \(2012\)](#), local authorities are responsible for improving the health, including the oral health, of their population.

Additionally, from 1st October 2015 the responsibility for the commissioning of health visitors, through the Healthy Child Programme for 0-5 year olds, to lead and support delivery of preventive programmes for infants and children, including providing advice on oral health and on breastfeeding reducing the risk of tooth decay, transferred from NHS England to local government.

Intended Outcome

By 2018 the dental health of children under the age of 16 has improved – with a reduction in the number of children having teeth removed.

²⁶ [Tackling Poor Oral health in Children – Local Governments Public Health role](#)

SECTION 5: DELIVERING THE CHILD POVERTY ACTION PLAN

This Child Poverty Action Plan 2016 -2019 whilst led by Plymouth City Council, is a city plan.

Plymouth City Council is therefore urging organisations and agencies across all sectors to continue to commit to addressing child poverty in the City and to be guided by the four priorities and intended outcomes outlined within this plan. As such, and as this document previously mentions, this Child Poverty Action Plan must be owned and collectively delivered in a way that allows a real difference to be made through co-commissioning, mobilising resources and supporting priority areas for action.

The detailed delivery plan to enable delivery of the Child Poverty Action Plan will be closely aligned to existing and emerging delivery plans for the Plymouth Plan, and will be presented to Cabinet in July 2016. This will tie in with the release of the national 'Life Chances' Strategy which will provide new guidance and measures for progress towards addressing child poverty (referred to as 'Life Chances'). A basket of local measures will also be developed to ensure that we are able to evidence the local experience and outcomes of a child living in poverty.

The Cabinet Advisory Group for Child Poverty has renewed its commitment to overseeing the Child Poverty Action Plan 2016 – 2019 and its underpinning delivery plan. They will ensure that they continue to champion the issue of child poverty in the city to ensure that its profile remains high. Additionally, the Cabinet Advisory Group have acknowledged that to do this it must look to other key organisations and agencies in the city and build new relationships that support its role such as with the Youth Cabinet.

CHILD POVERTY NEEDS ASSESSMENT

UPDATED JANUARY 2015



Introduction

In 2012 a comprehensive child poverty needs assessment told the story of poverty within Plymouth. This helped to inform Child Poverty Matters – Plymouth’s strategy and action plan 2013-2016.

As part of the development of the Child Poverty Action Plan 2016-2019, this updated needs assessment highlights relevant up to date information to enable decision makers to agree priorities for the next three years.

This updated analysis focuses primarily on deprivation performance indicators (including income deprivation affecting children) for both in work and out of work child poverty. It specifically reports on Children’s Social Care information and oral health among young people, both of which were identified as a gap within the initial 2012 needs assessment.

Summary of Findings

- The city’s most deprived LSOA located in the Stonehouse neighbourhood falls within the most deprived 1% nationally in 2015.
- In the 10% most deprived neighbourhoods, between 5-8 out of 10 children are affected by income deprivation (Barne Barton, Devonport, City Centre, Morice Town, North Prospect and Weston Mill, Stonehouse).
- In the Education domain of the Index of Multiple Deprivation (lack of attainment and skills), there are 7 times more LSOAs in the most deprived 10% in 2015 (14) than in 2010 (2).
- The attainment gap at Key Stage 4 (secondary school) between those eligible for free school meals (FSM) and those not has reduced from 31.9% to 24.7%.
- Some of the most deprived neighbourhoods in the city have the highest number of cases of children with a child protection plan, taken into care or with a “Child In Need” status, for example, Barne Barton, Stonehouse and Devonport.
- 55% of children living in the most deprived areas of Plymouth are affected by dental decay. In these areas, 4-5 year old children have on average 2.1 teeth affected.

Understanding Child Poverty

In July 2015 the Secretary of State for Work and Pensions announced changes to the way in which child poverty is measured. The current child poverty measure, defined as 60% of median income, was used in the 2012 needs assessment as the overall measure for poverty. This measure is currently under review by the Government who instead propose to use the following indicators to measure child poverty;

- the proportion of children living in workless household as well as long-term workless households
- the educational attainment of all pupils and the most disadvantaged pupils at age 16

The government will also develop a range of other measures and indicators of root causes of poverty, including family breakdown, debt and addiction, setting these out in a children's life chances strategy. It is recommended that locally the current basket of child poverty indicators (established in 2012) are reviewed to ensure they are in line with any newly announced national measures.

As per the local definition agreed in 2012, Child Poverty is essentially a result of poverty in families. It is not simply due to a lack of money in the family. It is the outcome of economic, environmental and social factors and can damage a child's development and limit or prevent children and young people from having many of the experiences and opportunities that others take for granted.

Lack of employment, poor quality employment and low earnings are a very important group of factors that directly influence families' resources and incomes.

Attainment gaps at school and lack of or low levels of skills are factors that directly influence a family's ability to enter and sustain well paid employment in the short and longer term.

Poor health and poor dental health and teenage pregnancy are factors that indirectly influence families' ability to enter and sustain well paid employment and escape poverty now and in the future.

There is a greater concentration of families with multiple and/or complex needs living in the most deprived areas of the city. Multiple and complex needs may include lone parents, disability, health problems, parenting problems, in and out of work, attainment gaps at school, low level of skills, poor health and in particular poor dental health and obesity or social isolation amongst others.

These various factors impact on families and children poverty. Whether they are stable or barely evolving, they still remain a significant concern for child poverty.

Updated Assessment of Needs

The initial 2012 needs assessment focused on the relative low income measure of child poverty as outlined in the Child Poverty Act 2010:

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

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

Unfortunately, current data based on this measure is not available therefore deprivation measures, using the Index of Multiple Deprivation (IMD)¹, have been used as the focus for this updated needs assessment. Whilst this means that direct comparisons cannot be made on the number of children living in poverty, an analysis of deprivation gives us valuable insight into the extent and spread of child poverty in the city. Also, due to local boundary changes in

¹ <https://www.gov.uk/government/statistics/english-indices-of-deprivation-2015>

2011, no meaningful comparison can be made between findings from the IMD 2010 and IMD 2015. Further information on these changes can be found in Appendix B.

Deprivation

The Index of Multiple Deprivation (IMD) is the official measure of relative deprivation for small geographical areas in England, called lower-layer super output areas (LSOAs); each has an average of 1,500 residents and Plymouth has 161 LSOAs.

The LSOAs in England are ranked from most deprived (1) to least deprived (32,844) and divided into 10 equal groups. Saying that a LSOA falls within the most deprived 10 per cent, 20 per cent, etc describes how relatively deprived it is.

This section reports on how deprivation levels have changed between the 2010 and 2015 releases of the IMD. Plymouth ranked 72nd most deprived in 2010 and is now 69th out of 326 local authorities' districts. Plymouth is still within the 30% most deprived local authority districts in England.

Table one shows the number of Plymouth LSOAs that fall within the most deprived 1%, 3%, 10% and 20% nationally according to the IMD 2010 and IMD 2015 and the numbers have increased a lot.

Number of LSOAs within the most deprived ...	IMD 2010	IMD 2015	Change
1%.....	1	1	0
3%.....	5	8	+3
10%.....	17	27	+10
20%.....	41	47	+6

Table 1: Number of Plymouth LSOAs within the most deprived nationally

The city's most deprived LSOA located in the Stonehouse neighbourhood falls within the most deprived 1% nationally in both IMDs.

Figure one provides a visual breakdown of deprivation within Plymouth by neighbourhood. In comparison to the IMD 2010, the most deprived neighbourhoods have remained the same and are all located in the south, south-west and and western part of the city. The eight most deprived neighbourhoods are (in order): Devonport, Stonehouse, Morice Town, Barne Barton, East End, North Prospect and Weston Mill, Ernesettle and Whitleigh.

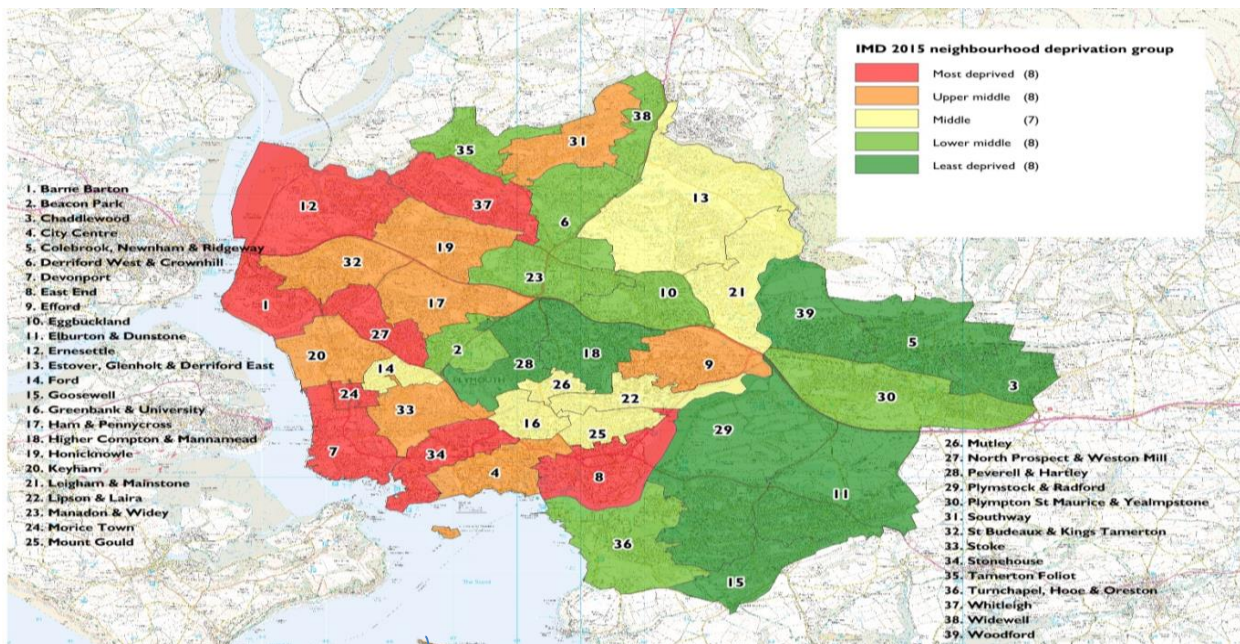


Figure 1: Neighbourhoods by IMD 2015 neighbourhood deprivation - contains Ordnance Survey data © Crown copyright and database rights [2015].

Income Deprivation Affecting Children Index (IDACI)

The Income Domain Affecting Children Index (IDACI) is defined as the percentage of children under 16 living in income-deprived households and is a measure contained in the IMD. Of the 161 LSOAs in Plymouth, with a population of 45,894 children, 21 were in the most deprived 10%. This represents more than a tenth of the total Plymouth area and 7308 children (15.9% of the total) under the age of 16. When looking at individual neighbourhoods, more than 8 out of 10 children in Barne Barton and more than 7 out of 10 in Devonport are affected by income deprivation. This is also the case with more than half of all children in the neighbourhoods of City Centre, Morice Town and North Prospect & Weston Mill. Appendix A shows the number and proportion of children affected by income deprivation in each neighbourhood (10% most deprived only).

Deprivation by Domain

Each component domain of the IMD has its own scores and ranks allowing focus on specific aspects of deprivation. The table below shows the number of Plymouth LSOAs in the most deprived 10% for each domain and summarises changes between 2010 and 2015. Resident numbers are given but please note that not all residents will be included in each domain. The changes in the number of LSOAs by domain show that deprivation is more widespread geographically.

The two domains that contribute the most weight to the overall IMD are the income deprivation domain and the employment deprivation domain, followed by Education, Skills and Training, then Health and Disability.

Domain	Change between 2010 and 2015 IMD
<p>Income: deprivation due to low income, including people who are out-of-work and those in work with low earnings.</p>	<p>The number of LSOAs has increased from 12 to 19. These LSOAs have a combined population of 29,751 residents or a tenth of the Plymouth population.</p>
<p>Employment: proportion of the working age population involuntarily excluded from the labour market, including people who would like to work but are unable to do so due to unemployment, sickness or disability, or caring responsibilities.</p>	<p>The number of LSOAs has increased from 19 to 28. These LSOAs have a combined population of 44,524 residents (almost 2 residents out of 10).</p>
<p>Education: lack of attainment and skills in the population.</p>	<p>The number of LSOAs has increased from 2 to 14, 7 times more than in 2010. They have a combined population of 22,460 residents (less than a tenth of the Plymouth population).</p>
<p>Health and disability: the risk of premature death and the impairment of quality of health through poor physical or mental health.</p>	<p>The number of LSOAs has increased from 15 to 40 which is 2 and a half times more than in 2010. They have a combined population of 64,381 residents (around a quarter of the Plymouth population).</p>
<p>Barriers to housing: the physical and financial accessibility of housing and local services, including proximity of local services and issues such as housing affordability and homelessness.</p>	<p>There are now no LSOAs in this domain whereas there were 2 before.</p>
<p>Living environment: the quality of the local environment, including the quality of housing and air quality and traffic accidents.</p>	<p>There are more than twice as many LSOAs in this domain, from 11 to 26. These LSOAs have a combined population of 45,161 residents (almost 2 residents out of 10 or 17.5%).</p>

Table 2: IMD 2010 to 2015 changes by domain

Child Poverty Performance indicators

In 2012 a basket of performance indicators was agreed by Plymouth City Council as a local proxy for child poverty. The table below provides an update on some of these indicators offering a comparison between the data used in the needs assessment and the most recent information available.

In primary school (Key Stage 2) and in secondary school (Key Stage 4), the percentage of children from less deprived areas/households (i.e. not eligible for Free School Meals - FSM) achieving good results is usually much higher than that of areas/households where children have FSM. Gaps in attainment however have varied over the years.

At **KS 2**, the percentage of FSM children achieving level 4 is now just 16% lower than non FSM children (64% against 80%), as opposed to 17% in 2010/11.

At **KS 4**, the percentage of FSM children who attained at least five GCSEs is now much less than half that for children not eligible for FSM. The gap has reduced from 31.9% to 24.7% since 2010/11.

The percentage of children who are **overweight** remains relatively unchanged since 2011. In 2013/14 there are still about a quarter of all children at Reception and about a third of Year 6 children who are overweight. Childhood obesity rates are much higher in the most deprived areas of the city than in the least deprived areas.

The **conception rate among under 18 year olds** has dropped. In 2010 the rate per 1000 under 18 population was 44.1; in 2013 this had reduced to 28.9. Although higher than the national rate and following the national trend this represents considerable improvement.

The **prevalence of breastfeeding at 6-8 weeks** has increased. The number of children being breastfed in 2014/15 was just under 4 children out of 10, a slight increase from 3.5 children out of ten in 2010/11.

The **number of children or expected children living in temporary accommodation** has increased. Levels of statutory homeless approaches continue to rise despite the high levels of successful homelessness prevention activity. Consequently, the number of children in temporary accommodation is still higher than average due to the numbers of families (in particular large families) with children presenting as homeless and needing emergency accommodation. Families are accommodated in good quality, private leased properties at the earliest opportunity – B&B are used for a matter of days only until these alternative properties can be arranged for them.

Table three below details the indicators.

INDICATORS	Comparative period	Most recent period	Comparative value	Most recent value	Change	Direction of travel
Attainment gap at Key Stage 2 achieving level 4 between FSM and non-FSM	2010/11	2014/15	17	16	-1	Improving
Attainment gap at Key Stage 4 achieving 5 GCSE grades A*-C between FSM and non-FSM	2010/11	2014/15	31.9	24.7	-7.2	Improving
Prevalence of overweight children - Reception	2010/11	2013/14	25.10%	25.00%	-0.1	Improving
Prevalence of overweight children - Year 6	2010/11	2013/14	33.70%	33.30%	-0.4	Improving
Under 18 conception rate	2010	2013	44.1	28.9	-15.2	Improving
Prevalence of breastfeeding at 6-8 weeks	2010/11	2014/15	35%	38.20%	3%	Improving
Number of children or expected children living in temporary accommodation	2011/12	2014/15	60	106	36	Worsening

Table 3 – Summary of additional indicators (source: Plymouth City Council performance information; LAIT)

Support for parents

Parents living in poverty are much more likely to be facing a range of issues other than material deprivation which may affect their parenting. These include low levels of education and few qualifications, lack of access to jobs and services, isolation, mental/physical ill health and domestic violence. Poverty acts as a stressor upon families. It is this disruption of parenting that has an impact on children, rather than the direct effects of the poverty itself.

Children in poverty and their families often miss out on available support as they may not know of their existence or may feel they have barriers preventing them from using them that they cannot always overcome.

There is significant help and support from the children centres which have been refocused to embed child poverty outcomes as part of their practice, with specific attention to vulnerable groups. They aim to provide effective advice and support to enable improved outcomes for all children and raise their aspirations.

In 2015, 2481 families with a total of 7143 children were seen by the 16 Children's Centres, delivering a number of activities centring on Outreach family support². Of these, 19% of the families and 20% of the children (around 2 families out of 10 and 2 children out of 10) live in the 10% most deprived LSOAs in Plymouth.

Children subject to Child protection plans (CPP)

Plymouth has a much higher rate of children on CPPs in comparison with statistical neighbours and the overall national average. Plymouth had the 8th highest rate of CPP per 10,000 in the country, out of 152 Local Authorities as at 31st March 2015. At that date, there were 400 children with a child protection plan, or 112 more children compared to 31st March 2012. Between March 2015 and December 2015, there has been a decrease of 54 children (or 15.2%) with a plan.

There is a relationship between levels of deprivation and numbers of children on a child protection plan, taken into care or with a "Child In Need" status, with the highest number of cases present in some of the most deprived neighbourhoods such as Barne Barton, Stonehouse and Devonport.

The following table gives a quick overview of numbers of looked after children, numbers on a child protection plan and children in need as at 31 March 2015.

INDICATORS	2011	2012	2013	2014	2015
Number of children in care - overall - as at 31/03/2015	375	385	370	395	395
Number of children subject to a child protection plan - overall - as at 31/03/2015	301	288	300	374	400
Number of children with a "Child In Need" status - as at 31/03/2015	1776	1367	2067	1886	1866

Table 4: Source: Children Social Care, Plymouth City Council

Oral health among young people

Although largely preventable, tooth decay remains the most common oral disease affecting children and young people. Tooth decay was the most common reason for hospital admissions in children aged five to nine in 2012-13. A recent survey of 3 year olds in England found that 12% had tooth decay ranging from 34% to 2% across local authority areas. Nationally, 60,272 under 19 years old children were admitted to hospital in 2012-13 for removal of decayed teeth with 50% of them aged nine or less.³

² They act as a hub of community-based support which includes Outreach support, parenting courses, money advice, Freedom Project (Domestic Abuse programme). The Outreach support aims to engage families who are among those who are considered to be hard-to-reach, including families affected by poverty, poor living environments, health problems and other features of social exclusion. It supports families across a wide range of issues, helping parents to deal with problems which may be complex and resistant to solution.

³ Tackling poor oral health in children - Local government's public health role - Oct 2014 – LGA – Public Health England

Local surveys of dental epidemiology in Plymouth carried out over a number of years have consistently shown that this is a city with poor oral health and significant oral health inequalities⁴. These surveys have also shown that in certain areas of the city there are high levels of dental decay in children by the time they start at primary school.

A recent report on dental extractions under general anaesthetic (GA) in Plymouth children in 2013-14 revealed that 861 children aged 0-16 years had teeth removed under GA. The total annual cost of this activity was approximately £600,000. This is for a disease which, in theory, is entirely preventable.

Of the 861 children having a dental extraction under general anaesthetic:

- 174 (20.2%) had one tooth removed
- 687 children (79.8%) had more than one tooth removed
- 1 child had a total of 16 teeth removed.

Expert knowledge suggests that it is rare for a child to have only one decayed tooth. Even with just one extraction there will often be further disease, other teeth with a degree of decay or teeth particularly susceptible to additional decay.

On an electoral ward basis, the 861 Plymouth-resident children who had teeth extracted under GA in 2013-14 ranged from 17 children (2.0% of total) in Plymstock Dunstone to 93 children (10.8% of total) in Devonport.

The overall rate of children having teeth extracted under GA was 178.0 per 10,000 children aged 0-16 years. On an electoral ward basis, this ranged from 78.2 per 10,000 in Plymstock Dunstone to 280.0 per 10,000 in Ham. The highest electoral ward rate was 3.5 times higher than the lowest rate.

On a deprivation group basis, the rate of dental extractions ranged from 95.2 per 10,000 children in the least deprived neighbourhood group to 254.7 per 10,000 children in the most deprived group, 2 and half times more. 55% of children living in the most deprived areas of Plymouth are affected by dental decay. In these areas, 4-5 year old children have on average 2.1 teeth affected by dental decay.

In Plymouth, oral health improvement work is currently undertaken by Plymouth Community Healthcare in 24 primary schools located in the more deprived areas of the city where local surveys have evidenced that there are higher levels of dental disease.

Oral health is integral to general health and should not be considered in isolation, as many of the key factors that lead to poor oral health are risk factors for other diseases and conditions including obesity, heart disease, stroke, cancer, and diabetes.

There are great health inequalities in Plymouth and a small number of people bear the greatest burden of disease in the city. They are children living in material and social deprivation and people in at risk groups, such as older people, and people living with a disability or in long term institutional care. This persistent health divide in the city is of concern. This is particularly relevant for tooth decay as much of it occurs in childhood, so helping families with children to reach adulthood free of dental decay has potential long-term social, economic and health benefits.

⁴ Source: Public health Plymouth

Severe dental decay is not a trivial disease and its impact on the psycho-social and physical development of the child is well documented. This includes infliction of pain, disturbed sleep, disturbed eating patterns and the social impact of increased days with restricted activity, absence from school, diminished social interaction and a higher number of emergency dental visits, antibiotic prescriptions and hospital admissions.

Furthermore, it is costly to manage and has a long lasting legacy on those disproportionately affected. Treating the effects of oral diseases within the NHS costs £3.4 billion annually in England. In addition dental treatment within the private sector is estimated to cost £2.3 billion.

In work and out of work poverty

The Government has instigated a programme of welfare reform through the Welfare Reform Act 2012 – this capped overall benefits, limited housing benefit and introduced Universal Credit. The Welfare Reform and Work Bill 2015 is an acceleration of these changes.

The changes mean that directly comparing current claimant numbers with those prior to the 2012 needs assessment is in some cases difficult but this is the only information we currently have. As such, this data comes with a ‘health warning’. The numbers of claimants of Job seekers Allowance (JSA) and ‘in work’ claimants of housing benefit were used previously as a proxy for poverty. The number of Job Seekers claimants has almost halved between November 2010 and 2015, from 6113 down to 3258 (from 3.6% to 1.9% of the population).

Another indicator of unemployment is the number of people claiming Employment Support Allowance (ESA): the welfare reform briefing in 2015 estimates there are 13,000 people in receipt of ESA. Over the longer term the level of ESA claimants in the city has remained relatively steady although it has experienced some month on month variations.

Another proxy to poverty is the number of people ‘in work’ who are in receipt of housing benefit. Between February 2012 and August 2015 the number of people in receipt of this benefit increased by 778 or a fifth, from 4283 to 5061. This represents about 2% of the general population.

Across the UK approximately 8.8 million people (18% of the adult population) are over-indebted⁵. These are individuals who have been at least three months behind with their bills in the last six months or have said that they feel their debts are a heavy burden. A high quality debt advice increases an individual’s wellbeing, it improves collection rates for creditors and it boosts the health of communities. The challenge is that most over-indebted people don’t access advice.

Plymouth has 29.3% of its population who is over-indebted and ranks 48 out of 406 local authorities (the smaller the rank the more indebted the LA). This part of the population comprises, in the same highest proportion: Struggling students, Optimistic young workers, Stretched families, Worried working families, Benefit dependent families; in the lowest proportion: Low-waged families, First-time workers, Uncomfortable retirees.

⁵ Indebted lives: the complexity of life in debt – Nov 2013 – A report by the Money Advice Service

APPENDIX A**Children affected by income deprivation in neighbourhoods**

Neighbourhood	Number of LSOA's in most deprived 10%	Number of children	Total children in neighbourhood	% of Children in that neighbourhood affected by income deprivation
Barne Barton	2	1271	1540	82.50%
Devonport	3	1176	1600	73.50%
City Centre	3	350	528	66.30%
Morice Town	1	386	583	66.20%
North Prospect & Weston Mill	3	873	1459	59.80%
Stonehouse	2	645	1412	45.70%
Honicknowle	2	955	2159	44.20%
East End	1	402	1079	37.30%
Ernesettle	1	281	843	33.30%
Efford	1	358	1594	22.50%
Whitleigh	1	334	1579	21.20%
St. Budeaux & Kings Tamerton	1	277	1600	17.30%
TOTAL	21	7308	15976	45.74%

Source: IDACI 2015

APPENDIX B

The new boundaries of Plymouth 39 neighbourhoods

This appendix presents the history and reasons for the changes that have taken place, drawing on the document [The New Plymouth Neighbourhoods and the Modified Localities](#) produced as part of the Plymouth's Joint Strategic Needs Assessment (JSNA) 2012.

The introduction of Locality working was agreed by Plymouth City Council on 1 February 2010. One year on, the Scrutiny and Overview Management Board set up a Task and Review Group to carry out a review: it concluded that neighbourhood boundaries should be realigned to fit into wards and that these new boundaries should be used for data and information collection and analysis in the future.

The new neighbourhood boundaries were formally adopted by partners in September 2011 at a meeting of the Plymouth 2020 Executive Group. At this meeting the recommendations from the Overview and Scrutiny Management Board were presented. Their report recommended that the city be divided into 39 neighbourhoods, based on aggregations of lower super output areas (LSOAs) and that these new neighbourhoods should, when grouped together, align to the city's electoral ward boundaries.

The new neighbourhoods' boundaries were adopted by Plymouth City Council in October 2011. An updated and modified set of locality boundaries, based on the new 39 neighbourhoods, was subsequently agreed by Plymouth's JSNA Steering Group.

The indices of deprivation are measures of relative deprivation only and not an absolute judgement. It is possible that an area may have become less deprived in real terms since the previous index, but more deprived relative to all other areas, or vice versa. Furthermore, a change in rank, even of several places, may not represent a large increase or decrease in the levels of deprivation. Therefore, any changes between versions can only be described in relative terms, for example, the extent to which an area has changed rank or decile.

An area can be said to have become more deprived **relative to other areas** if it was within the most deprived 20 per cent of areas nationally according to ID 2010 but within the most deprived 10 per cent nationally according to ID 2015. However, it would not necessarily be correct to state that the level of deprivation in the area has increased on an absolute scale. It may be the case that all areas had improved but that this area had improved slower than others resulting in it being 'overtaken' by those other areas.

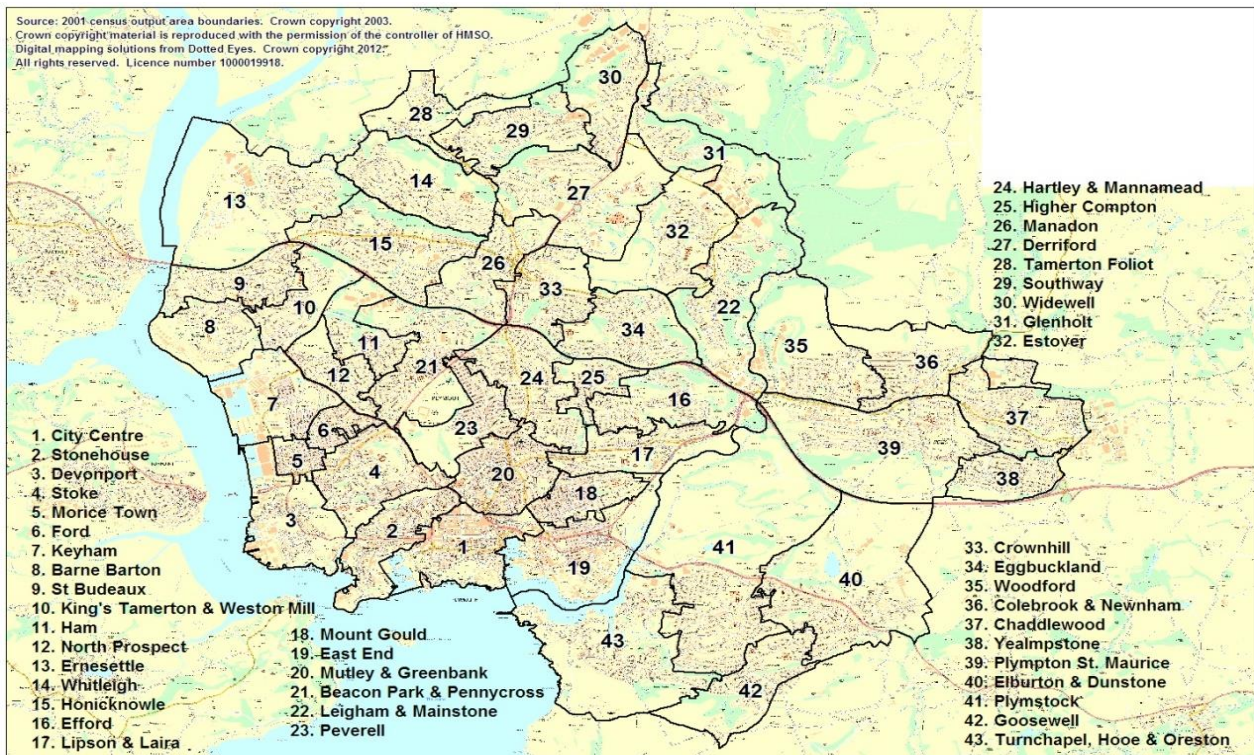
It is also important to remember that not everyone living in a deprived area is deprived, and that not all deprived people live in deprived areas.

Neighbourhoods	2010	2015
Stonehouse	number 2	number 34
Mutley	Mutley and Greenbank – Number 20	number 26
Greenbank and University	Did not exist	number 16
City Centre	number 1	number 4

Barne Barton	number 8	number 1
Kings Tamerton and Weston Mill	number 10	Regrouped with St-Budeaux
St-Budeaux	number 9	number 32 – new name is: – St-Budeaux and Kings Tamerton

The 2 maps below present the neighbourhoods in 2010 and in 2015 and allow for an easier view of the changes. Each neighbourhood is numbered, from 1 to 43 in 2010 and from 1 to 39 in 2015.

Plymouth map of neighbourhoods – for the IMD 2010



Plymouth map of neighbourhoods – for the IMD 2015



PLYMOUTH CITY COUNCIL

Subject:	Community Asset Transfer of sites in Ernesettle, to the Four Greens Community Trust
Committee:	Cabinet
Date:	8 March 2016
Cabinet Member:	Councillor Penberthy
CMT Member:	Anthony Payne (Strategic Director for Place)
Author:	Patrick Bowes, Senior Economic Projects Manager
Contact details	Tel: 01752 304882 email: Patrick.bowes@plymouth.gov.uk
Ref:	
Key Decision:	Yes
Part:	I

Purpose of the report:

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

The Plymouth Plan North West Toolkit acknowledges the proposals for a new headquarters for the FGCT in the former Whitleigh Care Home and, in the face of limited growth compared to other Plymouth Plan areas, this support for social enterprise development chimes with the LES strategic objectives of supporting the growth of social enterprises, and maximizing economic benefits to residents especially in marginalized communities.

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

Building on the significant progress made with the conversion of the former Whitleigh Care Home (WCH) subject of 21 October 2014 Cabinet report, the Ernesettle sites west of Ernesettle Lane will now be brought back into community and economic use featuring a solar array delivered in partnership with PEC Renewables (PECR), and Ernesettle Community Solar Ltd (ECS).

The report sets out how a combination of revenue support (including rental income and a community share offer) will be used to support the FGCT to the point where it becomes a sustainable economic asset, owned and managed by the local community.

Approval is sought for the grant of leases of (a) land at Ernesettle Lane within Title Number DN550498 (Ernesettle Land) comprising the sports hall, motocross site, tractor shed, solar array site and grazing land to the FGCT, and (b) the Ernesettle allotment adjacent Rochford Crescent; both

initially for a 35 year term at a peppercorn rent, subject to the receipt of satisfactory business cases submitted to the City Council by the FGCT by December 2016.

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

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

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

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

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

Capital funding implications

There are no direct Capital funding implications for the sites west of Ernesettle Lane

With regard to the Rochford Crescent allotment site, officers are seeking external funding to support the infrastructure costs, including crowdfunding, lottery and various trusts. Local volunteers will be utilised to complete some of the works. FGCT itself has also allocated a sum of money to kick start crowdfunding.

Revenue funding implications

An estimated rental income of £27,000 from the future tenancies of the sites making up the Ernesettle Land will help the FGCT with an additional income stream to that which it hopes to raise through the running of the former Whiteleigh Care Home as a Headquarters and Community and Business hub.

Of the £27,000 mentioned above, approximately £8,000 rental income has been collected this financial year and has been allocated to the FGCT Reserve account.

The terms of the solar contract have only recently been agreed and it is the additional net rental income coming from the solar array of circa £18,000 per annum from April 2016 that gives FGCT the confidence to make this request for a transfer of the asset to FGCT by way of a 35 year lease.

The operating and maintenance costs of the solar array site will be borne by ECS or a similar body. Any revenue costs arising from the other sites will be borne by the individual tenants.

The maintenance costs of the community garden will be covered by the users of the site. A membership fee with cover tool replacement, equipment will be bought for volunteers to trim boundaries and cut pathways, and all tenants will pay a share of insurance costs.

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

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

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

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

Equality and Diversity

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

Recommendations and Reasons for recommended action:

It is recommended that:-

1. Cabinet approves the grant of a lease of the Ernesettle Land to FGCT for a period of 35 years at a peppercorn rental for the full term, subject to the Strategic Director of Place in consultation with the Cabinet Member for Cooperatives and Housing, having agreed a detailed business case by December 2016;
2. Cabinet approves the grant of a lease of open space adjacent to Rochford Crescent to form a community garden to FGCT for a period of 35 years at a peppercorn rental for the full term, subject

to the Strategic Director of Place in consultation with the Cabinet Member for Cooperatives and Housing, having agreed a detailed business case by December 2016;

3. Cabinet approves that income related to the above assets (Ernesettle land and land adjacent to Rochford Crescent) is made available to the FGCT facilitated by PCC staff to support the FGCT towards becoming a sustainable economic asset.

Reason – to complete the first phase delivery of the FGCT Strategic Development Plan. The Community Asset Transfer of the Ernesettle sites to the Four Greens Community Trust would also empower the local community to promote the social and economic wellbeing over a wider geographical area over which the FGCT serves.

Alternative options considered and rejected:

To delay the decision to make the Community Asset Transfer would remove the benefit of synchronising both this Community Asset Transfer with that of the former Whitleigh Care Home given that both are inextricably linked.

Not to make the Community Asset Transfer would weaken the status of the FGCT and take away control of this asset from the FGCT, and undermine the board’s commitment where it has been working hard to achieve the current position.

Published work / information:

Cabinet report - New Community Economic Development Trust at former Whitleigh Care Home – 21st October 2014

<http://democracy.plymouth.gov.uk/documents/s58557/New%20Community%20and%20Economic%20Development%20Trust%20at%20former%20Whitleigh%20Care%20Home.pdf>

Cabinet report – New Community Economic Development Trust – 15th January 2013

<http://www.plymouth.gov.uk/mgInternet/documents/s43646/New%20Community%20Economic%20Development%20Trust.pdf>

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

Locality Report – December 2012 S:\Development\Economic Development Service\Economic Development\Projects\CEDT\Phase I feasibility – Locality

Background papers:

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

Sign off:

Fin	ABPla ceFED C151 6008. 25021 6	Leg	2514 9/A C/24 /2/1 6	Mon Off	DV S/2 51 63	HR		Assets	JW 0057 24/0 2/16	IT		Strat Proc	
Originating SMT Member													
Has the Cabinet Member(s) agreed the contents of the report? Yes													

1.0 Introduction

- 1.1 This project is the first of several outcomes to the policy pledge to begin the process of creating a community economic development trust in the north of the city. A report to Cabinet in January 2013 took the decision to establish a new Community Economic Development Trust (CEDT) in the north of the City and ring fence 11 assets to it as a means of supporting job creation and employment, whilst building community capacity in the north of the city.
- 1.2 The 21st October 2014 Cabinet report provides the background and evolution of the process that led to the creation of the FGCT and the proposed governance. It also explained how the FGCT selected 5 of the 11 assets to explore feasibility proposals in February 2014.
- 1.3 The first two assets centring on Whitleigh were the former care home and the open space at Whitleigh Green and combine as a single project. The steering group agreed that the Council would progress with outline feasibility work to understand the indicative costs of delivering the former Whitleigh Care Home conversion into the Whitleigh HQ and Community & Business hub.
- 1.4 The other four assets are in Ernesettle. An explanation of how the preferred options were arrived at was presented for the three sites; the tractor shed, sports hall and university playing fields. The steering group agreed that some initial feasibility work should be undertaken by officers to look at the solar array idea for the playing fields site and that the tractor shed and sports hall should be rented out to 3rd parties on shorter term lets with break clauses. Subsequently, a new use has been identified for the Sports Hall which will need to go through the planning process. The allotment idea was generated from within the community of Ernesettle who approached FGCT.
- 1.5 It should be noted that the above sites are affected by the MOD Blast zone, the restrictions of which are highly unlikely to change and have blighted the sites in excess of 15 years.

2.0 Summary of the proposals for the Ernesettle sites and Market Need

- 2.1 The Four Greens Community Trust (FGCT) has partnered with PECR to deliver a community solar PV array on Plymouth City Council (PCC) owned land to the west of Ernesettle Lane. The land is part of a suite of assets ring fenced to support the establishment of the FGCT. PECR have created a Special Purpose Vehicle called Ernesettle Community Solar Ltd and through this, the project is on track to deliver a solar array of up to 4.1 Megawatts on a site where other

economic and community uses are severely restricted by its position within the inner blast zone of the neighbouring Ministry of Defence's (MOD) Defence Storage and Distribution Agency facility.

- 2.1 Options analysis carried out by PCC and FGCT in 2013 identified a solar farm as the preferred use for the site. The solar array will benefit the community in the following ways:-
 - a) A ground rent will be paid to FGCT by ECS (a subsidiary of PECR) helping to ensure the economic viability of the Trust's work around job creation and improving community facilities in Ernesettle, Honicknowle, Manadon and Whitleigh;
 - b) The community will be invited to co-own the project through a community share offer, providing local investors with a return of c.6%
 - c) Profits will be used to support Plymouth Energy Community's (PEC) work on fuel poverty and climate change initiatives across Plymouth, and to deliver community projects in Ernesettle.
 - d) The generation of enough local, clean renewable energy to power the equivalent of 1000 homes.
- 2.2 The other assets linked to the solar array site described above include the Tractor shed which is a basic metal framed shed on a 0.6 acre site currently leased to a scaffolding company who could become a good long term tenant and would provide a consistent rental income for the FGCT.
- 2.3 Adjacent to the above site is the former University Sports Hall where the FGCT is currently in discussions with the leaseholder of the motocross site immediately adjoining with a view to converting the building into an indoor motocross / bmx facility to benefit the local community.
- 2.4 The nine acres of pasture land to the south has a tenant in place and provides a modest income for the FGCT.
- 2.5 Finally the Community Allotment site off Rochford Crescent responds to the need to utilise public space for the benefit of local people. Residents will be able to grow fresh vegetables and fruit, cook and share food together, develop a place for meeting up and holding community activities, encourage the community to work together, and develop skills and learning.

3 Summary of Demand / Pricing and Sustainability

- 3.1 The income projection for the solar array site is based on £1,000 per acre with a base Retail Price Index link to be agreed in contract with PEC Renewables
- 3.2 PECR & ECS's aim is to deliver a local owned renewable energy asset. Realisation of this is dependent on securing a long term debt provider and raising c £1.4million in community shares. If this is not possible PECR may be forced to sell on the completed solar farm. Any onward sale would not affect the rental income to the FGCT and community benefit funds will be protected through a community benefit deed. The solar site has an expected life cycle of 20 years which will guarantee an important income stream for the FGCT and help guide future investment.
- 3.3 The other sites west of Ernesettle Lane making up the suite of assets to be transferred are not intended to have a high turnover of tenants. Rather it is the intention to consolidate the tenancies and maximise the community benefit as the remainder sites at present do not offer significant economic investment opportunities for the FGCT.

- 3.4 The community garden site off Rochford Crescent is a community benefit project, enabling healthy eating activity, improving local networks and connections and therefore social capital, developing community capacity and self-help. The project will be run and managed by a group of local people forming a community allotment group who will oversee membership, tenancies and maintenance.
- 3.5 The one risk / opportunity that could arise with respect to this group of sites is if in the next 25 years the MOD Blast zone were lifted. Further to discussion with the Ministry of Defence and Defence Infrastructure Organisation , any changes in the status of the Blast zone is highly unlikely. Note should be made when drawing up the relevant leases.

4 Resources / Financial projections

- 4.1 The revenue funding implications of the FGCT, and sustainability risks are significantly reduced with the guaranteed income from primarily the solar site but also the other sites thereby helping FGCT with its transition to becoming a fully sustainable entity.
- 4.2 The concurrent Community Asset Transfers for both the Ernesettle sites and the Whitleigh Care Home (timing to be decided by the FGCT Board) will help inform the commitment of both income and expenditure as the Whitleigh HQ Community and Business hub becomes operational and the assumptions about rental income becomes a reality.

5 Risk management

- 5.1 This is a long term project where the original Locality report recognised there would be a need for initial investment to allow for a range of business activities to become established. This is why capacity needs to be built in through working with the community to help the trust reach a position where it is self-sustaining.
- 5.2 Furthermore it should also be acknowledged the income potential of all the other assets currently ring-fenced to the FGCT have been assessed and provide very tight margins which implies that the FGCT are likely to need further remunerative projects to progress going forward. However, the following risks have been identified which need to be acknowledged.

- Risk – transfer of freehold. With closure of the FGCT HQ there is the risk that these assets will be lost for the community.

Mitigation – Asset lock - Make the transfer leasehold for 35 years subject to negotiation on terms and conditions to cover this possibility.

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

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

- Risk – the leasehold transfer and revenue support from PCC may not be State Aid compliant if for less than best consideration and could be challenged at a later date.

Mitigation – full consideration of the position and review of the State Aid risk by legal services to ensure it complies with current legislation including consultation with the district valuers office prior to the lease being agreed and signed. The assets will only create income by virtue of new projects which are/will be externally funded. At present and for many years they have produced no income.

- Risk – lifting of the MOD Blast zone increasing the value of the asset and opening up significant development opportunities.

Mitigation – The Council, FGCT and other third parties to enter into negotiation over the lease terms to cover this possibility.

- Risk – inability to obtain additional revenue funding to offset annual revenue pressure on the operations of the FGCT.

Mitigation – The Business Development manager has been tasked with generating an income for the trust to achieve viability.

6 Community Asset Transfer

- 6.1 Plymouth City Council believes community asset transfer is fundamentally about giving local people and community groups greater control in the future of their area and their community in line with promoting the Council's co-operative agenda. If local groups own or manage community buildings and land it will help foster a sense of belonging and bring together people from different backgrounds. Community ownership of buildings can also play a part in raising local people's aspirations, in enhancing the local economy, environment and have the capacity to strengthen the community, voluntary and social enterprise sector.
- 6.2 The Council's Community Asset Transfer Policy states the Council will generally pursue leasehold arrangements with the term being set after carefully considering the needs of the applicant, the condition of the asset and the requirements of potential funders or lenders. In this case it has been agreed that the Council will grant a lease for a term of 35 years at a peppercorn rental conditional upon receipt of a satisfactory detailed business case covering off the risks identified in section 5. The FGCT will also be expected to produce a statement of community benefit on an annual basis.
- 6.3 Under Section 123 Local Government Act 1972 the Council is obliged to obtain the best consideration that can reasonably be obtained for properties unless the Secretary of State consents. . However under The Local Government Act 1972: General Disposal Consent (England) 2003 specific consent is not required where a Council disposes of land below best consideration if an offer promotes social and economic wellbeing of its area subject to the condition that the undervalue does not exceed £2million. The estimated land value of the completed solar array development will be in excess of £500,000 but below £2million and the district valuer will be consulted to confirm this position prior to transfer. It should be acknowledged that the other parcels of land made up of open space and underutilised buildings have nominal value.

EQUALITY IMPACT ASSESSMENT

Expansion of the Plymouth Energy Community Solar Energy Programme



STAGE 1: WHAT IS BEING ASSESSED AND BY WHOM?

What is being assessed - including a brief description of aims and objectives?	Plymouth Energy Community Loan being provided by PCC over 20 years. This will be used to deliver solar installations on a range of community buildings and schools in Plymouth (via a second community benefit society: PEC Renewables), which aims to reduce carbon, but also reduces costs for the host buildings and offers educational benefits. Surplus profits from the project will be used for programmes to address fuel poverty and address climate change in Plymouth. There is no equality impact in relation to the making of the decision itself, however, as the eventual beneficiaries will fall in each of the protected characteristic groups this assessment has been conducted to ensure our decision is mindful of equality considerations.
Author	Jon Selman- Low Carbon City Officer
Department and service	Place
Date of assessment	27/01/2015

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STAGE 2: EVIDENCE AND IMPACT

Protected characteristics (Equality Act)	Evidence and information (eg data and feedback)	Any adverse impact See guidance on how to make judgement	Actions	Timescale and who is responsible
Age	The average age in Plymouth is about the same as the rest of England (39.3 years), but less than the SW (41.6yrs). The city has the third lowest percentage of older people in the SW. We have the fifth highest percentage of children and young people (under 18) within all of the	None - This is a positive impact, as the scheme will result in better access to fuel/utilities for all and especially children within educational buildings, including the schools that will host the panels.	No impact anticipated	N/a

	SW local authorities.			
Disability	28.5% of households (31,164 people) in Plymouth declare a long term health problem or disability (nationally this is 25.7%). 10% of our population say their day to day activities are limited by a long-term health problem or disability.	None – This decision is likely to result in positive outcomes for people with disabilities in relation to their access to affordable fuel. It is important that any communications in relation to this decision or in the application of the project consideration is given to accessibility (e.g. audio, easy read, font size, translation into braille etc). Likewise this consideration will be given to any ICT arrangements surrounding this project.	No impact anticipated	N/a
Faith/religion or belief	In Plymouth the main religion is Christian (148,917) 58.1%. 2,078 people declare Islam as their faith and the Hindu, Buddhist, Jewish and Sikh combined make up just under 1% of the population of Plymouth. 32.9% of people in Plymouth say they had no religion.	None - The recommendations aim to deliver local renewable energy and generate community benefit, regardless of faith, religion or belief. There is no evidence to suggest one faith, religion or belief is differentially treated.	No impact anticipated	N/a
Gender - including marriage, pregnancy and maternity	Citywide data shows that overall 50.6% of our population are women; this reflects the national figure of 50.8%.	None - The recommendations aim to deliver local renewable energy and generate community benefit, regardless of gender. There is no evidence to suggest that gender is differentially treated.	No impact anticipated	N/a
Gender reassignment	National figures (ONS 2013) indicate that up to 10,000	None - The recommendations aim to deliver local renewable	No impact anticipated	N/a

	people have undergone gender reassignment and locally there are 23 people.	energy and generate community benefit, irrespective of gender reassignment. There is no evidence to suggest that gender reassignment is differentially treated.		
Race	92.9% of Plymouth's population identify themselves as White British. 7.1% identify themselves as Black and Minority Ethnic (BME) with White Other (2.7%), Chinese (0.5%) and Other Asian (0.5%) are the most common ethnic groups.	None - The recommendations aim to deliver local renewable energy and generate community benefit, irrespective of race. There is no evidence to suggest that race is differentially treated.	No impact anticipated	N/a
Sexual orientation - including civil partnership	There is no precise local data on numbers of Lesbian, Gay and Bi-sexual (LGB) people in Plymouth. It is nationally estimated at between 5 to 7 % of the population are LGB. Based on this locally approximately 12,500 people aged over 16 are LGB. There were 34 Civil Partnership Formations in Plymouth in 2013.	None - The recommendations aim to deliver local renewable energy and generate community benefit, irrespective of sexual orientation. There is no evidence to suggest that race is differentially treated.	No impact anticipated	N/a

STAGE 3: ARE THERE ANY IMPLICATIONS FOR THE FOLLOWING? IF SO, PLEASE RECORD ACTIONS TO BE TAKEN

Local priorities	Implications	Timescale and who is responsible
Reduce the inequality gap, particularly in health between communities.	Surplus profits from the project will be used to deliver programmes to address fuel poverty and address climate change in Plymouth. We will consider targeting areas where there are greater health inequalities either in relation to geographical areas or groups of identity.	Plymouth Energy Community will be responsible for delivering these programmes over 20 years.
Good relations between different	As the project will deliver community owned renewable energy	PEC Renewables Ltd (a community

communities (community cohesion)	solutions and will also allow an opportunity for local community investment, this should improve community cohesion.	benefit society) will be responsible for delivering a community share offer and delivering the installations and subsequent management over 20 years. All investors become Members of the organisation and have one vote irrespective of the level of investment. Priority is given to local investors. All surplus profits will be used for community benefit over 20 years.
Human rights Please refer to guidance	No adverse impact on human rights has been identified.	
Principles of fairness Please refer to guidance	<p>Strengthening Local Communities</p> <p>(1) That all public sector agencies in Plymouth review the way they currently engage with communities and agree an approach which ensures benefits are share across communities.</p> <p>(2) 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.</p>	<p>The community will be invited to co-own the solar array project in Ernesettle through a community share offer, providing local investors with a return of c.6%</p> <p>Profits will be used to support Plymouth Energy Community's (PEC) work on fuel poverty and climate change initiatives across Plymouth, and to deliver community projects in Ernesettle.</p>

STAGE 4: PUBLICATION

Responsible Officer

Date

Director, Assistant Director or Head of Service