



Democratic and Member Support

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PLACE AND CORPORATE OVERVIEW AND SCRUTINY COMMITTEE

Wednesday 5 October 2016
5.00 pm
Council House, Plymouth

Members:

Councillor Bowie, Chair
Councillor Ball, Vice Chair
Councillors Carson, Churchill, Sam Davey, Fletcher, Fry, Mavin, Morris, Penberthy and Storer.

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

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Tracey Lee
Chief Executive

Place and Corporate Overview and Scrutiny Committee

Agenda

1. Apologies

To receive apologies for non-attendance submitted by Members.

2. Declarations of Interest

Members will be asked to make any declarations of interest in respect of items on this agenda.

3. Minutes (Pages 1 - 24)

To confirm the minutes of the following meetings –

- Place and Corporate Overview and Scrutiny Committee 27 July 2016
- Co-operative Scrutiny Board 17 February 2016
9 March 2016
- Working Plymouth Panel 16 March 2016

4. Chair's Urgent Business

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

5. Capital and Revenue Monitoring Report 2016/17 (Pages 25 - 40)

The committee will receive the capital and revenue monitoring report – quarter one.

6. History Centre (Pages 41 - 50)

The committee will receive a report on the History Centre.

7. Quality Hotel Site Project Update (Pages 51 - 58)

The committee will receive a project update report on the Quality Hotel site.

8. Plan for Modernising Waste and Street Services (Pages 59 - 82)

The committee will receive the plan for modernising waste and street services.

9. Urgent Decisions (Pages 83 - 84)

The committee will be notified of one urgent key executive decision relating to the award of two contracts.

10. Tracking Decisions (Pages 85 - 90)

The Place and Corporate Overview and Scrutiny Committee will monitor the progress of its decisions.

11. Work Programme 2016/17 (Pages 91 - 94)

The Committee will be asked to consider and approve the work programme 2016/17 and give consideration to the prioritising tool.

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Place and Corporate Overview and Scrutiny Committee

Wednesday 27 July 2016

PRESENT:

Councillor Bowie, in the Chair.

Councillor Ball, Vice Chair.

Councillors Carson, Churchill, Sam Davey, Fletcher, Fry, Mavin, Morris, Penberthy and Storer.

Also in attendance: Lesa Annear (Strategic Director for Transformation and Change), Paul Barnard (Assistant Director for Strategic Planning and Infrastructure), Councillor Darcy (Cabinet Member for Finance and ICT), Andrew Hardingham (Assistant Director for Finance), Ross Jago (Lead Officer), Councillor Nicholson (Deputy Leader and Cabinet Member for Strategic Transport, Housing and Planning), Anthony Payne (Strategic Director for Place), Giles Perritt (Assistant Chief Executive), Hannah Sloggett (Neighbourhood Planning Manager) and Helen Wright (Democratic Support Officer).

The meeting started at 5.00 pm and finished at 7.05 pm.

Note: At a future meeting, the Panel 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.

Please Note This Meeting was Webcast and can be Viewed at –

<http://council.webcast.vualto.com/plymouth-city-council/home/?EventId=16311>

1. **TO NOTE THE APPOINTMENT OF THE CHAIR AND VICE CHAIR**

The committee noted the appointment of Councillor Bowie as Chair and Councillor Ball as Vice Chair for the forthcoming municipal year 2016/17.

2. **DECLARATIONS OF INTEREST**

There were no declarations of interest made by Councillors in accordance with the code of conduct.

3. **CHAIR'S URGENT BUSINESS**

There were no items of Chair's urgent business.

4. **PLYMOUTH CITY COUNCIL'S DRAFT CORPORATE PLAN 2016-19**

Councillor Nicholson (Deputy Leader and Cabinet Member for Strategic Transport, Housing and Planning), Councillor Darcy (Cabinet Member for Finance and ICT), Lesa Annear (Strategic Director for Transformation and Change), Anthony Payne (Strategic Director for Place), Giles Perritt (Assistant Chief Executive)

and David Draffan (Assistant Director for Economic Development) presented Plymouth City Council's Draft Corporate Plan 2016/19 (as attached).



1 Corporate Plan.pdf FINAL.pdf

In response to key areas of questioning by Councillors, it was reported that -

- (a) there was only one vision for the city and the 'our vision – one team serving our city' complimented the four themes;
- (b) score cards would be available to scrutinise; these would provide more high level information;
- (c) a cross party working group had been established (primarily around street services) to take forward and promote the volunteering agenda; at this stage, it was premature to suggest that the volunteering agenda was excluding anyone from potentially participating;
- (d) the aim of digital accessibility was not to alienate people but to engage with them, in order to provide a more dynamic service, as well as achieving savings;
- (e) the committee's request for fly-tipping to be added to the priority activity would be taken on board;
- (f) all the stalled development sites had been analysed and discussions held with developers to help 'un-lock' these sites;
- (g) the council's existing commercial estate achieved an occupancy rate of 97%-98% across the portfolio and a net yield of 5.7%; it was also important to have the ability to purchase new assets in order to generate income streams;
- (h) there were risks associated with 'Brexit' and at this stage, it was difficult to forecast all the implications; working groups had been set up for Members and officers to identify both risks and opportunities.

The committee agreed that –

- (1) it should be explicit within the Corporate Plan that the move to increased digital accessibility is based on an approach of digital by preference;
- (2) a focus on fly-tipping should be added to the priority activity on littering;

- (3) the Corporate Plan Performance Framework is made available as a standing item to the committee;
- (4) net yield and occupancy rates from the council's commercial estate and information on stalled sites will be monitored by the committee through the most appropriate mechanism;
- (5) a report on the UK's withdrawal from the European Union and the impact on and response by the council to be provided to the committee at a future meeting.

(Please note: this issue was webcast)

5. **MEDIUM TERM FINANCIAL STRATEGY 2016-20**

Councillor Darcy (Cabinet Member for Finance and IT), Lesa Annear (Strategic Director for Transformation and Change) and Andrew Hardingham (Assistant Director for Finance) presented the Medium Term Financial Strategy (as attached).



2 MTFS.pdf

In response to key areas of questioning by Councillors, it was reported that -

- (a) the level of council borrowing had been maintained at under £300m for 2015/16 (this borrowing related to the capital programme); the approved authorised borrowing limits which the council was required to publish (£338 for 2016//17) took into account the council's overall day to day financial operations;
- (b) the transformation stretch savings were options which had been put forward for an 'open debate' with both Members and residents; it was anticipated that the public consultation exercise together with the recommendations from the Select Committee Reviews would help to shape future proposals;
- (c) some of the proposals contained within the transformation stretch savings required further work, so at this stage of the process, no figures had been included;
- (d) the 2016/17 budget was challenging, particularly when put into context that significant savings (£20m) had already been delivered prior to this budget; with any such savings there would always be risks and challenges in delivering those savings; (assurance was given that the budget was reviewed and challenged on a monthly basis);
- (d) Councillor Darcy (Cabinet Member for Finance and IT) stated that he was keen to have proper consultation relating to the budget, as this would assist in delivering a balanced budget.

The committee agreed that –

- (1) a Select Committee Review will be held in early September 2016 on the Plan for Waste;
- (2) a joint Select Committee Review will be held, at the most appropriate time, to enable pre-decision scrutiny of the budget, efficiency proposals, the next iteration of the Medium Term Financial Strategy, consultation feedback on the proposals and the findings from the Select Committee Review on waste, prior to decisions being taken by the Cabinet and Council.

(Please note: this issue was webcast)

6. **PLYMOUTH PLAN/LOCAL JOINT PLAN**

Councillor Nicholson (Deputy Leader and Cabinet Member for Strategic Transport, Housing and Planning), Anthony Payne (Strategic Director for Place), Paul Barnard (Assistant Director for Strategic Planning and Infrastructure) and Hannah Sloggett (Neighbourhood Planning Manager) presented the Plymouth Plan/Local Joint Plan (as attached).



3 Joint Local Development Plan.pdf

Responses to the key areas of questioning by Councillors, it was reported that -

- (a) part one of the Plymouth Plan committed the authority to continue to meet the full needs of the gypsy and traveller community, with the provision of both permanent and transient sites; further work on the overall provision (including what sites were needed) was required; the outcome of this work would be fed back into part one of the Plan;
- (b) there were gypsy and traveller sites contained within the Plan that required further discussion and Paradise Road was one such site; the Council, as a landowner, was looking to release land for housing development however, if sites were taken out of the Plan alternative sites would need to be found (Councillor Nicholson would be meeting with residents to listen to their concerns regarding Paradise Road).

The committee agreed that the Lead Officer, in consultation with the Chair and Vice Chair will prepare a consultation response on behalf of the committee.

(Please note: this issue was webcast)

7. **URGENT KEY EXECUTIVE DECISION**

The Chair advised the committee that she had signed one urgent decision relating to the acquisition of an industrial estate. The urgent decision was taken due to the commercial sensitivity and the need to protect the Council's business and financial interests. Once the contracts had been exchanged the detailed information would be available for public inspection.

The acquisition would deliver a surplus income to contribute to council services, protect valuable employment space and provide a long term capital asset for future financial benefit to Plymouth.

The committee noted the urgent key executive decision.

(Please note: this issue was webcast)

8. **WORK PROGRAMME**

The committee agreed that the following items would be added to the work programme, with dates being scheduled, in consultation with the Chair and Vice Chair, following discussions with the relevant officers –

- Quality Inn Hotel;
- History Centre;
- Council Tax Support Scheme;
- Child Poverty Action Plan;
- Emergency Welfare Fund;
- SMART working.

(Please refer to minute 5 above regarding the Select Committee Reviews)

(Please note: this issue was webcast)

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Co-operative Scrutiny Board

Wednesday 17 February 2016

PRESENT:

Councillor James, in the Chair.

Councillor Mrs Aspinall, Vice Chair.

Councillors Mrs Beer, Mrs Bowyer, Jordan, Murphy, Parker-Delaz-Ajete (substitute for Councillor Sam Davey), Ricketts, Storer and Kate Taylor.

Apologies for absence: Councillors Bowie and Sam Davey.

Also in attendance: Lesa Annear (Strategic Director for Transformation and Change), Peter Honeywell (Transformation Architecture Manager), Ross Jago (Lead Officer), Alison Mills (Head of HR Specialist Services), (Councillor Smith (Deputy Leader), Councillor Jon Taylor (Cabinet Member for Transformation and Customer Services), Hannah West (Lead Accountant), Helen Wright (Democratic Support Officer).

The meeting started at 4.00 pm and finished at 6.10 pm.

Note: At a future meeting, the committee 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.

84. **DECLARATION OF INTEREST**

There were no declarations of interest made by councillors in accordance with the code of conduct.

85. **MINUTES**

The Board agreed that the minutes of the meetings held on 18 November and 23 December 2015 are confirmed as a correct record.

The Board further agreed that the minutes of the meetings held on 6, 11 and January 2015 are confirmed as a correct record subject to the correct spelling of 'Bobtails'.

86. **CHAIR'S URGENT BUSINESS**

There were no items of Chair's urgent business.

87. **WORK PROGRAMMES**

The Board considered and agreed the following work programmes –

- (1) Ambitious Plymouth Panel;

- (2) Caring Plymouth Panel subject to the inclusion on the work programme of a place of safety for adults;
- (3) Your Plymouth Panel (subject to the Safer Plymouth Partnership Update: Crime Figures slipping to the new municipal year);
- (4) Working Plymouth Panel
- (5) Co-operative Scrutiny Board.

88. **DECISIONS TAKEN UNDER DELEGATED AUTHORITY**

The Board was advised that the Lead Officer in consultation with the Chair and Vice Chair had approved under delegated authority the Co-operative Review for the EU Referendum.

89. **TRACKING DECISIONS**

The Board considered the schedule of decisions and noted the latest position.

The Board sought clarification as to whether a 'score card' for the transformation programme had been provided. The Lead Officer advised that this matter could be raised at the March meeting when the Board would be considering the costs and benefits of the Transformation Programme. (The item would be unmarked as complete).

90. **FORWARD PLAN OF KEY DECISIONS AND PRIVATE BUSINESS**

The Board considered the Forward Plan, Key Decisions, Private Business at Cabinet meetings and Policy Framework items from 8 March 2016 to 30 April 2016.

The Board noted the decisions to be taken.

91. **REVENUE MONITORING REPORT 2015/16 - QUARTER THREE**

The Head of Corporate Strategy (David Northey) and the Lead Accountant (Hannah West) presented the revenue monitoring report 2015/16 quarter three which outlined the monitoring position of the Council as at the end of December 2015.

The estimated revenue overspend was £1.348m. The overall forecast net spend equated to £194.357m against a budget of £193.009m which was a variance of 0.7%. This needed to be read within the context of needing to delivery £21m of savings in 2015/16 on the back of balancing the 2014/15 revenue budget where £16m of net revenue reductions were successfully delivered.

The main areas of questioning from Members related to the following –

- (a) the overall clarify of report;
- (b) the favourable impact of the Financial Times Stock Exchange (FTSE)

on the Council's Treasury Management activities;

- (c) the overall in year shortfall against the POD programme of £1.067m;
- (d) the funding shortfall of £1m in Delt;
- (e) the impact of the current £0.82m pressure identified within Learning and Communities on the overall savings required;
- (f) the budget relating to the independent foster care placements currently 91 (budget for 68) and the budget relating to in-house foster care placements reduced by one to 194 placements against a target of 209;
- (g) the increased cost of the retendering exercise for the Home to School transport of £0.327m;
- (h) Whether the overall savings for 2015/16 in order to set a balanced budget would be achieved.

The Board agreed that –

- (1) work will be undertaken with the Lead Accountant on the clarity of future reports;
- (2) the impact on the budget of the targets set for the independent and in-house foster care placements is included on the Ambitious Plymouth Panel's work programme.

The Chair thanked the officers for attending.

92. **SICKNESS ABSENCE REPORT AS AT DECEMBER 2015**

Councillor Smith (Deputy Leader), Lesa Annear (Strategic Director for Transformation and Change) and Alison Mills (Head of Specialist Services) presented the sickness absence report as at December 2015.

The report reviewed the rolling year to date sickness absence, reasons for absence and a summary of approaches to managing sickness absence levels across the authority. Data has also been broken down to review sickness absence by directorate. The average full time equivalent (FTE) days lost was 7.19 (the lowest in the 12 month rolling year to day period).

The main areas of questioning from Members related to the following –

- (a) whether all sickness was being captured correctly;
- (b) whether trends could be identified;

- (c) whether risk assessments were being undertaken to prevent injuries such as musculoskeletal;
- (d) the monetary value of the 4% agency spend.

The Chair thanked Councillor Smith and officers for attending for this item.

93. **CORPORATE PLAN UPDATE**

Each Chair provided an update on the Corporate Plan and the key performance indicators which their panels had scrutinised.

94. **ICT STRATEGY**

Councillor Jon Taylor (Cabinet Member for Transformation and Customer Services), Lesa Annear (Director for Transformation and Change) and Peter Honeywell (Transformation Architecture Manager) presented the ICT Strategy.

The ICT Strategy provided a guide for how Plymouth City Council used its ICT. In the short terms, the most vital requirement for this was enabling the transformational change towards becoming a Brilliant co-operative Council. Brilliant services and savings would result from –

- standardising the way the Council operates (bringing together the same things it does that were currently in separate silos);
- simplify ways of working to ensure the council only did things that added value;
- share ways of working with partners.

The main areas of questioning from Members related to the following –

- (a) the Council's ability to 'keep up' with the rapid changes in technology;
- (b) what measures were being put in place to address the £1m shortfall in Delt's budget;
- (c) the provision of IT equipment for Councillors;
- (d) whether NEW Devon CCG was contributing towards the implementation costs of the integrated health and wellbeing digital platform;
- (e) the measures being put in place, to ensure that customers who did not engage with the Council through using ICT were being protected;
- (f) whether it was the intention of the Council to be paperless in the

near future.

The Chair thanked the Councillor Jon Taylor and officers for attending the meeting.

95. **CALL-INS**

There were no call-ins to consider.

96. **URGENT EXECUTIVE DECISIONS**

The Chair advised that he had signed one urgent key decision regarding the City Strategic Site Acquisition and one urgent decision relating to Homes and Community Agency (HCA) grant for site preparation works at the former Whitleigh Community Centre to deliver starter homes.

The Board noted the decisions.

97. **RECOMMENDATIONS**

The Board was asked to consider the recommendations submitted by the Ambitious Plymouth Panel, Caring Plymouth Panel and Working Plymouth Panel –

The Board agreed the –

- (1) recommendations put forward by the Ambitious Plymouth Panel;
- (2) recommendations put forward by the Caring Plymouth Panel subject to NMW (National Minimum Wage) and NLW (National Living Wage) are written in full;
- (3) recommendations put forward by the Working Plymouth Panel.

98. **CO-OPERATIVE REVIEW(S)**

There were no co-operative review(s) to consider.

Please note: this meeting was webcast <http://council.webcast.vualto.com/plymouth-city-council/home?EventId=14066>

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Co-operative Scrutiny Board

Wednesday 9 March 2016

PRESENT:

Councillor James, in the Chair.

Councillor Mrs Aspinall, Vice Chair.

Councillors Mrs Beer, Bowie, Mrs Bowyer, Sam Davey, Jordan, Murphy, Ricketts, Storer and Kate Taylor.

Also in attendance: Les Allen (Head of Transformation Programme), Rob Hume (Senor Projects Manager), Ross Jago (Lead Officer), Councillor Jon Taylor (Cabinet Member for Transformation and Customer Services) and Helen Wright (Democratic Support Officer).

The meeting started at 4.00 pm and finished at 5.30 pm.

Note: At a future meeting, the committee 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.

101. **Declarations of Interest**

There were no declarations of interest made by Councillors in accordance with the code of conduct.

102. **Minutes**

The Board agreed that the minutes of the meeting held on 19 February 2016 are confirmed as a correct record.

103. **Chair's Urgent Business**

There were no items of Chair's urgent business.

104. **Work Programmes**

The Chair advised that the Board's work programme for 2015/16 had been successfully completed.

105. **Decisions Taken Under Delegated Authority**

Since the last meeting of the Board, no decisions had been taken under delegated authority.

106. **Tracking Decisions**

With regard to minute 100 (the Board meeting held on 19 February 2016), the Board agreed to amend the letter to the Right Honourable Gregg Clark MP to include -

- (1) the following sentence 'the timely preparation and planning of the Council's up to date financial position is essential in order for scrutiny to carry out its role efficiently and effectively';
- (2) copies of the letter to be sent to Mr J Mercer MP, Councillor Bowyer and Councillor Riley.

Councillor Murphy enquired whether a response had been received from Mr J Mercer MP, regarding the letter that had been sent to him by the Chair of the Board on 22 February 2016. The Lead Officer advised that, as yet, no response had been received.

107. **Forward Plan of Key Decisions and Private Business**

On this occasion, no new items had been added to the forward plan of key decisions and private business.

108. **Transformation Programme - Costs, Benefits and Achievements**

Councillor Taylor (Cabinet Member for Transformation and Customer Services) and Les Allen (Head of Transformation Programme) provided the costs, benefits and achievements of the Transformation Programme which highlighted the following key points -

- (a) costs and financial benefits included -
 - challenges;
 - financial position (funding gap December 2013/November 2015);
 - original budget position;
 - 2014/15 net benefits achieved;
 - 2015/16 net benefits;
 - 2016/17 net benefits latest forecast;
 - cumulative effect;
- (b) achievements included -
 - Integrated Health Well Being;
 - Customer Services Transformation;
 - picture of success;
 - Growth, Assets and Municipal Enterprise;
 - People, Organisation and Development;
 - portfolio management;
 - peer review feedback.

The main areas of questioning from Members related to the following –

- (c) whether the commercialisation programme and Delt would achieve their original outcomes;
- (d) how the remaining funding gap would be addressed (the total gap had been £65m), given that the original estimate of £35m was being achieved through the transformation programme (over a three year period);
- (e) whether action was being taken to address the long queues in the First Stop shop;
- (f) the process by which members of staff were able to put forward cost saving ideas and their involvement in this process;
- (g) how the improved performance management in Customer Services had been achieved with fewer members of staff;
- (h) the future use of Douglas House.

109. **Transformation Programme - Progress on the POD Merge**

Councillor Taylor (Cabinet Member for Transformation and Customer Services) and Rob Hume (Senior Project Manager) gave a presentation on the progress of the merge of the People and Organisation Development Programme which included the following key points –

- the People and Organisation Development Programme then and now;
- programme cost reduction;
- benefits target;
- example of timeline.

The main area of questioning from Members relating to whether the reduction in the number of staff related to people directly employed by the Council or consultants.

110. **Strengthening the Overview and Scrutiny Function - Co-operative Review Report**

Ross Jago (Lead Officer) presented the review of scrutiny report which proposed a number of recommendations to strengthen the scrutiny function along with options for structural changes to the Scrutiny Board and its panels to improve effectiveness. The following key points were highlighted –

- (a) the proposals modernised the Overview and Scrutiny function and brought them in line with the Council's values;
- (b) the amendments to the terms of reference would be considered through the recommended implementation plan;

- (c) the recommendations would be submitted to Full Council for consideration.

The Board agreed –

- (1) in principle, recommendations R2 to R17 as outlined in the report;
- (2) to delegate to the lead officer, in consultation with the Chair and Vice Chair, the preparation of an implementation plan to define the tasks, actions and resources required to implement each recommendation;
- (3) to delegate to the lead officer, in consultation with the Chair and Vice Chair the development of a scrutiny training programme;
- (4) to delegate to the lead officer, in consultation with the Chair and Vice Chair the preparation of a report to Council to include the implementation plan and recommended structural option.

(Councillor Kate Taylor abstained from the vote).

111. **EU Referendum Review - Wash Up Session**

At Full Council on 23 November 2015 a motion was debated and agreed which required the Co-operative Scrutiny Board to undertake a review into the EU Referendum. Following this directive the Co-operative Scrutiny Board held a session which scrutinised the advantages and disadvantages of European Union membership on the City of Plymouth.

The Lead Officer, Ross Jago, presented the EU Referendum Review report for the Board's consideration.

The Board agreed to recommend the following to Full Council that -

- (1) the Assistant Director for Learning and Communities encourages schools in Plymouth to hold debates on the EU Referendum;
- (2) the content of the report is forwarded to Full Council on 21 March 2016 as directed by the motion on notice agreed at the meeting on 23 November 2015.

Please note: that the EU Referendum Meeting held on 2 March 2016 can be viewed at - <http://council.webcast.vualto.com/plymouth-city-council/home?EventId=14231>

112. **Call-Ins**

There were no call-ins to consider.

113. **Urgent Executive Decisions**

There were no urgent executive decisions to consider.

114. **Recommendations**

There were no recommendations to consider.

115. **Co-operative Review(s)**

There were no co-operative reviews to consider.

Please note this meeting can be viewed at <http://council.webcast.vualto.com/plymouth-city-council/home/?EventId=14231>

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Working Plymouth

Wednesday 16 March 2016

PRESENT:

Councillor Ricketts, in the Chair.

Councillor Murphy, Vice Chair.

Councillors Ball, Deacon, Fletcher, Hendy, Jarvis, Morris, Mrs Nicholson (substitute for Councillor Martin Leaves), Storer and Wheeler.

Apologies for absence: Councillors Martin Leaves

Also in attendance: Councillor Smith (Deputy Leader), Amanda Lumley (Chief Executive, Destination Plymouth), Tom Cox (Project Manager, Transformation), Kim Hayden (Project Officer, Transformation), Nicola Moyle (Head of Heritage and Arts), Gill Peele (Lead Officer) and Helen Rickman (Democratic Support Officer).

The meeting started at 4.00 pm and finished at 5.35 pm.

Note: At a future meeting, the committee 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.

83. **Declarations of Interest**

There were no declarations of interest in accordance with the code of conduct.

84. **Minutes**

Agreed that the minutes of 24 November 2015 and 9 December 2015 are an accurate record of both meetings.

85. **Chair's Urgent Business**

There were no items of Chair's Urgent Business.

86. **Building Control and Planning - How the Services Work Together**

Members were advised that an officer would not be in attendance for this item due to unavailability however the service had changed and was now under the control of Peter Ford (Head of Development Management).

Members commented that the report contained several typographical errors and several abbreviations which were not explained; it was considered that abbreviations should not be used in a formal document and that the feedback on the report should be provided to the appropriate department.

87. **Mayflower 400**

Councillor Smith (Deputy Leader), Amanda Lumley (Chief Executive, Destination Plymouth), Tom Cox (Project Manager, Transformation), Kim Hayden (Project Officer, Transformation) and Nicola Moyle (Head of Heritage and Arts) provided Members with an update on the Mayflower 400 preparations.

Members were advised that –

- (a) the Mayflower 400 anniversary would be a defining moment for Plymouth and preparations and events associated with the celebration would help to transform the city;
- (b) the event would provide a platform for a national celebration of the enduring special relationship between the UK, Holland and US which began with the sailing of the Mayflower in 1620;
- (c) in headline terms, it is anticipated that Mayflower 400 will be in the top tier of international economic and cultural events in 2020 and will achieve the following major impacts:
 - 5,407 Full Time Equivalent (FTE) jobs and £256m Gross Value Added (GVA) for the Plymouth area;
 - 8,110 FTE jobs and £384m GVA for the Travel to Work Area;
 - 10,000 FTE jobs and £0.5bn for the UK;
 - Media value will be in the order of £20-30m;
- (d) ambitions for the celebration included:
 - a Presidential visit to the UK in 2020 – opening ceremony for new international ‘Mayflower Monument’;
 - Royal Family visit to Plymouth, USA for Thanksgiving in November 2019;
 - the Great Mayflower Re-union Party – following the National Mayflower Trail;
 - a joint Armed Forces Celebration;
 - a National public Mayflower art trail;
 - a transatlantic cultural festival.

The main areas of questioning from Members related to the following –

- (e) an event held in relation to the Mayflower 400 celebration whereby businesses were asked to pledge how they could support the event;
- (f) the Mayflower experience and the possibility of renovating the Elizabethan House and the Merchants House;
- (g) the £40m Drake Leisure Development and the impact of this upon the Mayflower 400 event;
- (h) the language used in the report and the difference between jobs that would be achieved and those forecasted;
- (i) the issue of accommodation in Plymouth and if the city had the correct type and standard in order to support the Mayflower 400 event and the numbers of visitors expected;
- (j) the link between the Mayflower 400 event and the History Centre;
- (k) how the event would be promoted in schools/ the curriculum;
- (l) the governance structure of the board;
- (m) ways in which the descendants of the Mayflower could be remembered and encouraged to visit Plymouth, i.e., having a guest book for them to sign or giving out pieces of fabric with names on to be transformed into a flag;
- (n) access to Plymouth and problems associated with the railway line and lack of an airport.

The Chair thanked Officers and Councillor Peter Smith for their attendance and agreed that –

1. the Mayflower 400 should remain on the work programme for the next municipal year;
2. an update would be emailed to Members regarding what plans America had in place to celebrate Mayflower 400;
3. the figures provided with regards to job creation would be broken down into sectors and emailed to Members;
4. the governance structure of the Board is reviewed to ensure that it is fit for purpose;
5. that the Leadership is asked not to underestimate the importance of the availability of cruise ship accommodation to top up the offer;
6. a visit to the Mayflower buildings is arranged.

88. **Working Plymouth Achievements 2015/16**

Members discussed the Working Plymouth Achievements for 2015/16 and highlighted the following areas to be included in the report:

- (a) the History Centre;
- (b) Living Streets;
- (c) 1000 Club/ apprenticeships;
- (d) economic growth in the city

Under this item Members discussed the Living Streets update, provided under the Tracking Resolutions item on the agenda, and raised the following:

- (e) recommendations from the Living Streets scrutiny review in September 2015 regarding the ward packs and meetings with officers had been rolled out and packs were being reviewed;
- (f) some Members had been successful in negotiating better prices with Amey for works to be undertaken in their wards;
- (g) due to the expensive cost of advertising Traffic Regulation Orders (TROs), some Ward Members were advertising several orders together in one advertisement;
- (h) a recommendation regarding the issues surrounding the advertisement of TROs had not yet been completed by officers. Members requested a progress update to be emailed to them and for this item to be carried forward to the new year's work programme. Members requested that officers take this matter up with the LGA;
- (i) items were appearing on Councillors Living Streets lists which had either not been agreed or were not a part of their ward;
- (j) ongoing monitoring of the costs and options regarding the Living Street process needed to be undertaken.

89. **Tracking Resolutions and Update from the Co-operative Scrutiny Board**

Members noted the tracking resolutions document and were advised that recommendations submitted to the Co-operative Scrutiny Board had been approved.

Agreed that -

- (a) the appendix referred to in the update on Controlled Parking Zones (CPZ) report is emailed to Members for their information;

- (b) a response is emailed to Members, relating to the waste and recycling update on the agenda, regarding why the percentage of LACMW (Local Authority Collected Municipal Waste) arising diverted from landfill was only 97% and not 100% now that the incinerator was fully operational.

90. **Work Programme**

Members noted the work programme for 2015/16.

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PLYMOUTH CITY COUNCIL

Subject:	Capital and Revenue Monitoring Report 2016/17 – Quarter 1
Committee:	Cabinet
Date:	9 August 2016
Cabinet Member:	Councillor Darcy
CMT Member:	CMT
Author:	Andrew Hardingham – AD Finance
Contact details	Tel: 01752 312560 email: andrew.hardingham@plymouth.gov.uk
Ref:	
Key Decision:	No
Part:	I

Purpose of the report:

This report outlines the finance monitoring position of the Council as at the end of June 2016.

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

As shown in Table 1 below, the estimated revenue overspend is £3.801m. The overall forecast net spend equates to £190.503m against a budget of £186.702m, which is a variance of 2.04%. This needs to be read within the context of needing to deliver £24m of savings in 2016/17 on the back of balancing the 2015/16 revenue budget where £21m of net revenue reductions were successfully delivered.

Additional management solutions and escalated action to deliver further savings from the council's transformation programme will be brought to the table over the coming months in order to address the in year forecasted overspend.

Table 1: End of year revenue forecast

	Budget £m	Forecast Outturn £m	Variance £m
Total General Fund Budget	186.702	190.503	3.801

The latest approved capital budget covering 2015/16 to 2019/20 stood at £419m which was agreed at Council on 29th February 2016. The report details proposed increases to the capital budget of £28m, which results in a proposed budget of £447m, now for the period 2016 – 2021.

The Corporate Plan 2013/14 -2016/17:

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

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

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

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

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

Equality and Diversity

Has an Equality Impact Assessment been undertaken? There are no specific implications from this report. Any implications will be addressed within the relevant services.

Recommendations and Reasons for recommended action:

That Cabinet:-

1. Note the current revenue monitoring position and action plans in place to reduce/mitigate shortfalls;
2. Approve the non-delegated revenue budget virements (shown in Table 5);
3. Are asked to recommend to Council that the Capital Budget 2016 -2021 is increased to £447m (as shown in Table 6).;

Alternative options considered and rejected:

None – our Financial Regulations require us to produce regular monitoring of our finance resources.

Published work / information:

2015/16 Budget Reports [Delivering the Co-operative Vision within a 4 year budget](#)

Background papers:

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

Sign off:

Fin	akh1617.15	Leg	26119 /AG	Mon Off	DVS26 260	HR		Assets		IT		Strat Proc	
Originating SMT Member: Andrew Hardingham, AD for Finance													
Has the Cabinet Member(s) agreed the contents of the report? Yes													

JUNE 2016 FINANCE MONITORING

Table 2: Revenue Monitoring Position

Directorate	Gross Expenditure	Gross Income	2016/17 Latest Approved Budget	Forecast Outturn	Forecast Year End Variation	Variance as % of 16/17 Latest Approved Budget	Movement from previous month
	£m	£m	£m	£m	£m		£m
Executive Office	4.501	(0.414)	4.087	4.087	0.000	0.00	(0.158)
Corporate Items	13.237	(10.16)	3.077	3.869	0.792	25.73	0.087
Transformation and Change	149.702	(115.386)	34.316	34.333	0.017	0.05	(0.011)
People Directorate	277.691	(155.712)	121.979	123.681	1.702	1.39	1.702
Public Health	20.120	(19.822)	0.298	0.298	0.000	0.00	0.000
Place Directorate	69.190	(46.245)	22.945	24.235	1.290	5.62	0.461
TOTAL	534.441	(347.739)	186.702	190.503	3.801	2.04%	2.081

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Table 3: Plymouth Integrated Fund

Plymouth Integrated Fund	Section 75 indicative position	2016/17 Latest Budget	Forecast Outturn	Forecast Year End Overspend / (Underspend)
	£m	£m	£m	£m
New Devon CCG – Plymouth locality	331.000	360.069	360.044	(0.025)
Plymouth City Council	*131.000	135.909	137.611	1.702
TOTAL	462.000	495.978	497.655	1.677

The financial position above for the Plymouth Integrated Fund is at June 2016.

*This represents the net People Directorate budget plus the gross Public Health Commissioning budget (which is financed by a ring fenced Department of Health Grant)

Table 4: Key Issues and Corrective Actions

Issue	Variation £M	Management Corrective Action
<p>EXECUTIVE OFFICE</p> <p>Democracy and Governance support cost pressures. £0.224m relates to a stretch target for efficiencies in this area.</p>	0.000	<p>The £0.224m Democracy & Governance Legacy received in October 2015 is continuing to be actively managed. Further savings plans are being developed but are difficult to quantify at present including the upcoming service review. Despite this, there is confidence this variation will be reduced.</p>
<p>CORPORATE ITEMS – Commercialisation</p> <p>The 15/16 Game Commercialisation unachieved target has been brought forward and has now been placed within Corporate Items due to its cross cutting focus. It is a risk as it was not in the 16/17 budget.</p>	0.792	<p>The Commercial Enterprise Board (CEB) has prioritised commercial ideas identifying strategic projects with potential for income generation and smaller, low risk projects for departments to take forward. These smaller projects will only require a light touch of support and will be reviewed and discussed with Directors and Assistant Directors to secure support and buy-in for departments to deliver this year.</p> <p>The CEB is continuing to explore strategic areas that will generate the income to meet the target alongside the areas referred to above.</p>

<p>CORPORATE ITEMS – CST Programme</p> <p>The CST programme has an ambitious benefits target of £1.349m to achieve in 16/17. Efforts have been made to determine the specific areas but further clarity is required.</p>	0.000	The programme's benefits are undergoing a detailed review and it is anticipated that some of the benefits not delivered in 2016/17 will be delivered in 2017/18.
<p>TRANSFORMATION and CHANGE – Finance</p> <p>Currently forecast to come in on budget despite the significant savings target set for 2016/17.</p>	0.000	Finance Fit phase I is nearing completion, with over £0.700m banked towards the £1.500m target. Plans are in place to deliver the sustainable project benefits. Any shortfall will be met from one off in year savings.
<p>TRANSFORMATION and CHANGE – Legal</p> <p>Increase costs with new ambulance contract and staffing requirements.</p>	0.046	Opportunities are being sought to reduce these pressures.
<p>TRANSFORMATION and CHANGE – Customer Services</p> <p>There is currently a nil variance to report.</p>	0.000	£0.160m efficiency target on track for delivery.

<p>TRANSFORMATION and CHANGE – Human Resources & OD</p> <p>There is a favourable variation due to the improved position on income from buy back services for Payroll & HR advisory services.</p>	(0.029)	£0.310m efficiency target on track for delivery.
<p>TRANSFORMATION and CHANGE – Transformation and Portfolio</p> <p>There is currently a nil variance to report</p>	0.000	£0.500m efficiency target on track for delivery.
<p>TRANSFORMATION and CHANGE – ICT Commissioned Service</p> <p>There is currently a nil variance to report.</p>	0.000	Processes and Service Levels monitored through the ICT Review Group.
<p>PEOPLE – Children Young People and Families</p> <p>The Children Young People and Families Service are reporting a budget pressure of £1.179m for Month 3. The Service is facing unprecedented pressures, care applications are up, and the service is struggling to purchase cost effective placements to adequately meet demand.</p> <p>As part of the transformation project for 2016/17, CYP&F are expected to make savings of over £2.100m (in order to contribute to the £9.214m Directorate target). Circa £1.000m has been saved to date through EVRS and the Transformation of Services together with an anticipated £0.800m through review</p>	1.179	A piece of work has been undertaken to ensure a systematic review of all young people in supported living and new arrangements for plans for them are in place. This will ensure appropriate plans are in place for young people improving timeliness and reducing cost pressure.

<p>and commissioning of placements and a further £0.300m from an extensive piece of work across the peninsular to provide children's secure places.</p> <p>There are risks that continue to require close monitoring and management:</p> <ul style="list-style-type: none"> • Increased number of young people in care since budget setting autumn 2015. • Lack of availability of the right in-house foster care placements creating overuse of IFA's. • Court ordered spend continues on Parent & Child Assessment placements. • There are still a small number of individual packages of care at considerably higher cost due to the needs of the young person. • There are currently 24 Residential Placements with budget for only 20. We are currently forecasting for 27 placements in line with young people's plans with a number of these placements being high cost due to the complex nature of these children's needs. • There are currently 106 Independent Foster Care (IFA's) placements with budget for only 70. We are aiming to achieve savings from the transformation of our In House Foster Care Service. • A region wide lack of placements due to an increase in demand for placements. • The overall number of children in care at the end of June stands at 410 a reduction of 1 in the month. 		<p>The In House Foster Care Service has been reviewed and recommendations have been agreed, with an action plan forthcoming to achieve an increase in In House foster care placements and a reduction in IFA placements.</p> <p>Extensive work is underway to review all placements in order to reduce the pressure on cost and volume where appropriate.</p>
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<ul style="list-style-type: none"> • There is currently one young person placed in 'welfare' secure. • The In-House Foster Care placements have 184 including connected carers' placements and 7 Foster to Adopt placements against a target budget of 219 placements, with 2 placements in 'Other Local Authority' Foster Care. • There are currently 2 In House Parent & Child Assessment Placement, 4 court ordered Independent foster care placement and no high cost Residential placements. • There are 19 young people 16+ placed in supported living against a target budget of 20. 		
<p>PEOPLE – Strategic Co-operative Commissioning</p> <p>The Strategic Co-operative Commissioning (SCC) service is reporting a budget pressure of £0.498m at month 3. There are a number of areas that are contributing to this pressure around increased costs and client numbers of care packages, with particular areas of pressure including Supported Living and Residential Care and a large increase of numbers in Nursing Care.</p>	0.498	As part of the transformation project for 2016/17, the SCC budget will need to make savings of over £5m (in order to contribute to the £9.124m Directorate target) with the activities and actions that will drive delivery forming part of the transformation programme. To date, SCC has plans for approximately £2.8m of savings around reduced client numbers, reviews of high cost packages and contract savings and will be working up plans for the remainder in the next few months.
<p>PEOPLE – Management and Support</p> <p>Projecting a balanced budget for 2016/17.</p>	0.000	
<p>PEOPLE – Housing Services</p> <p>Projecting a balanced budget for 2016/17.</p> <p>Emergency B & B placements for April to June average 32.3 per</p>	0.000	

<p>week, this exceeds profiled budget of 28 placements per week, action ongoing to contain overall cost pressure through lower placements and prevention work.</p>		
<p>PEOPLE – Learning & Communities</p> <p>Learning and Communities is reporting a small overspend of £0.025m at the end of quarter 1. Within Home to School Transport service a pressure of £0.347m is being reported. This is linked to the retendering exercise that took place in December 2015 which resulted in an increase to the price of services contracted in.</p> <p>During 2016/17 the Learning and Communities budget will need to make savings of £1.269m (in order to contribute to the £9.214m Directorate target) with activities and actions that will drive delivery forming part of the transformation programme. Circa £0.750m has been saved to date through EVRS and the transformation of services.</p> <p>Education Services Grant is received for the provision of Local Authority services to maintained schools in the city. We are working through the possible financial impact to the Council of academy conversions.</p> <p>When schools convert to Academy status the LA loses funding to the value of £77 per annum, per pupil. There have been 3 schools converting to Academy status since 1st April 2016 with a further 20 known schools due to convert between now and 1st December 2016.</p> <p>These conversions were unforeseen when the budget was set for 2016/17 as the Government only recently changed its policy on</p>	<p>0.025</p>	<p>These pressures are being offset in part due to Star Chamber exercises that have taken place within the Service and these will continue to drive out savings during the year, to mitigate emerging pressures.</p>

<p>academisation. The adverse impact could be in the region of £0.400m; we will update the status during the next quarter's monitoring.</p>		
<p>PUBLIC HEALTH</p> <p>The cut in the Public Health ring-fenced grant for 2016/17 was £1.293m for Plymouth City Council.</p> <p>The Directorate restructure delivered £400k savings and the Directorate is on track to achieve a balanced budget.</p>	0.000	<p>This will be achieved through management of vacancies, contract activity and values, and a focus on increased commercialisation and income generation.</p>
<p>PLACE - Strategic Planning and Infrastructure</p> <p>Planning application fees are sluggish not only in relation to the higher income target that was agreed as part of the 2016/2017 budget but also in relation to the previous income targets by over £200,000.</p>	0.135	<p>We are monitoring the impact of Brexit in relation to intelligence being gathered around property and housing investment decisions which are being widely reviewed by investors. This is partly being mitigated by other income lines in transport and the withdrawal of the Boringdon planning inquiry.</p>
<p>PLACE - Economic Development</p> <p>The main pressure on the ED budget is driven by the MTV project where full cost recovery is not possible due to the contractual cap on the ticket price.</p>	0.215	<p>To help offset the delivery risks in Events and Tourist Information, the plan is to:</p> <ul style="list-style-type: none"> • Get more sponsorship – Events & promotions and MTV, and sell more MTV tickets • Sell more merchandise and increase non-book prices by 2 – 5% in TIC • New commercial opportunities especially in TIC

<p>PLACE - Street Services</p> <p>There is a projected overspend on the Waste Service of £494k. A thorough review of every budget line has been undertaken and there are significant pressures on vehicles £120k and staffing £140k. The balance arises largely as a result of a number of savings targets not being met owing to delays in implementation.</p> <p>There is also a projected unachievable target of £445k on the handing back of fleet that is no longer required for operational purposes. A major overhaul of fleet requirements across the council began in 2014 resulting in 70 vehicles from a fleet of over 300 being handed back, for auction or off hire, as services reduced requirements. This has been exhausted presently until the next phase of service modernisation commences. This requires political approval.</p>	0.940	<p>A Plan for Waste has been presented to leading members. It is a two year savings plan of extensive modernisation through changes in working practices and implementation of revised waste policies to deliver savings and generate income.</p> <p>This will address both the waste demand pressure, and the fleet size – which is tied together intrinsically. This will not mitigated pressures until 2017/18.</p>
<p>TOTAL</p>	3.801	

Overall Comments Finance AD

At this early stage of the financial year it is expected that all the reported adverse variances will be addressed by management action, either within the relevant service area or across a directorate as a whole. At the time the budget was approved there were some plans still to be finalised. Included in the Transformation Programme are targets for savings to be delivered through increased commercialisation (£790k) and through the Customer and Services review (£650k) (systems review) projects. However, directors were confident that working with Portfolio holders plans as developed would deliver the savings required in year. Since the Referendum there has been some negative impact on Council budgets (e.g. reduced planning applications, forecast reduced returns on treasury investments as The Bank of England Monetary Policy Committee (MPC) consider cutting interest rates) but it is still too early forecast with any certainty the year end effect. Officers continue to monitor the council's treasury management activities closely and are taking steps to mitigate a forecast rate reduction. Business rate income and the projections for new homes are also being closely monitored as business and markets consider the impact of Brexit.

The continued delivery of Transformation and Change savings already assumed in the 2016-17 budget will need to be watched carefully. These include Customer and Services Transformation and Commercialisation.

There are a number of adverse variances in Place. Some of these reflect a reduced level of economic activity and others reflect the implementation timeline of planned savings but it is too early to forecast the full year effect.

Within People Directorate the position on children's and adults' placements will need to be carefully monitored throughout the year. Ongoing demographic pressures that cannot be resolved will need to be considered in setting the Council's 2017-18 budget and Medium Term Financial Strategy. The progress of the delivery of benefits from Integration will also need to be watched.

Recommendation

It is recommended that Cabinet note the current monitoring position and action plans in place to reduce/mitigate shortfalls.

VIREMENTS

Table 5 below includes a number of virements between specific directorate budgets. All virements in excess of £0.1m are required to be approved by Cabinet and are shown below.

Table 5 Virements detail

	Transfer of approved Grant c/f's 15/16 back to services in the new year (16/17)	Transfer from Reserves - TCA - IHWB	Transfer of income generation from Corporate Items to Executive Office.	Transfer of inter-departmental budgets; see Note below.	Totals
Directorate	£m	£m	£m	£m	£m
Executive Office			0.107	0.346	0.486
Corporate Items	(2.307)	(0.178)	(0.107)		(2.625)
Transformation and Change	0.822	0.178		0.000	1.,000
People Directorate	0.828			(0.346)	0.482
Public Health	0.442			0.000	0.442
Place Directorate	0.215				0.215
	0.000	0.000	0.000	0.000	0.000

Note: Transfer of budgets for Children's Centre contracts from Early Years to Strategic Co-operative Commissioning, Advocacy & Independent Visitor PEO/09055Var3, Apportionment of Delivery Plan Savings, Transfer of Career South West contract budgets from Youth to Co-operative Commissioning budget, and Transfer of Training budget to HR.

Recommendation

It is recommended that Cabinet approve the non-delegated virements which have occurred since 1st April 2016.

Capital Programme 2016-2021

The latest approved capital budget was reported to Council on 29th February 2016, as £419m. This covered the 5 year period 2015 –20.

The budget has since been reviewed to include the removal of resources funding the 2015/16 outturn, and the inclusion of forecast resources for 2020/21. This has increased the overall funding for the period 2016 – 21, by £28m to £447m. This is set out in Table 6 below.

Table 6: Current Capital Resources

Description	£m
Latest Approved Budget 2015 - 20	419
Less 2015/16 Outturn	(62)
Addition of financial year 2020/21	28
Addition of ring-fenced grants 2016-20	55
Increased use of Borrowing (Including proposed ICT Transformation) 2016-20	9
Reduction in S106 and CIL Forecast 2016-20	(2)
Removal of School Maintenance Funding 2019/20 re Academy Proposals	(2)
Other Changes	2
Total Revised Capital Budget for Approval (2016 – 21)	447

Within the approved budget (representing forecast resources), the Capital Programme represents projects approved for delivery. Table 7 below shows the revised annual programme for the 2016 – 21 period, as at the end of June 2016.

Table 7: Revised Capital Programme

Directorate	2016/17	2017/18	2018/19	2019/20	2020/21	Total
	£m	£m	£m	£m	£m	£m
Transform & change	5.584	0.080				5.664
People	14.564	3.813	0.464			18.841
Place	70.563	34.368	14.192	10.602	2.738	132.463
Public Health						0.000
Total	90.711	38.261	14.656	10.602	2.738	156.968

Recommendation

Cabinet are asked to recommend to Council that the Capital Budget 2016 -2021 is increased to £447m (as shown in Table 6).

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HISTORY CENTRE

Scrutiny Report for 5 October 2016



INTRODUCTION

This report sets out the development of the History Centre Project and confirms the successful announcement of the Heritage Lottery Fund (HLF) grant of £15.77m. It also updates Scrutiny since the last report on the 30th September 2015.

In a recent Herald editorial on the 3rd September 2016 the History Centre was described under the heading “Future’s bright with our new History Centre”. The article said “we admit that it is the intriguing construction of the History Centre that catches the eye”. The reasons this project is affectionately described as “our” are because it has, at its heart, a passionate desire to speak out for the cultural heritage of a proud city in a historically significant region.

The city’s historic significance never fails to surprise people. When they take the time to consider how influential the city and its people have been in the world’s exploration and colonisation they are genuinely amazed by the amount of world history that comes out of Plymouth. Even Janners who count themselves as born and bred in the city are often awestruck by the facts of the city’s history, and the discoveries that so many can make about their ancestral connection to major events in world history.

It is perhaps not surprising therefore that a project that captures hearts and minds so passionately has gained so much support from so many organisations. So far every organisation that has been asked to support the project financially has done so without reservation. Indeed many of the funders have supported the project to unprecedented levels for city and region, meaning that we will never have a better opportunity to reset the cultural experiences of our city and build off the economic capital this project will generate.

OUTCOMES AND BENEFITS

The development of the History Centre is a city and regional priority. It is a major feature of the Local Economic Strategy, the Vital Spark Cultural Strategy, the Plymouth Plan and the flagship of the developing proposals for the celebrations of Mayflower 2020. It is therefore a critical component to Britain’s Ocean City.

The History Centre will bring together a unique combination of cultural partners and heritage collections including the City Museum and Art Gallery, the Plymouth and West Devon Record Office, the Local History Collections of Central Library, the South West Film & Television Archive, the South West Image Bank, Plymouth University (including Peninsula Arts), the Naval Heritage Centre, the British Broadcasting Company and Plymouth College of Art. The objectives of the History Centre project are to translate this into a major cultural statement and complete a step change for the Plymouth cultural sector.

The History Centre will provide a new visitor attraction that supports the targeted increase in tourism in the city and the region. It is estimated that it will support just over 500 additional jobs in the tourism industries and will increase the number of visitor to the Museum from 100k to between 200-250k per annum.

DEVELOPMENT STAGE

The History Centre programme was initiated in September 2013 with proposals to submit a major application to the Heritage Lottery Fund (HLF). The proposal, described by HLF as “inspiring and compelling”, resulted in a £12.8m “in principle” funding approval. Officers have developed the detail of the proposals over an 18 month period. Initially building a professional

team with the correct experience and expertise to offer advice, but then developing the building and exhibition design proposals, evaluating the conservation requirements of the collections, engaging with audiences and the community and developing an activity plan for when the museum is closed for the construction works to take place.

The development stage lasted to Spring 2016 when a stage 2 applications were submitted to HLF and the Arts Council England (ACE) and the Planning Application was submitted. These events marked the end of the development stage.

LOCATION

The project is situated at the site of the City Museum and Art Gallery including the old Central Library building and the library annexe which was housed in the former St. Luke's Church. The surrounding public realm from the top of the museum to Drakes Circus will be transformed into a state-of-the-art cultural centre to open as part of the Mayflower 400 celebrations.

Following the refurbishment of Taylor Maxwell House in the city centre and the moving of the lending sections of the Central Library this has vacated the old Central Library and the library annexe, known as St Luke's. This allows the demolition of a section of the 1956 Central Library building and the garages adjacent to St Luke's Church, which creates a site for the erecting of a new extension to the Museum which connects the old Central Library building and museum buildings.



A careful decanting strategy has been devised that allows all the buildings to be vacated in time to have a substantial building programme across the whole of Tavistock Place. In total the

solution will have brought together 9 buildings scattered around the city into just one building complex at Tavistock Place.

PHYSICAL OUTCOMES

The new extension will consist of a café and shop and a orientation exhibition known as the “Catalyst Space” on the ground floor with a study area including the local history library



known as an “Active Archive” on the first floor. Above this, on a second floor, will be a “floating” archive that will be the repository of the collections housed in environmentally controlled storage space. The works will also include the refurbishment of all of the museum galleries, expanding these where functions such as the education room, café and shop are moved out into the new sections. The parts of the old Central Library that will be kept will be converted to staff work rooms and offices as well as room for the University and History Centre to teach a new MA course in archives and record management.



A further physical outcome will be the conversion of St Luke’s Church formally used as a library annexe, into an exhibition hall that will offer the largest art exhibition space in the South West. The building will be refurbished externally and converted internally to gallery standards.

To ensure that the buildings function together a new public realm will be created in Tavistock Place extending down to the Drake Circus crossing.

COSTS

When all the elements of the programme are considered, including the move of the Central Library, the total capital and one off revenue cost is estimated to be £34.11m, subject to the final market testing through the procurement. This estimate has been derived from a comprehensive elemental cost analysis of the proposals. In the cost plan for the building works over 50% of the work packages have been market-tested and in the case of the Library the actual costs are known as this works have been completed.

The above cost is broken down into £29.96m capital and £4.15m one off revenue costs; the revenue is largely funded through the HLF as this grant is not specific in its revenue/ capital split. Excluded from these costs, however, is “in kind” support which is reported to HLF and the Arts Council. If these are valued they would account for a further £2.88m.

The last capital business case was presented in March 2016, and there will be a further iteration in November this year before the final procurement costs are known, when the

building contract is ready to be let by the end of this year. There remains the risk that the market place's response to the capital building works is higher than predicted and this is a function of the condition of the construction market, as much as it is the scope of the works. A great deal of work has been undertaken by the technical teams to develop the designs to a detail sufficient to tender the works accurately; this includes investigation works to uncover unforeseen issues in the existing buildings and street. In doing this the scope of the works is clarified and the contingency is reduced. However it remains a question as to the heat in the market place in the local sub contract market as to the competitiveness of the prices we receive back..

Construction experts have initially predicted that construction prices will fall by as much as 6% by the end of 2018 due to recessionary effects, with the main impact from the vote to leave the European Union to hit next year.

Construction entered recession in the first half of this year and reduced confidence is expected to cause a further contraction, and this will result in growing competition amongst contractors for work.

In opposition to the above, however, there is a reported rise in material costs of between 6-8% over the past year, in part due to the devaluation of sterling following the Brexit vote. This could see contractors caught between a rock and a hard place, with input costs rising as demand falls away.

This predicted cost increase poses the greatest risk to the commercial and residential sectors, where dollar or euro denominated expenditure makes up 20-30% of costs. These increased costs are expected to continue to eat away at contractor margins even as prices fall.

Construction experts also expect labour costs to continue to keep costs high, due to the acute skills shortage. Labour input costs are thought to rise 6% per year in the short term.

In the local supply chain there is little evidence of the expert advice set out above. The HLF advisor on construction agrees that the recessionary affects discussed nationally are not being experienced in the local market place and as a consequence the risk of tenders being returned higher than budgeted are still being carefully considered.

TIMESCALES

The driver for the programme is to have the visitor experience open for the spring season in the year of 2020, in time for the Mayflower celebrations. This is a fixed deadline that imposes constraints to the programme and risks to the procurement and funding assembly.

The programme is broken down into five stages and we have now completed stages 1, Visioning and stage 2, Development. This second stage was the formal development as set out to meet the HLF and ACE requirements. This was completed in the spring of this year and we have been gaining the relevant funders' approvals over the summer period. We are currently in Stage 3 which will see the procurements all completed ready for the building contracts to be let and the construction started. The building period is a long process which will take 2 years to complete before the project can start its final stage 4 which is the major fit-out of new museum and visitor exhibitions. The high-level time table (Fig.1) below shows how the programme will continue through construction, and fit-out for a completion date in early 2020.

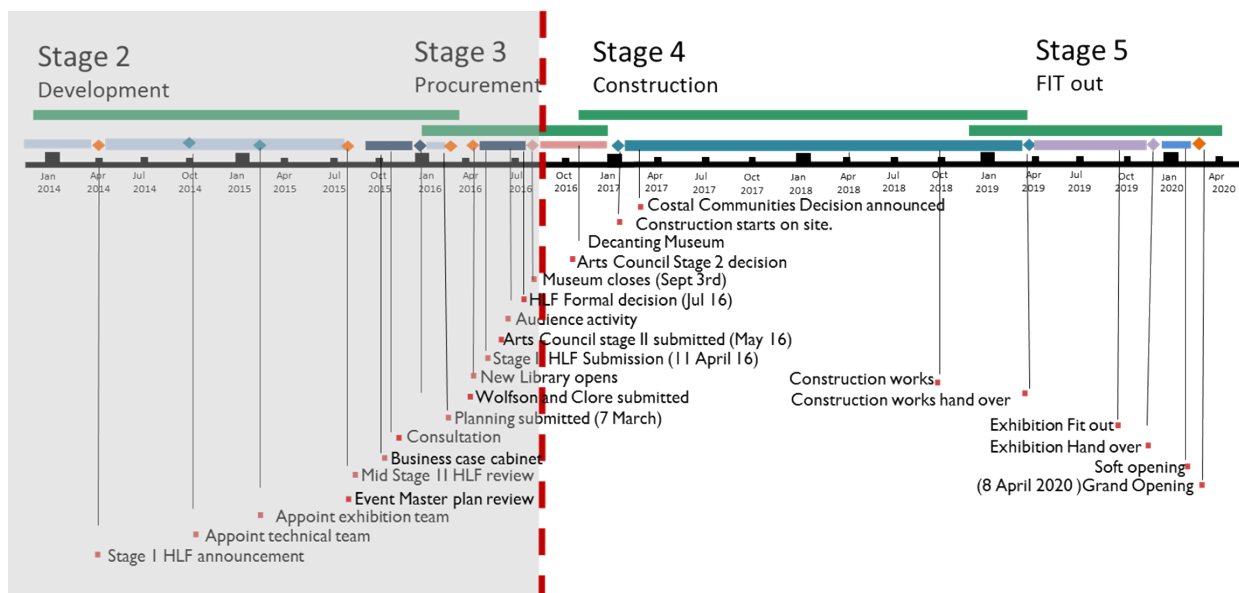


Fig 1

Key to the timeline is the substantial periods for the construction and fit-out, and professional advice has been sought for the correct periods for these elements along with an understanding of risk in overlapping these activities. The building procurement has been undertaken in a two stage process which has allowed us to appoint the contractor early and gain the benefit of the contractor's expertise in programming building works. This procurement of the contractor was completed in July 2016 and the appointed contractor (Willmott Dixon) has programmed out the build period of 21 months, this being 3 months less than originally programmed. However, this incorporates a later start to ensure that the design and investigation periods are completed thoroughly before construction starts.

Advice on overlapping the construction and fit-out programmes suggests that these are best kept separate to reduce risk of contractual liability. However, it is understood that an element of overlap is normally achieved and the current programme assumes an element of overlap in that the museum refurbishments will be completed before the new archive is completed, allowing the more extensive museum fit-out to be started in advanced of fitting-out the new extension.

FUNDING

The development of the History Centre has been a long process and a small proportion of the necessary capital resources have been in the Capital programme since 2010. In September 2013 cabinet paper a further £3.5m was earmarked for the programme to make match funding that supported the HLF bid, at this stage dependent on the success of the bid. In February 2015 a report on the Round 1 proposals was presented which highlighted the inflationary effects of the slower programme recommended by HLF at bid stage. Inflation has been subject to a detailed study throughout the project and in October 2015 a full business case was presented to cabinet that set out the extent of the Council's contribution to the building costs. By March 2016 the extent of the exhibition costs was understood and the final business case set out a Council capital contribution in match funding of £9.40m (including the Library move). There is also a further £610k of one off revenue costs throughout the life of the project funded from within existing budgets.

The income to support the project includes a serious of very large external grants, many of which are bid for from national resources. A considerable amount of work has been done to coordinate the opportunities from national investment programmes. In total a sum of £24.15m will have been bid for and so far the success rate in gaining these external grants has been very successful (98%) as national funding bodies continue to be very impressed with the visioning and ambition of the project as a whole.

The major announcement of the HLF Round 2 application in July this year is a fundamental building block to the funding assembly. The grant awarded was for a total of £15.77m, which included a total of £2.9m uplift on the original Round 1 ask. This success is hoped to be followed in the middle of October with the announcement of the ACE Stage 2 application confirming a further £4.17m.

In March this year it was identified that the tipping point on funding assembly would be reached in the late Autumn of this year where a decision to go ahead with the construction works would need to be made before all funding would be announced by the different funding bodies, and so the Council took the decision to underwrite the outstanding funding assembly at this stage. The executive decision taken in March 2016 underwrote a value of £4.00m for fundraising over the next two years from other public sector agencies, from trusts, foundations, the private sector and from individual donations and crowd funding.

Since this decision, the Wolfson Foundation has granted £128,500, reducing the underwrite to £3,871,500 and applications have been made for substantial other funds.

HLF FUNDING AGREEMENTS

Further to the HLF announcement fully to support the project in July 2016, the conditions of the grant have been received. This contract is generally a standard funding agreement; however the nature of the partnership for this project means that the collections of SWFTA and SWIB are fundamental to the proposals and HLF require these organisations, as legal entities, to be jointly and severally liable with the Council as parties to the funding agreement in the event that there has been a breach of condition. It is proposed that, as it is the Council that will be the Accountable Body for the funding, it is reasonable for the Council formally to indemnify these organisations from clawback arrangements. This is also necessary as the organisations do not have the financial means to accept such liability and would therefore not be able to play their part as a partner organisation.

To resolve the above point it is proposed that the Council makes a formal agreement to indemnify SWFTA and SWIB against clawback.

STRATEGIC RISK

As expected of a project that has strategic benefits, there are a number of risks that the Council is taking in delivering such a large and complex project.

It has been widely accepted from its inception that a project that seeks to make a step change in the cultural experience of the city will have a sizeable price tag, The Council has been very successful in gaining external funding support for the venture, however, it is right that the Council is also funding a proportion of the cost and will stand behind the remaining funding assembly. The Council is therefore taking the risk that if the remaining funding cannot be assembled, the costs to the Council will include the underwrite sum. This risk is mitigated through a very strong network of stakeholder involvement through the national funding organisations; the track-record the Council has achieved in funding assembly so far in the project has been exemplary; and there is no reason to believe that this will not be continued with the remaining funding opportunities identified.

There remains the risk that the construction market place for both the building and exhibition contract offer exaggerated costs for the works. This risk has been mitigated through very extensive supply chain engagement, and has been helped locally by the publicity of the project, which opens up the project to greater competition.

NEXT STEPS

The History Centre project is due to be presented to Cabinet on the 8th November to update the council on the remaining funding decisions, and for the Council formally to accept the major grants and their conditions, and to consider the indemnification arrangements for partner organisations.

The tender information will be completed and assuming that the tender price is within the budgeted amount, a Delegated Decision will be taken by the Director of Place to award the building contract. Works will begin before the spring 2017.

RECOMMENDATIONS

It is recommended that:

The content of this report is noted and Scrutiny recommends to Cabinet that the arrangements for the development of the History Centre project are progressing well and that the risks are carefully considered.

That it is reasonable to indemnify our partner organisations for the funding clawback to allow the collections to be fully integrated into the History Centre.

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Place and Corporate Overview and Scrutiny Committee Quality Hotel Site Project Update



Background

The Quality Hotel site is prominently located on The Hoe with far reaching views across the Sound and over Millbay. The 111 bedroom hotel opened in 1970, as the Mayflower Post House, an example of 1970s brutalist architecture. The building went through different owners including the Holiday Inn and then as the Quality until it closed in 2014.

The property was marketed for sale but became the subject of arson attacks with the windows broken from vandalism resulting in it becoming a public hazard and a visible eyesore which was prominent from both land and sea.

The Quality Hotel site was also attracting developer interest which did not fully accord with the Council's aspiration for the site. There was a risk that the site would be redeveloped for housing without the inclusion of a hotel or with limited control on the quality of hotel offer. Inappropriate development was discouraged by the Council and it became clear that if the site was to realise its potential direct intervention was required.

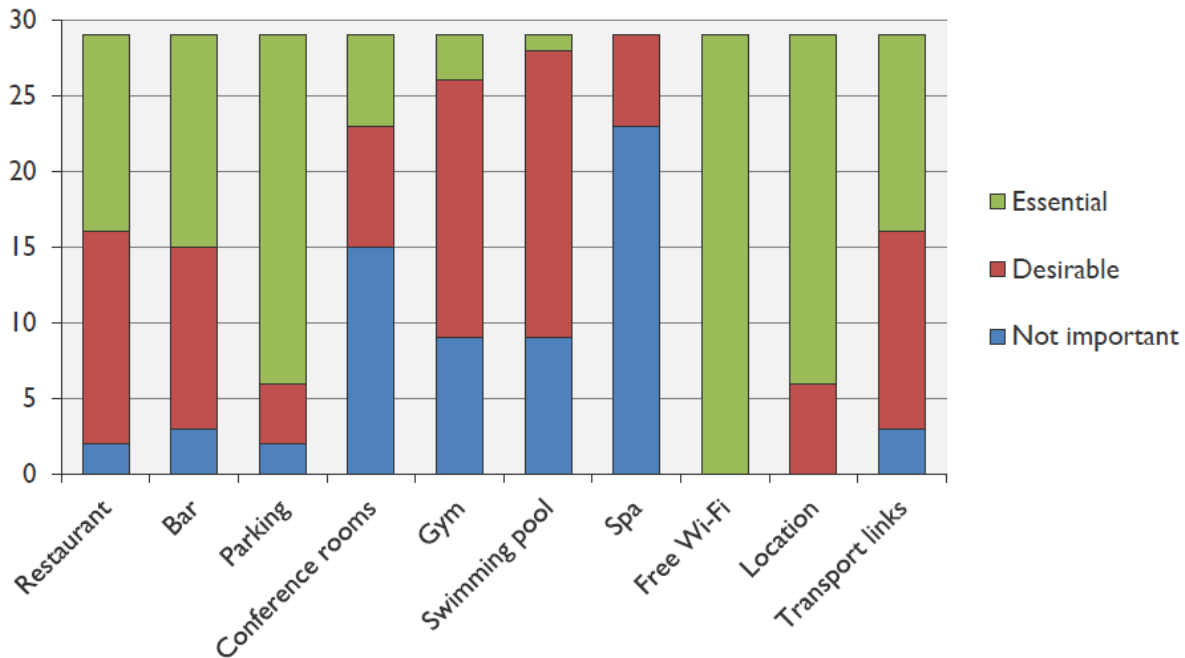
Hotel Need

In 2014 the Council commissioned hotel specialists to undertake a study of the Plymouth Hotel Market which concluded that there was a market opportunity to provide higher quality accommodation at the 4* service level. There are currently 24 hotels with 1,746 bedrooms, with around 86% of the rooms being budget, 2* or 3*.

This arose from a combination of increasing visitor numbers (34% increase between 2008 and 2012) which can be anticipated to further increase with economic growth and impact of Mayflower 2020 and other initiatives. Occupancy levels have also increased year on year (with the exception of 2012) from 70.7% in 2010 to 80.1% in 2015.

The Council carried out a hotel business survey in January 2016 to analyse demand for 4/5* hotel offering in Plymouth. The survey was completed by 35 local companies and 53% expressed difficulties in securing hotel accommodation when required, particularly in summer months and during events such as University graduation.

Facility preference is presented in the following graph:



Comments from respondents include:

“For Plymouth to achieve its ambitions for Economic development, a 4/5 star hotel is desperately needed in order to retain and attract inward investors. Today's International business travellers expect a certain standard which is currently not available in the City.”

Steve Cardew, MD Kawasaki Precision Machinery (UK) Ltd

“Plymouth has needed a flagship, luxury hotel in a great location for a very long time and the move by Plymouth City Council to market a site is to be applauded.”

Lesley Shorrocks, Sigma Marketing & Advertising Ltd

Plymouth’s existing hotel supply lacks a high quality, four* hotel and the above indicates a market need and opportunity for a new product positioned at this level.

A new hotel in a prime location will be well received in the market, particularly with high levels of unsatisfied demand experienced in the summer months and other peak periods. A new premium hotel will also benefit Plymouth in terms of economic development, retaining and attracting inward investment.

PCC Options

The options available to the Council were to:

1. Rely on Planning Control

Planning control had successfully seen off some inappropriate uses; however it was unlikely to deliver a quality hotel in the timescale required. The property had been on the market for some time, it had become an eye-sore and public hazard and had stalled.

2. Acquire the site and promote a quality hotel with appropriate enabling development

Acquisition of the site would give the Council control over the delivery and quality of the development. It would allow the Council to proactively address urban blight and bring forward one of the city's key sites for redevelopment and regeneration. It would proactively "drive" the delivery of a 4/5* hotel in support of Mayflower 400.

Site Acquisition

An Executive Decision was made by the Leader of the Council on 11 January 2016 to acquire this City Strategic Site and allocate resources for the project within the 2015-18 Capital Programme to cover acquisition and holding costs, demolition and marketing.

A purchase price was negotiated with the vendors' agents, supported by an independent valuation.

The Council acquired the freehold interest in the Quality Hotel Site in January 2016.

Demolition

A negotiated single tender contract was awarded to Gilpin Demolition in January 2016 to demolish the buildings, remove the footings, re grade the site and clear surplus material.

An exempt contracts procedure was approved due to the commercially sensitive nature of the acquisition which meant that a competitive tender process was not possible until such time that the acquisition had been completed. On acquisition, a demolition contract needed to be quickly instigated due to the vulnerable nature of the site, with a history of recent break-ins and arson attacks. The Council mitigated these risks by the appointment of a specialist contractor to take possession of the site and commence the demolition process immediately upon completion of the acquisition.

Gilpin were approached having just successfully completed the demolition of the former high rise YMCA building in the city centre and a series of high asbestos content housing demolitions in Devonport. Gilpin had also recently surveyed the building and provided a demolition quotation for the previous owners of the hotel.

The Councils' Officers have held regular meetings with Gilpin to check valuations and respond to issues raised.

The site was made secure, Highways consent for road and footpath closure was achieved on 16 May 2016 and demolition consent on 19 May 2016. The asbestos was removed from the building prior to demolition and the main tower was demolished before the MTV Crashes event (28-29 July).

Local residents have been kept informed on the progress of demolition and potential impacts through a series of letter drops. In addition there has been statutory consultation with the public regarding the road closure and demolition consent applications.

A time lapse camera has recorded the demolition of the buildings. There was a press event to mark the commencement of demolition of the tower on 11 July 2016.

On 6 September a small incendiary device was found in the rubble. All necessary safety procedures were followed and the device was removed by the RN bomb disposal unit. Additional safety briefings of on-site staff have taken place to alert staff of the risk of further incendiary devices being found.

Selection of a Developer/Hotel

Based on independent advice received, it was decided to take an open market disposal route relying on compliance with the Site Planning Statement prepared by the Council rather than an EU procurement route which is more time consuming.

Following a procurement exercise, independent hotel property specialists JLL were appointed as agents and marketing commenced in April 2016. Particulars were prepared and mailed out to targeted developers, hotel operators, agents and advertisements were placed in the national property and hotel press. A number of meetings were held with interested parties in Plymouth and London.

Nine expressions of interest were received on 18 May which were evaluated based on quality and financial criteria including deliverability. Following evaluation by the Project Team, and confirmation by the Project Board, eight parties were invited to submit more detailed proposals.

Six proposals were received on 29 July and following evaluation, three were shortlisted and invited to submit a presentation to the Project Board and our advisors JLL on 21 September 2016.

The members of the Project Board are Cllr Ian Bowyer; Cllr Mark Lowry; Anthony Payne, Director of Place; David Draffan, Assistant Director for Economic Development; Paul Barnard, Assistant Director for Strategic Planning & Infrastructure; Mark Brunsdon, Head of Strategic Project Development & Trevor Goff, Principal Surveyor.

Further clarification is being sought on financing and the robustness of the delivery plan following which a selection of a preferred bidder will be made.

Following selection, heads of terms will be agreed and our Legal Services team will be instructed to prepare legal documentation to include a conditional transfer contract.

Regular progress meetings will be held between the Project Team and the selected Developer Team to ensure delivery in line with the programme.

Programme

A programme is attached which will be firmed upon selection of a preferred bidder.

It is currently envisaged that legals will be completed this year and a planning application submitted in Q2 2017.

Key Risks & Mitigation

- 1) The demolition and remediation costs will exceed the allocated budget.
Works are being closely monitored with independent external support and are now nearing completion.
- 2) The market will not deliver a 4* hotel.
Market interest has been strong with a number of proposals being submitted. Shortlisted parties have been interviewed and a selection will shortly be made.
- 3) The new hotel delivery will become stalled.
Officers will work closely with the selected developer and make resources available to meet the necessary milestones including legals, planning and commencement of construction.
- 4) The construction costs are in excess of budget due to capacity pressure from competing projects.
We will encourage the selected developer to engage with contractors and cost consultants an early stage to mitigate this risk and encourage early value engineering where appropriate.

Next steps

Following selection of a preferred Developer and agreement of Heads of Terms The Quality Site Hotel Project is due to be presented to the Leader for an Executive Decision by 30 November 2016.

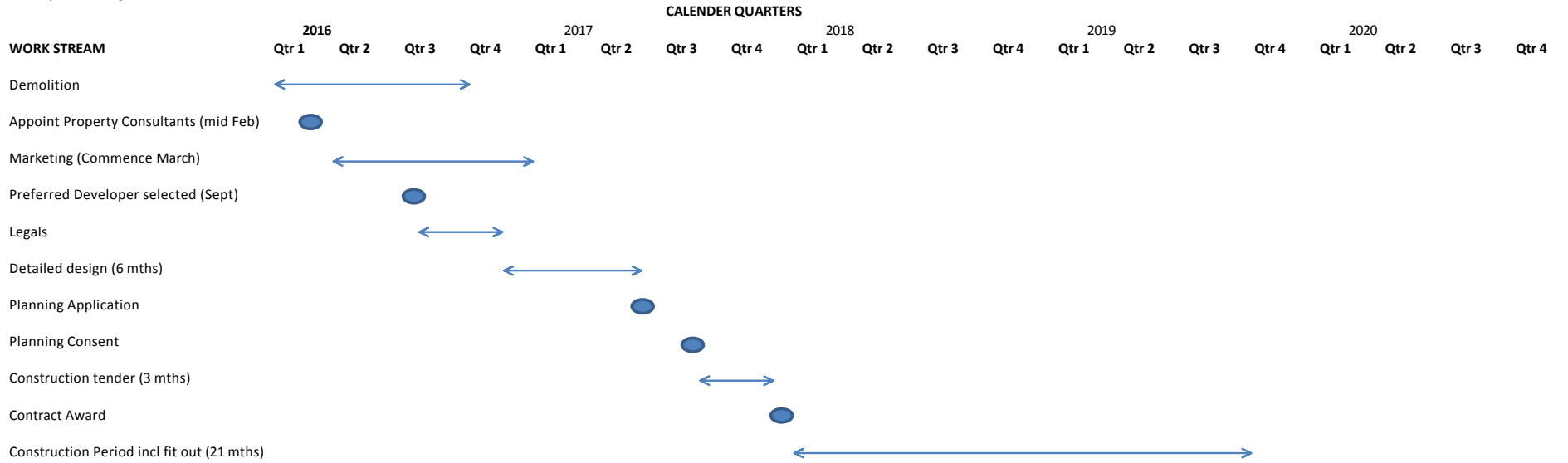
Recommendation

It is recommended that:

The content of this report is noted and Scrutiny recommends to the Leader that the arrangements for the re-development of the Quality Hotel Site are progressing well and that the risks are carefully considered.

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Quality Hotel Programme.



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PLYMOUTH CITY COUNCIL

Subject: Plan for Modernising Waste and Street Services
Committee: **Place and Corporate Overview and Scrutiny Committee**
Date: 5th October 2016
Cabinet Member: Councillor Leaves
CMT Member: Anthony Payne, Strategic Director for Place
Author: Alison Ward, Senior Policy, Performance and Partnership Advisor
Contact: Alison.ward@plymouth.gov.uk
Ref:

Key Decision: No
Part: I

Purpose of the report:

As part of the on-going transformation and improvement of Council services, the Plan for the Modernisation of Waste and Street Services describes, at a high level, the current provision of services and the Council's performance. It also highlights the challenges, opportunities and levers for change and identifies basic next steps.

The Plan sets the scene and builds on previous work and will help the Council identify the further improvements that could be made to services to improve performance and deliver savings.

Corporate Plan 2013/14 – 2016/17:

The Council's Corporate Plan includes a commitment for an improved street scene environment. To deliver this the priority actions build on the new administration's manifesto pledge to improve litter on streets, and to address fly-tipping in the city, as well as adopting and implementing this Plan and the delivery programme that accompanies it.

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

The Plan identifies the savings associated with the implementation of Alternate Weekly Collections; however the information is based on the options appraisal carried out for the Council in 2014 and only considers the introduction of AWC in isolation.

Further detailed analysis of the costs is required in order to validate the benefits associated with the proposals and will be included in a detailed business case.

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

A detailed business case will identify implications in these areas, depending on the options explored.

Recommendations & Reasons for recommended action:

That the Place and Corporate Overview and Scrutiny Committee make recommendations to the Cabinet on the further development of the Plan for Modernising Waste and Street Services.

Alternative options considered and reasons for recommended action:

The options considered were:

1. Maintain the status quo - do nothing
2. Introducing Alternate Weekly Collections
3. Changing all bin sizes to 120 litre instead of 240 litre

Background papers:

Plymouth Waste Strategy Review: Maximising Recycling Options Discussion Paper

AMEC Environment & Infrastructure UK Limited: November 2014

Sign off:

Fin	AK H16 17.2 8	Leg	DV S26 494	HR		Corp Prop		IT		Strat Proc	
Originating SMT Member: Lou Hayward											
Have you consulted the Cabinet Member(s) named on the report? Yes / No											

PLAN FOR MODERNISING WASTE AND STREET SERVICES



I Executive Summary

- 1.1 Creating a cleaner, greener, forward-looking city is part of achieving the overall Plymouth Plan vision that by 2034 Plymouth will be one of Europe's most vibrant waterfront cities where an outstanding quality of life is enjoyed by everyone. As part of this vision, Plymouth's population is set to increase to over 300,000 over the next 20 years, with the number of households projected to exceed 132,000.
- 1.2 It's imperative that the Council transforms services to keep pace with this population growth, ensuring that the city adopts the highest standards, and the most efficient practices in waste management and street services, to make it an attractive place for people to live, work and visit. We also need to maximize the investments we have already made in our state-of-the-art recycling and energy from waste facilities, and to build on our achievements to date.
- 1.3 The Council has already started to reshape waste services with the optimization of collection routes early in 2015. This Plan builds on those changes and moves the Council into the next phase of the transformation of waste management and street scene services to create a seamless, sustainable, modern system, in partnership with our residents. The transformation of services is expected to generate savings of around £750k. It will require changes in attitudes and other adjustments, and it's crucial that we recognise the importance of bringing residents and staff with us through this transition.
- 1.4 Early indications from the recent resident budget engagement survey showed that whilst some people understandably have concerns about the Council making changes to services, for example altering the frequency of waste collections, others are keen to see recycling opportunities expanded and to see more to see more education and awareness-raising.
- 1.5 Many areas of the country have shown that it is possible to achieve high levels of recycling from the municipal waste stream, and many have used reduced household collection frequencies as a driver for change. However, there is no national one-size solution to optimize waste management solutions. Every area has to adopt the best combination of practices to suit local circumstances.
- 1.6 In order to implement changes, it's crucial to gain the trust and cooperation of individuals, households and communities. It's also essential to make sure that the Council is flexible and responsive, working with people to help them make the right choices. Strong communications and clear campaigns are important factors, together with consistent awareness and education for all sections of the community and front line staff.
- 1.7 This Plan sets the scene to enable a fresh look at the next phase of Plymouth's transformation of waste management and street scene services. The next phase will identify a balanced package of measures that will boost recycling rates and deliver efficiencies, starting with the proposed introduction of Alternate Weekly Collections (AWC). AWC was the most effective intervention overall from the range of options appraised in 2014¹, taking into account the potential increase in recycling rates, the cost of introducing it, and the savings it would

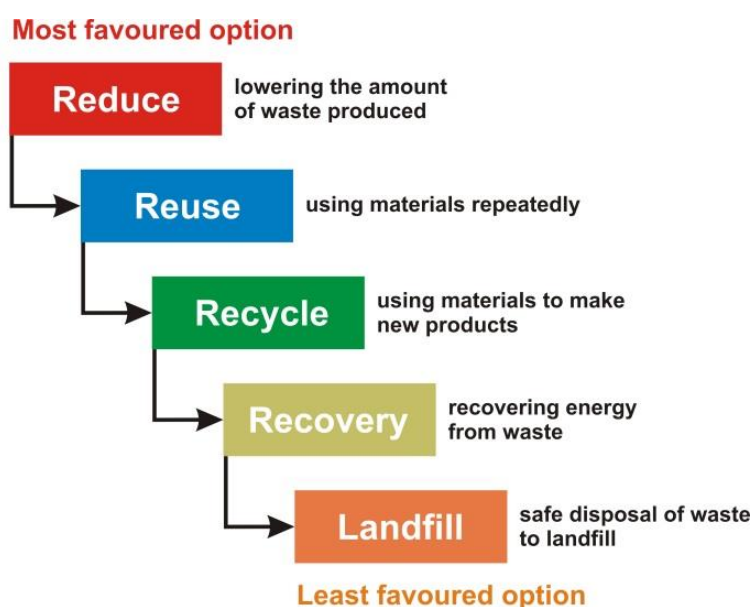
¹ AMEC Environment & Infrastructure UK Limited, November 2014

generate. Over 75% of councils across England have now implemented Alternate Weekly Collections and there is a large body of evidence to support its effectiveness.

2 National context

- 2.1 The EU Waste Framework Directive provides the legislative framework for the collection, transport, recovery and disposal of waste, and includes a common definition of waste. From that Directive the UK Government adopted the Waste (England and Wales) (Amendment) Regulations 2012 which came into force on 1 October 2012.
- 2.2 From 1 January 2015, waste collection authorities were required to collect waste paper, metal, plastic and glass separately. However, councils are allowed to continue to collect materials in a single 'commingled' stream, if it is possible to demonstrate that separate collections are not 'Technically, Environmentally or Economically Practicable' (TEEP). (Plymouth meets this test and is therefore covered under this exemption).

The UK's simplified waste hierarchy can be represented by the steps below.



- 2.3 As part of the Government's drive towards greater harmonisation and consistency in local authority recycling and waste collections, WRAP recently published 'A framework for greater consistency in household recycling for England'.² This guidance sets out 3 typical models of waste recycling and collection. The framework is not mandatory but councils are expected to work towards alignment with one of the 3 models. (Appendix I)
- 2.4 UK trends show that recycling rates have generally been increasing, but have plateaued over the last few years. Most of this increase has been achieved by encouraging more separation of waste by households, and by varying collection frequencies to incentivise recycling.
- 2.5 South Oxfordshire District Council currently has the highest national recycling rate at over 67%, however many inner city areas have also achieved impressive rates, including several of the Greater Manchester councils like Stockport and Trafford, both achieving over 60%. There is a great deal of learning that can be extracted from other areas.

² <http://www.wrap.org.uk/content/consistency>

- 2.6 A further driver for improving how we deal with waste is reducing greenhouse gases and addressing climate change throughout the lifecycle of products, by cutting back on our use of raw materials and manufacturing processes, and by significantly reducing transport movements.

3 Plymouth Plan

- 3.1 The Plymouth Plan sets the overarching long term vision for the city to 2034 and beyond. The city's ambition is for the population to grow from the current level of 262,172 to over 300,000 by 2034, and for the number of households to rise from 117,432 to circa 132,926 over the same period. Adopting best practice in waste prevention and sustainable waste management practices will contribute to the overall health, wealth and well-being of the City.
- 3.2 In particular, Policy 27 of the Plymouth Plan, **Minimising Plymouth's Waste**, outlines the city's plans to adopt the most sustainable, whilst feasible and financially viable, solutions to waste management. The Policy sets a target of 50% recycling rate by 2034, and includes a range of initiatives such as the active encouragement of home composting to reduce waste; working with community and voluntary groups and businesses to encourage more recycling; and ensuring that all new developments have adequate facilities for efficient waste storage. Whilst many of these initiatives have already been introduced there is always more that can be done to build on them, responding to changes in Government policy and taking advantage of shifts in societal attitudes and behaviours.

4 Corporate Plan

- 4.1 The Council's Corporate Plan includes a commitment for an improved street scene environment. To deliver this the priority actions build on the new administration's manifesto pledge to improve litter on streets, and to address fly-tipping in the city, as well as adopting and implementing this Plan and the delivery programme that accompanies it.

Plymouth's Current Waste Services

Waste and Recycling Service Provisions

- Most of the city's 117,423 households are provided with two 240 litre wheeled bins. This includes a **brown bin** for general refuse which is collected weekly, and a **green bin** collected fortnightly for mixed recyclables. Five material types – glass, paper, cardboard, plastics and metals can be deposited in the green bin.
- There is a free city wide seasonal fortnightly kerbside collection of garden waste (except for flats and other properties without gardens). Approximately 5,000 tonnes per year is collected and composted.
- The city has two Household Waste Recycling Centres (HWRCs), Weston Mill and Chelson Meadow. In 2012, Chelson Meadow the larger of the sites was fully reconfigured and redeveloped through a £2.2m investment. This led to an increase in the material received on site being diverted for reuse, recycling and composting from 63% to 80%.
- The Materials Recycling Facility at Chelson Meadow was upgraded in 2015 enabling the kerbside collection of glass, as part of the fortnightly recyclables collection, and increasing the quality and quantity of recycled materials from households and trade sources to over 19,000 tonnes in 2015/16.
- The trade waste collection service provides waste and recycling collections to around 1500 Plymouth businesses, including schools and corporate properties.
- A commercial waste disposal service is available at Chelson Meadow Household Waste and Recycling Centre.
- Bulky waste services for large items over 25kg collect circa 3,600 items per year which amounts to around 510 tonnes. Material is sorted and items recycled where possible.

- Plymouth's Energy from Waste (EfW) Combined Heat and Power Facility came on line in April 2015 to treat residual waste and produce heat and power for the Devonport Naval Base. It is a 'State of the art' high-efficiency residual waste treatment facility. Since being fully commissioned, 99.99% of the waste it processes is diverted from landfill.
- Metals from the incinerator bottom ash (IBA) are recycled, and the remaining IBA is treated and used as an aggregate in the construction industry.

Performance

- In 2015/16 the Council collected 125,295 tonnes of municipal waste - Local Authority Collected Municipal Waste. (LACMW is all the waste collected under the authority's control i.e. waste from households, shops, businesses, schools, charities, churches etc.)
- Of the 125,295 tonnes of LACMW, 43.2% was reused, recycled or composted
- 105,000 tonnes of the 125,295 tonnes collected was household waste, of which 32.6% was reused, recycled or composted (national average in England for 2014 was 44.8%, DEFRA)
- Plymouth residents generated 414Kg of waste per head of population (national average for 2014 was 413Kg, DEFRA)
- Plymouth's recycling rate of household waste has remained fairly static since 2007/8, at around 32% - 33%. The introduction of glass into the dry recycle household kerbside collection scheme in 2014/15 produced an increase of 3%. However, this increase was effectively negated by changes in the national definitions as to what could be included in the data (see next bullet). The latest figures (2015/16) show that Plymouth's household recycling rate is 32.6%.
- A decline in recycling rates was experienced by many authorities in England largely due to the change in classification of Street Sweepings (sent for composting) by DEFRA, moving their classification from household to municipal waste and imposing tighter standards for secondary markets and re-processors.
- Plymouth also experienced a significant decline in the volumes of garden waste sent for composting following the implementation of restrictions at the HWRCs to prevent cross border misuse (use of the HWRCs by non-Plymouth residents). This policy saved the service £16k in 2015/16.

Challenges and Opportunities

Challenges

- Plymouth has a high student and transient population, and areas of the city with high levels of deprivation which are known to reduce the rates of participation in recycling.
- There are significant areas of high density housing, flats and narrow streets which create issues with storage of bins and collection.
- Frequent vehicle movements contribute to traffic congestion, particularly given the layout of much of the city with narrow alleys and lots of shared living accommodation.
- Without intervention, the projected increase in the population and housing numbers could exacerbate these problems.
- There could be resistance and concerns over reduced frequency collections.

Opportunities

- Many households that already recycle believe they do as much as possible under the current regime; however some have indicated that they would be keen to do more.
- Studies elsewhere have shown that at least 60% of household waste can be recycled. ('Resource futures' have been commissioned to undertake a compositional analysis of a sample of Plymouth's household residual waste stream and a recycling participation survey. This is taking place at the end of September 2016.)

- The city has a strong sense of identity and civic pride, as well as a thriving voluntary and community sector that would be likely to actively support local initiatives.
- Plymouth's recycling plant facilities are 'state-of-the-art' and could be further exploited.
- Plymouth's energy from waste facility is one of the most advanced in Europe and delivers exceptional performance in terms of meeting the criteria set out in WRATE. (The Waste and Resources Assessment Tool for the Environment which is an industry standard used to assess the overall impact, looking at factors like contribution to global warming and toxicity to humans and wildlife).

Modernising the service – the approach

Service Review

- 7.1 A preliminary review of waste management and street services has indicated that modernisation in line with national best practice would:
- enable services to keep pace with the predicted growth in the population
 - meet public expectations
 - be far more efficient, environmentally sustainable and cost effective.

- 7.2 A holistic approach to service delivery with increased cross departmental and collaborative working is essential to create the type of impact that will be required to be successful, however the biggest key to success is gaining the trust and cooperation of residents, and making it easy for them to make good choices.

Options appraisal

- 7.3 Three high level options have been selected for evaluation at this point to demonstrate the impact of do-nothing versus the introduction of AWC or reducing bin sizes. A comprehensive options appraisal will form part of the detailed business case that needs to be developed.

Option Number	Option Description	Impact on Recycling	Cost of introduction/Savings	Other comments
Option 1	Maintain the Status Quo	No impact	No change	Budgets continue to be squeezed as household increase and budget stays the same.
Option 2	Introduced AWC	5% increase in recycling rates diverted from EFW can be as much as 9%	Net benefit £250k 1st year implementation costs of £500k for (£750k) of benefit	This is a full year effect and will need implementation at 1st April for full year savings to be recognised
Option 3	Replace 240L bins with 120L	Up to 3%	NET cost £1.834m Implementation & staffing and storage costs of £2.0m and disposal savings of £0.166.	Substantial set up costs with a small return in increasing recycling

- 7.4 The options appraisal conducted for the Council by Amec in 2014 showed that from a mixed range of 19 interventions and activities evaluated, Alternate Weekly Collections (AWC - green bin collected one week, and brown bin the next) had the potential to boost recycling rates by up to 9% per annum, and to generate savings in the region of £450K.
- 7.5 These figures were based purely on implementing the change to AWC in isolation; however the basis of this Plan to set the scene for the wider modernisation of services by looking at a combination of interventions which is expected generate a further £300K of savings. These will need to be identified through the detailed business case to follow; however the move to AWC is proposed as a first step.
- 7.6 There is strong evidence nationally which clearly demonstrates the correlation between the introduction of Alternate Weekly Collections and increased recycling rates. Over the last 10 years around 75% of councils in England have moved to Alternate Weekly Collections, and there is now a growing trend of councils moving from 2, to 3 weekly collections for general waste and recyclable materials. Oldham Council is one of the latest areas to move to 3 weekly collections, following behind Salford, Rochdale and Bury Councils.³ Other councils that are in the process of adopting AWC during the autumn of 2016 include Blackburn and Darwin, and Poole Councils.⁴
- 7.7 Concern is sometimes expressed about switching to less frequent collections of residual waste which includes food waste, citing potential problems with odour, flies and the increased risk of vermin. However, research and evidence from those areas that have been operating reduced frequency waste collections for many years has shown that there is no risk to health or amenity provided that simple precautions are adopted like the double wrapping of large items of food waste, and ensuring that bin lids are kept closed.⁵ Councils must also accommodate the needs of individual households where there are special circumstances, for example where there are several children still using nappies, or occupants with health conditions that generate unavoidable waste.
- 7.8 Based on all the evidence available, implementing AWC will increase Plymouth's recycling rates; reduce collection and disposal costs; and will reduce the council's Carbon footprint by saving an estimated 28 tonnes of CO² emissions per annum.
- 7.9 AWC will need to be part of a balanced package of measures aimed at modernising services over the next few years. These will be evaluated as part of the business case. However there are some actions that we must continue, increase, introduce or explore further, to ensure that this first stage is a success.
- 7.10 The complementary steps to transforming the service include:
- Education, awareness-raising and training**
- Being clear about the ambition for the city. Plymouth's aspiration is to become a modern, clean, green city.

³ <http://www.letsrecycle.com/news/latest-news/oldham-approves-three-weekly-waste-collection-scheme/>

⁴ <http://www.poole.gov.uk/environment/recycling-rubbish-waste/refuse-and-recycling-collection-and-disposal/alternate-weekly-collections/>

<http://www.blackburn.gov.uk/Pages/Alternate-weekly-bin-collections.aspx>

⁵ <http://researchbriefings.files.parliament.uk/documents/SN05988/SN05988.pdf>

- Being open and transparent about what happens to separate waste streams to encourage people to recycle more. (Follow the link for an example from Fife⁶)
- Supporting and delivering education for schools, including through visits to the EfW where possible.
- Using all available channels to promote messages, including the voluntary sector, community groups and partners such as housing organisations.
- Developing an effective all-encompassing education campaign and high profile media campaign to support changes to services, including using corporate communications and Council staff.
- Developing clear branding and consistent messages.
- Building good relations and a regular dialogue with residents.
- Making sure our customer services staff receive training so that they feel well supported and equipped with the right information.
- Increasing training for front line staff, including possible PACE training for the Waste Liaison team to empower them to tackle more waste and street scene issues. This will augment the numbers of front line staff who can take enforcement action.

Making good choices easier

- Ensuring that bins are clearly marked with what can and can't be put in them.
- Ensuring that households have bins with sufficient capacity for recycling and residual waste.
- Being responsive to customer concerns and requests, to support and incentivise more recycling.
- Providing recycling facilities in busy places across the city so that people don't have to compromise when out and about.
- Making it fun for children to recycle and instilling habits that will last a lifetime.

Monitoring and enforcement

- Adopting clear waste and recycling collection policies to support the effective implementation of AWC and other changes to services, to underpin and strengthen enforcement action where absolutely necessary.
- Increasing enforcement for fly tipping and the mis-presentation of waste and recycling containers and side waste. This will send clear messages regarding what is acceptable.
- Implementing changes to working practices, including increased collaborative working between waste and street scene services with parking and public protection to tackle fly tipping, littering and other waste related issues.
- Using front line workers (i.e. collection crews, street sweeper, parking attendants) as the eyes and ears on the ground, providing information on issues such as fly tipping and gathering evidence to support the issuing of Fixed Penalty Notices and prosecutions.

Innovation

- Learning from the experience of other areas.
- Being receptive to customer feedback and exploring alternative solutions.
- Exploring closer working with our communities, e.g. greater promotion of home composting and looking at the potential for community composting schemes

Next steps

- 8.1 A detailed business case for the transition to AWC needs to be fully developed, building on the work already undertaken. This should include revised projections on the likely impact on

⁶ [Fife Council](#)

recycling rates, together with the anticipated costs of implementing the scheme and the cashable benefits expected. The business case should be agreed as soon as practicable and should also include an assessment of other actions that could be explored.

Conclusion

- 9.1 Plymouth needs to transform waste and street scene services to address the challenges faced now and in the future. The Council needs to modernise services to reduce the overall cost of waste collection and disposal; to aspire to upgrade current practices to match the best nationally; and to prepare for the projected growth in the population.
- 9.2 Many residents already engage in recycling but there is plenty of scope to increase this with a concerted, well planned programme of engagement and awareness raising, using the shift to AWC as a catalyst.
- 9.3 The city has invested in state-of-the-art recycling facilities that are currently under-utilised, and an extremely efficient energy from waste plant that means that only around 0.01% of residual waste ends up in landfill.
- 9.4 We can learn from other areas of the UK, including high density city areas that have achieved impressive levels of recycling and have reduced costs, by listening to and working with residents to make big changes, including moving to less frequent waste collections.

Plymouth Waste Strategy Review: Maximising Recycling Options Discussion Paper

1. Introduction

The review of the Plymouth Waste Strategy, as drafted, puts forward a ‘continuation of existing trends’ scenario, which reflects the **optimising waste as a resource** solution and forecasts the municipal reuse, recycling, and composting rate baseline as 40% based on existing waste management service provision with no changes or interventions.

The purpose of this discussion paper is to set out what it would mean for Plymouth City Council if it were to adopt a **maximising waste as a resource** solution in order to achieve the highest possible recycling levels and considers options to increase the reuse, recycling, and composting rate to at least 60% by 2031.

2. Discussion Parameters

The parameters for the discussion include:

- Weekly collection of recyclable material;
- Separate collections of other waste streams, i.e. food waste, textiles, etc; and
- Re-enforcing the message to existing Plymouth households of the need to recycle to try and squeeze a bit more recycling out of them.

3. Recycling Options

3.1 Consideration of Recycling Options

Table 3.1 sets out the various recycling options that could be considered in order to achieve higher recycling levels and assesses them in terms of:

- What each option would add, in percentage (%) terms, to the overall recycling rate; and
- What each option could cost or potential cost savings which could be made.

The options listed have been developed in conjunction with Plymouth City Council officers whilst having taken due consideration of the issues raised through both the Scrutiny process and subsequent meetings with Councillors and the Council Leader.

3.2 Influencing Factors

In addition to the options outlined in the Table 3.1 and regardless of which option(s) or combinations thereof chosen, the ability to achieve higher recycling will also be influenced by a number of factors outside of the Council's control. Most notably this includes any existing contractual waste management commitments as well as revisions or future changes to European and/or UK legislation.

Plymouth City Council, as part of the South Devon Waste Partnership, has recently procured the Energy from Waste (EfW) facility at North Yard, Devonport which will become operation in 2015 and manage all residual municipal waste arisings from Plymouth and the other Partnership areas. Furthermore, the Council has recently procured a new strategic Materials Recycling Facility (MRF) to replace the existing MRF at Chelson Meadow, which will become operational in April 2015. It is anticipated that the majority of the strategic MRF capacity would be for the management of Plymouth's municipal waste recyclates.

Recent revisions to national waste policy has raised the importance of the waste hierarchy, i.e. waste minimisation and reuse now have priority over recycling, followed by recovery. Furthermore, changes in the definitions of recycling and the implementation of standards means that what is currently accredited as recycling may not in the near future achieve the necessary standards and become recovery or remain a waste. Although it is difficult to ascertain what the potential impact may be on the recycling rate, it is assumed that any legislative changes are likely to have a positive impact, i.e. likely to increase the availability of recyclate and higher end use of material. If better recyclate recovery is achieved, this would have a positive effect in terms of carbon and environmental impacts.

A further influencing factor is the emergence of waste minimisation initiatives, in particular initiatives relating to producer responsibility (i.e. take back schemes) or 'light weighting' in terms of packaging (i.e. lighter and less packaging and goods). Although such initiatives would seek to reduce carbon and environmental impacts, this would need to be offset against the reduction in material available for capture, which could potentially have a negative impact on the recycling rate.



Table 3.1 Potential Options that will Improve Reuse/Recycling/Composting Rates

Ref	Option	Description/ Outline	Potential Impact on Recycling Rate (%)	Order of Cost/ Income/ Saving (£)	Complexity of Delivery	Impact on Customer	Impact on Carbon Footprint/ Environment
1	Food Waste Collections	Introduce (weekly) doorstep food waste collection service and treat collected food waste in Anaerobic Digestion plant to produce electricity and heat energy as well as fertiliser (i.e. digestate)	10% (~10 000 tpa if citywide) Based on 2007 residual waste analysis. NB: WRAP 2012 research shows food waste has fallen by 18% and evidence suggests it continues to fall. Over the same period PCC has seen a fall of 18% in residual waste. To obtain an up to date assessment would require undertaking a residual waste compositional analysis.	Cost: ~£1m+/annum ~£3.5m in Year 1	New service to set up (1 year +) New contract procurement	New containers inside and outside. Not suitable for all properties. Not universally popular. Potential for fly, odour, rodent and other nuisances.	Marginal compared with high-efficiency EfW. Actual impact would be dependent on collection method chosen, i.e. separate RCVs or modifications to existing RCVs.
2	Weekly Dry Recyclate Kerbside Collections	Increase frequency of kerbside recycling from fortnightly to weekly. Increased opportunity to recycle and raised awareness likely to lead to increased recyclate. Will need support and back-up of clear collection policies and procedures and contamination control measures.	Up to ~3% Based on 2012 Local Authority bench marking and 2007 residual waste analysis.	Cost: ~£517k/annum for additional RCVs + crews. As well as costs to change communication campaign – range £25k - £65k (depending on the range of communications delivered)	Additional RCVs and crews. Need to integrate additional collections with existing infrastructure. Change to Communication campaign. Raised support for collection procedures and contamination monitoring to reduce risks of misuse of green recycling containers. Would need to be agreed with MRF contract provider.	Improved recycling service - likely to be popular with many residents that are keen recyclers and those that find the present fortnightly collection provides insufficient collection capacity to recycle all of their waste dry recyclate. Raised public awareness of recycling and leading to changes in behaviour and attitude to waste.	Increased carbon footprint for the additional collection rounds. Circa 28 tonnes CO ₂ e/annum. Increased dry recyclate yield reduced residual waste.



Table 3.1 continued Potential Options that will Improve Reuse/Recycling/Composting Rates

Ref	Option	Description/ Outline	Potential Impact on Recycling Rate (%)	Order of Cost/ Income/ Saving (£)	Complexity of Delivery	Impact on Customer	Impact on Carbon Footprint/ Environment
3	Smaller Residual Waste Bins	<p>Reduce residual bin size to 140l and retain 240l for recycling.</p> <p>Continue to provide 240l residual bin for large families and others with the requirement for larger capacity.</p> <p>The reduction in residual bin capacity will stimulate householders to recycle or recycle more (need to ensure this is backed up by clear policies, i.e. not to accept side waste, closed lid and recycle acceptance enforcement to avoid contamination of the recycling bin. Also to avoid contamination need to ensure that there is sufficient residual bin capacity appropriate to resident's circumstances, i.e. large families, families with small child/children in nappies, adults requiring incontinence pads, etc.</p>	<p>Circa 1.5 - 2 % (once all household bins are changed)</p> <p>Based on residual waste analysis 2007.</p>	<p>Cost:</p> <p>Circa £1.2m to implement Citywide</p> <p>(includes cost of replacement bin, delivery and project management, as well as education campaign)</p> <p>Cost 240l bin £18</p> <p>140l bin £14</p>	<p>High Cost and onerous to implement citywide, i.e. checking current bin size and allowing for large families etc.</p> <p>Easier to phase in - change residual bin default size to 140l or 180l and reduce cost of future bin purchases.</p> <p>Would need to be communicated to MRF contract provider and could result in contract issues regarding rejects/contamination.</p>	<p>Limited capacity may create issues for some households, i.e. growing, Christmas, special occasions.</p> <p>Gradual change through the reduction of residual bin default size will potentially have little impact on householders if special requirements are met, i.e. large family larger bin.</p> <p>Potential of 240l bins being stolen by householders unhappy with smaller 140l bins - could cause delivery charge issues.</p>	<p>Not environmentally sound to implement Citywide in one programme but old bins can be recycled to reduce environmental impact.</p> <p>Gradual replacement through natural wastage will reduce environmental impact.</p>



Table 3.1 continued Potential Options that will Improve Reuse/Recycling/Composting Rates

Ref	Option	Description/ Outline	Potential Impact on Recycling Rate (%)	Order of Cost/ Income/ Saving (£)	Complexity of Delivery	Impact on Customer	Impact on Carbon Footprint/ Environment
4	Increased Education/ Awareness Raising Campaigns	<p>Increased education/awareness raising campaigns and/or door stepping, targeting 'hard- to-reach' groups, i.e. students, transient populations, literacy, and language barriers.</p> <p>Reassign a core of street services staff duties to target increased participation, minimise contamination of recycling bins/bags, and the misuse of bins/bags.</p> <p>Important to ensure that every resident has a recycling receptacle and is using them.</p>	<p>~0.2%</p> <p>(Circa 1.8% increase in participation equates to ~268 tpa)</p> <p>Based on actual 2013/14 waste arisings/households and the outcome of the campaign in 2007/8.</p>	<p>Initially staff released from other duties.</p> <p>Potential cost of training.</p>	<p>Will require additional waste and recycling policies and procedures.</p>	<p>Better understanding of waste and recycling scheme enabling improved access and participation.</p>	<p>Reduced environmental impact from increase in recyclate recovery and reduced waste.</p>
5	Enforcement of Collection Policies	<p>Enforcement of collection policies, i.e. no side waste, closed lid to improve street cleanliness via reduced fly tipping, littering, improved service use and efficiency.</p> <p>Back-up education with increased enforcement action through the issuing of fixed penalty notices/prosecutions.</p>	<p>Unknown</p> <p>Difficult to quantify</p>	<p>Difficult to ascertain but costs of additional staff likely to be balanced by reduced costs associated with fly tipping, littering, recycling contamination.</p>	<p>Require additional staff, including PACE trained, to enable enforcement procedures.</p> <p>Inadequate legislation to fully back up enforcement.</p>	<p>Potential PR issues and other problems from lack of co-operation as some residents may object.</p>	<p>Potential benefits from reduced fly tipping, littering and increased recyclate.</p>



Table 3.1 continued Potential Options that will Improve Reuse/Recycling/Composting Rates

Ref	Option	Description/ Outline	Potential Impact on Recycling Rate (%)	Order of Cost/ Income/ Saving (£)	Complexity of Delivery	Impact on Customer	Impact on Carbon Footprint/ Environment
6	Target Additional Recycling Commodities and Working with Third Party Sector	<p>Target additional recycling commodities via the kerbside dry recyclate collection.</p> <p>Work with third party sector - possibility to collect textiles, small Waste Electronic and Electrical Equipment, batteries.</p>	<p>Up to ~2.5% (i.e. from Tetra Paks (~0.5%) and plastic film (~2.0%) combined).</p> <p>Textiles (potentially ~4%) although presently not viable to collect at the kerbside in that it is difficult to keep items clean and suitable for resale/reuse but options to increase collection via bring banks (see Option 6 below).</p> <p>Percentages indicate the total likely available based on 2007 compositional analysis.</p>	<p>Feasible to extract Tetra Paks and some types of plastic film via new MRF but at a Cost – e.g. likely to require re-negotiation of the MRF contract.</p>	<p>Change to communication campaign.</p> <p>Change to MRF contract terms and conditions.</p> <p>Working with 3rd sector requires further work</p>	<p>Tetra Pak and plastic bag recycling collection is likely to be popular with residents.</p> <p>Many households already receive good doorstep textile collection opportunity via charities.</p>	<p>Reduced environmental impact from increase in recyclate recovery and reduced residual waste – textiles high carbon impact</p>
7	Bring/ Recycling Banks	<p>Review and refurbish current bring bank provision.</p> <p>Explore options to extend the range of materials collected at individual sites – i.e. potential to increase textile collection via bring banks has been identified.</p>	<p>0% - 0.25%</p> <p>Possible small gains from hollow vessels; i.e. cans, plastic bottles, glass bottles, and jars.</p> <p>Also improved glass bottle colour segregation making glass suitable for re-melt rather than recovery.</p> <p>~0.5 - 1% increased textile collection.</p>	<p>Costs circa £70K to refurbish/ improve bring bank facilities.</p> <p>Potential option being explored via working with the third party sector to obtain a small income from textiles.</p> <p>Good quality textiles have high market value at present.</p>	<p>Rotation of skips to ensure service provision to all sites is covered during the refurbishment programme.</p> <p>Officers are currently working with a third party sector organisation(s) to examine ways of working co-operatively to provide further textile collection facilities.</p>	<p>New and refreshed signage will encourage participation and effective usage – better quality recyclate (i.e. easier to sort glass into separate colours).</p> <p>Reduce negative aesthetic impact on the local environment.</p>	<p>Difficult to ascertain impact – likely minimal gain from changes to current bring bank system due to impact of changes in packaging, consumerism, and glass collection at the kerbside (has produced 20% diversion of glass from bottle banks).</p> <p>Likely gains from improved textile collection.</p>



Table 3.1 continued Potential Options that will Improve Reuse/Recycling/Composting Rates

Ref	Option	Description/ Outline	Potential Impact on Recycling Rate (%)	Order of Cost/ Income/ Saving (£)	Complexity of Delivery	Impact on Customer	Impact on Carbon Footprint/ Environment
8	Recycling on the Go	<p>Providing on-street recycling facilities in City Centre, Barbican, and other popular attractions and high footfall areas.</p> <p>Fits with aspirations to be a leading City in Europe – all major cities in the UK and Europe have on-street recycling facilities, albeit for a limited range of materials but at least for cans and plastic bottles.</p> <p>When Waste Services hold road shows, especially in the City Centre and at the University, they are always asked why the Council does not provide such facilities.</p>	<p>At most 1% (i.e. circa 223 tpa from City Centre, Barbican, Hoe based on 60% diversion (Westminster Trial))</p>	<p>Cost £k needs quantifying (purchase of bins)</p>	<p>Provision of additional recycling facilities (i.e. bins) in the City Centre, Barbican, and other popular attractions and high footfall areas.</p> <p>Integrate management of these additional recycling facilities with existing collection infrastructure, i.e. may require separate collection.</p> <p>Need to ensure scheme is sustainable – a trial is recommended.</p> <p>Likely contamination issues may need agreement if recyclate going to new MRF contract.</p>	<p>Although the percentage increase is only 1% at most, the key potential benefits of 'recycling on the go' are much wider:</p> <p>Raised public awareness of recycling leading to changes in behaviour and attitude to waste;</p> <p>Stimulate and enable changes to way of life – so there is a knock-on effect – research shows more opportunities to recycle stimulates people to recycle more;</p> <p>Demonstrates the City's, and moreover the Council's, commitment to recycling and the environment;</p> <p>It is good waste management practice and pushes more material up the waste hierarchy, thus assisting the Council in meeting its legal obligations;</p> <p>Reinforcement of Civic Pride provided correct and attractive bins with City logo are installed.</p>	<p>Increased recyclate reduced residual waste.</p>
9	Recycling across all Council premises and buildings	<p>Offer recycling in all municipal buildings including libraries.</p>	<p>Difficulties establishing data</p>	<p>-</p>	<p>Project needs further work</p>	<p>Good PR with public and can be used to influence businesses.</p>	<p>Increased recyclate and reduced residual waste.</p>



Table 3.1 continued Potential Options that will Improve Reuse/Recycling/Composting Rates

Ref	Option	Description/ Outline	Potential Impact on Recycling Rate (%)	Order of Cost/ Income/ Saving (£)	Complexity of Delivery	Impact on Customer	Impact on Carbon Footprint/ Environment
10	Overhaul/ improve recycling facilities to high-rise properties and HMSOs.	Overhaul/ improve recycling facilities to high-rise properties and HMSOs to address poor quality and low level recyclate yields due to absence and/or misuse of recycling facilities. Redesign/improve bin storage facilities, raise promotions and service improvements to recycling in high-rise flats. Includes changes in collection procedures, i.e. lockable lids which crews must access using keys to reduce misuse of bins.	~0.5 - 1% increase	Cost ~£1k per block for bin modifications such as locks and slotted lids. Changes to bin storage facilities high cost but potential to work with housing associations/ landlords to meet/share costs.	Further exploration required. Ensuring crews service the locked bins correctly. Maybe onerous to gain support, particularly funding from housing associations/ landlords.	Gives many occupants the opportunity to recycle as many flats do not currently have recycling facilities. Facilitates effective participation in that many communal recycling bins are poorly marked and misused.	Reduced environmental impact from increase in recyclate recovery and reduced contamination and reduced waste.
11	Embed Recycling Provision for all new Buildings and Developments	Ensure recycling provision is incorporated in all new buildings and developments using planning policies as appropriate.	+	None to PCC Costs will be borne by the developer.	Changes to planning policy.	Will provide access to recycling facilities to all new properties which is not the case at present.	Reduced environmental impact from increase in recyclate recovery and reduced residual waste.



Table 3.1 continued Potential Options that will Improve Reuse/Recycling/Composting Rates

Ref	Option	Description/ Outline	Potential Impact on Recycling Rate (%)	Order of Cost/ Income/ Saving (£)	Complexity of Delivery	Impact on Customer	Impact on Carbon Footprint/ Environment
12	Capture re-use tonnages from charity shops, furniture reuse schemes, etc. Paint reuse/ recycling Resale outlets from HWRC	Work with charity shops and reuse schemes to capture their re-use tonnages (have to engage with the charities and resource to incentivise charities to partake). Officers currently exploring paint reuse project with third party sector organisation.	Potential to capture estimated ~2% but difficult to obtain data from many charities as no incentive/obligation for them to provide this data.	Cost approx. £15k/annum - working with third part sector to minimise staff costs. Reusing HWRC paint would save PCC disposal costs	Efforts to work with charities have found data difficult to obtain and maintaining links with charities needs resourcing. Resale outlet at Weston Mill HWRC not feasible (due to site size) but is possible at Chelson Meadow.	Potential to obtain paint at very low price Community repaint schemes could enhance local environment while encouraging people to become involved in a local community activity thus improving relationships. Resale on site could be popular with residents.	Paint reuse will have significant environmental benefit as it is hazardous waste and has to be disposed of accordingly.
13	Incentive schemes	Reward/ incentivise residents to recycle, e.g. offer vouchers for shopping points or financial donation to charity.	0.25% - ~3% Difficult to ascertain – national research inconclusive and suggests could be zero impact as many residents will already be recycling and incentives need to be the right motivator to stimulate change in recycling behaviour of non-recyclers. Evidence suggests more likely to stimulate those already participating to recycle more than stimulate complete change in behaviour.	Cost varies according to scheme. For example: 'Local Green Points' quote circa £280k to set up individual award recycling scheme. Annual running costs £335k.	Citywide scheme could be costly and difficult to implement and sustain long term. Scheme needs to be set up carefully to ensure effective participation and that the potential of residents recycling non target items or contaminating recycle to gain more rewards is limited.	Financial benefit from recycling likely to be popular with many residents provided the reward system is easy to use and the benefit deemed of worth. Recommend trial to identify likely impacts.	Difficult to determine may not be any additional recycle or improved quality yield.



Table 3.1 continued Potential Options that will Improve Reuse/Recycling/Composting Rates

Ref	Option	Description/ Outline	Potential Impact on Recycling Rate (%)	Order of Cost/ Income/ Saving (£)	Complexity of Delivery	Impact on Customer	Impact on Carbon Footprint/ Environment
14	Additional HWRC materials to be recycled	Mattresses (233 tonnes collected in 2009/10 trial) Carpet	~ 0.2% mattresses Carpets – unable to quantify	Cost Circa £250/tonne for mattresses Carpet market not verified.	High cost and lack of sustainable market. Carpet recycling market is in its infancy therefore it is difficult to establish the types of material suitable to recycle.	None Sorted by HWRC operatives	Difficult to ascertain but likely to reduce environmental footprint from recycle recovery and reduced residual waste.
15	Alternate Weekly Collection	Kerbside recycling collection (green bin) is collected one week, residual waste (brown bin) the next.	Circa 5 - 9% Based on PCC residual waste analysis 2007 as we; as national research (WRAP) which has found up to 9% increase.	Saving ~450k (Saving in reduced RCV numbers + crews. Reduced disposal costs but costs to change communication campaign. Potential increased fly tipping)	Significant change to service which will need effective communication. Additional measures will need to be in place to cover material that will be diverted to the HWRCs/ potential fly tipping. PCC currently tied in to providing weekly residual waste collection until end of 2017 due to MRF DCLG funding - or required to pay back £4million.	Significant change in service provision - may not be popular with residents who dislike having biodegradable wastes hanging around for a fortnight - concerns over flies, unpleasant odours, and vermin.	Reduced carbon footprint for the additional collection rounds. Circa 28 tonnes CO ₂ e/annum saving
16	MRF Shift Patterns	Increase the shift patterns at the Chelson Meadow MRF thereby enabling greater throughput at the facility	+ Although difficult to quantify in that it would depend on the shift patterns to be implemented	Cost of additional staff time	Changes to extant planning permission for the MRF may be required.	Creation of additional recycling capacity within the City.	Increased recycle and reduced residual waste.



Table 3.1 continued Potential Options that will Improve Reuse/Recycling/Composting Rates

Ref	Option	Description/ Outline	Potential Impact on Recycling Rate (%)	Order of Cost/ Income/ Saving (£)	Complexity of Delivery	Impact on Customer	Impact on Carbon Footprint/ Environment
17	Disposal Nappy Recycling	Easily targeted waste stream, i.e. most households using disposal nappies are likely to already dispose of nappies separately before putting in with general waste bin.	+ Difficult to quantify	Cost of additional collection/service and promotion thereof.	New service to set up and promote.	Enhanced collection service.	Difficult to ascertain but likely to reduce environmental footprint from recycle recovery and reduced residual waste.
18	Charging for Garden Waste Kerbside Collection Service	Replacing the 'free' garden waste seasonal service with a charged service and the provision of wheeled bins instead of reusable bags, possibly as an all year round service.	Fall of circa 3% Based on typical participation rate of similar authorities providing a charged service and 10-15% participation rate	Cost of changes to service provision need to be offset against potential income.	The service would not be equitable as many residents do not use the service, i.e. have no garden, home compost, an estimated 55% of residents participate.	Change in service would have no impact on residents that currently do not participate in kerbside collection service.	Could increase carbon footprint if high number of residents choose to transport garden waste to HWRCs individually, i.e. collective carbon footprint would be higher than provision of free kerbside collection service.
19	Increased Commercial Waste Activities	Increased trade waste activities but need to ensure recycling services is conversely competitive to prevent residual commercial waste rising significantly in comparison to recycling which will reduce Council's municipal recycling rate.	Potential negative impact e.g. In 2013/14 increased residual waste arisings led to a decrease of 0.9% in municipal recycling rate.	Cost of changes to service provision need to be offset against potential income.	Careful balance needs to be made between drive to increase trade waste customers and proportional endeavours to obtain recycling custom to ensure recycling rate is not undermined.		Difficult to ascertain but likely to reduce environmental footprint from recycle recovery and reduced residual waste.

3.3 Achieving Higher Recycling Levels

To be able to achieve higher recycling levels (including reuse and composting) than the forecast of 40%, a combination of the outlined reuse and recycling options outlined in Table 3.1 would need to be implemented. Furthermore, a distinction needs to be made between, on the one hand what needs to be done to create waste management capacity to handle the amount (i.e. tonnage) of (additional) recycling, and on the other hand, what would need to be done to generate the amount of recycling, such as food waste collections, smaller bins etc.

As set out in the table, many of the options outlined would seemingly only make small increases towards higher recycling rates and their associated costs vary or could potentially be shared with other sectors and/or organisations for example through partnership working. As such, many more of these options would be required in combination to achieve higher recycling rates. Nevertheless, the wider benefits of implementing some of these options may outweigh the smaller increase in recycling rate (e.g. recycling on the go).

Those options which would achieve the more substantial increases in the recycling rate are potentially also the more costly particularly in terms of their logistical requirements, notably the consideration of food waste collections and alternate weekly waste collections which could potentially achieve increases in the recycling rate of 10% and 5-9% respectively.

4. Conclusions

Should Plymouth City Council seek to adopt a **maximising waste as a resource** solution, clear choices will need to be made as to which combination of the options outlined in this paper will need to be implemented to achieve a reuse, recycling, and composting rate of at least 60% by 2031. Each option and the combination of those options will have clear political and financial implications.



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**Place and Corporate Overview and
Scrutiny Committee
Urgent Key Executive Decision**



Contract Award

Decision Maker – Councillor

Decision to be taken –

- To award two contracts for the period 1 September 2016 to 30 September 2017, with an option to extend for up to 3 years, to the provider named in the Part II report, for the value stated in the Part II report:
- Contract no: PEO/I6090: for the period 1 September 2016 – 30 September 2017, with option to extend for up to 3 years;
- Contract no: PEO/I6091: for the period 1 September 2016 – 30 September 2017, with option to extend for up to 3 years.

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**Wellbeing Overview and Scrutiny Committee and Place and
Corporate Overview and Scrutiny Committee
Tracking Resolutions – 2016 - 2017**



	Resolution	Target date, Officer responsible and Progress
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Wellbeing Overview and Scrutiny Committee			
20.07.16 Plymouth City Council Corporate Plan Minute 4	The Committee noted the report and <u>agreed</u> the following recommendations; 1. the Welcoming City Action Plan will be available for scrutiny. 2. Scrutiny members would take an active role in the consultation on budget setting priorities.	Date:	September 2016
		Officer:	Kristin Barnes (Democratic Support Officer)
		Progress:	Relevant officers have been advised. The Welcoming City Plan is scheduled to come before the Wellbeing Overview and Scrutiny Committee on 21 September 2016 - Complete

20.07.16 Success Regime and Sustainable Transformation Plan Minute 5	The Committee <u>agreed</u> to – 1. support the strategic direction of the Sustainable Transformation Plan. However, it should not impact on the programme of change in Plymouth and Health and Care Organisations in Devon should be encouraged and supported to keep pace with the shift to new models of care. 2. delegate to small working group to monitor progress of the Sustainable Transformation Plan and bring back to the committee proposals which have a significant impact and/or risk to services and people in Plymouth. 3. report on progress against opportunities for accelerated implementation of service delivery and quality improvement as part of the integrated fund monitoring report.	Date:	March 2015
		Officer:	Ross Jago (Lead Officer)
		Progress:	Chair and Vice Chair have met with scrutiny colleagues from across the Devon area. New models of care are being consulted upon throughout the Devon area. Minute 5 (1) will be dealt with through standing item on the Integrated Fund Monitoring Report.

20.07.16 Integrated Commissioning Action Plans Minute 6	The Committee <u>agreed</u> to – <ol style="list-style-type: none"> 1. review the action plan aim “<i>Deliver and integrated education, health and care offer: ensure the delivery of integrated assessment and care planning</i>” at the next meeting of the committee. 2. request that the integrated commissioning scorecard will made available as a standing agenda item. 3. establish a Select Committee review on the Urgent Care System. 	Date:	March 2016
		Officer:	Kristin Barnes (Democratic Advisor)
		Progress:	<ol style="list-style-type: none"> 1. the action plan aim “<i>Deliver and integrated education, health and care offer: ensure the delivery of integrated assessment and care planning</i>” will be considered at the meeting of 21 September. 2. Integrated Commissioning Scorecard has been added as a standing item on the agenda. 3. a Select Committee Review into Urgent care is in the process of being set up

20.07.16 Medium Term Financial Strategy Minute 7	The Committee agreed that - 1. Improvements were required to the MTFS to make visible how risks and opportunities were being identified through scenario planning and to make the management of risk more explicit. 2. The corporate strategic risk register should be emailed to members as soon as possible 3. Mitigation plans for the “overheating” in Adult and Children’s Social Care as to be made available as part of the Integrated Fund Monitoring Report.	Date:	September 2016
		Officer:	Andrew Hardingham / Carole Burgoyne
		Progress:	7 (1) Officers have been tasked with highlighting levels of risk within the Medium Term Financial Strategy. This will be considered at the 22 nd September 2016 consideration of the MTFS. (2) The corporate risk register has been emailed to members. If members require further updates this can be arranged as officer briefings or as a work programme item. (3) The Integrated fund monitoring report will be subject of scrutiny on the 21 st January.

Place and Corporate Overview and Scrutiny Committee

27.07.2016 Plymouth City	The committee <u>agreed</u> that – 1. It should be explicit within the Corporate Plan that the	Date:	August 2016
		Officer:	Ross Jago (Lead Officer)

<p>Council's Draft Corporate Plan 2016-19</p> <p>Minute 4.</p>	<p>move to increased digital accessibility is based on an approach of digital be preference;</p> <ol style="list-style-type: none"> 2. A focus on fly-tipping should be added to the priority activity on littering; 3. The Corporate Plan Performance Framework is made available as a standing item on the committee; 4. Net yield and occupancy rates from the Council's Commercial Estate and information on stalled sites will be monitored by the committee through the most appropriate mechanism; 5. A report on the UK's withdrawal from the European Union and the Impact on and response by the City Council to be provided to the committee at a future meeting. 	<p>Progress:</p>	<p>Information has been fed back to officers for inclusion into the Corporate Plan where appropriate. The Corporate Plan will be considered at full Council on the 19 September 2016.</p>
<p>27.07.2016</p> <p>Medium Term Financial Strategy</p> <p>Minute 5.</p>	<p>The committee <u>agreed</u> that –</p> <ol style="list-style-type: none"> 1. A Select Committee Review will be held in early September 2016 on the Plan for Waste; 2. A joint Select Committee Review will be held, at the most appropriate time, to enable pre-decision scrutiny of the budget, efficiency proposals, the next iteration of the Medium Term Financial Strategy, consultation feedback on the proposals and the findings from the Select Committee Review on waste, prior to decisions being taken by Cabinet and Council. 	<p>Date:</p>	<p>August/September 2016</p>
		<p>Officer:</p>	<p>Ross Jago (Lead Officer) and Helen Wright (Democratic Advisor)</p>
		<p>Progress:</p>	<ul style="list-style-type: none"> • the Select Committee Review on the Plan for Waste was held on 31 August 2016. Recommendations will be submitted to the Select Committee Review on the Medium Term Financial Strategy on 22 September 2016. • a Joint Select Committee Review on the Medium Term Financial Strategy has been arranged for 22 September 2016.

27.07.2016 Plymouth Plan/Local Joint Plan Minute 6.	The committee <u>agreed</u> that the Lead Officer, in consultation with the Chair and Vice Chair will prepare a consultation response on behalf of the committee.	Date:	August/September 2016
		Officer:	Ross Jago (Lead Officer)
		Progress:	There were no further comments from Members of the committee therefore a response was not made. Minutes supporting discussion at the meeting will be forwarded to the Plymouth Plan team.

PLACE AND CORPORATE OVERVIEW SCRUTINY COMMITTEE

Work Programme 2016-2017



PLYMOUTH
CITY COUNCIL

Please note that the work programme is a 'live' document and subject to change at short notice. The information in this work programme is intended to be of strategic relevance.

For general enquiries relating to the Council's Scrutiny function, including this committee's work programme, please contact Helen Wright, Democratic Support Officer, on 01752 304022.

Date of meeting	Agenda item	Prioritisation Score	Reason for consideration	Responsible Officer
27 July 2016	Plymouth City Council Corporate Plan			
	Corporate Finance Monitoring Report		Standing Item	
	Plymouth Plan Part 2			
5 October 2016	Corporate Finance Monitoring Report		Standing Item	
	Quality Hotel			
	History Centre			
	Plan for Waste			
	Corporate Plan Performance Framework		Standing item	
7 December 2016	Corporate Finance Monitoring Report		Standing Item	
	Corporate Plan Monitoring Report		Standing item	
	Child Poverty Action Plan			
	<i>Community Item (if Forthcoming)</i>			
	Corporate Plan Performance Framework		Standing Item	
	<i>Community Item (if forthcoming)</i>			
11 January 2017 (Budget)				
1 March 2017	Corporate Finance Monitoring Report		Standing Item	
	Corporate Plan Monitoring Report		Standing Item	
	Corporate Plan Performance Framework		Standing Item	

Date of meeting	Agenda item	Prioritisation Score	Reason for consideration	Responsible Officer
	<i>Community Item (if forthcoming)</i>			
19 April 2017	Corporate Finance Monitoring Report		Standing Item	
	Corporate Plan Performance Framework		Standing Item	
	Corporate Plan Monitoring Report		Standing Item	
	<i>Community Item (if forthcoming)</i>			
Items to be scheduled				
	Mayflower 400			
	Waterfront BID			
	Council Commercial Estate Monitor Net Yield and Occupancy and Monitor Stalled Development Sites			
	Impact on the UK leaving the European Union			
Select Committee Reviews				
31 August 2016	Plan for Waste			
Joint Select Committee Reviews				
22 September 2016	Budget and Policy Decisions			
November 2016	Council Tax Support Scheme			

SCRUTINY PRIORITISATION TOOL

Test		Yes (=1)	Evidence
Public Interest	Is it an issue of concern to partners, stakeholders and/or the community?		
Ability	Could Scrutiny have an influence?		
Performance	Is this an area of underperformance?		
Extent	Does the topic affect people living, working or studying in more than one electoral ward of Plymouth?		
Replication	Will this be the only opportunity for public scrutiny?		
	Is the topic due planned to be the subject of an Executive Decision?		
	Total:		High/Medium/Low

Priority	Score
High	5-6
Medium	3-4
Low	1-2

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