

Phil Norrey  
Chief Executive

To: The Chair and Members of the  
Corporate Infrastructure and  
Regulatory Services Scrutiny  
Committee

County Hall  
Topsham Road  
Exeter  
Devon  
EX2 4QD

(See below)

Your ref :  
Our ref :

Date : 20 November 2017  
Please ask for : Wendy Simpson 01392 384383

Email: [wendy.simpson@devon.gov.uk](mailto:wendy.simpson@devon.gov.uk)

**CORPORATE INFRASTRUCTURE AND REGULATORY SERVICES SCRUTINY  
COMMITTEE**

Tuesday, 28th November, 2017

A meeting of the Corporate Infrastructure and Regulatory Services Scrutiny Committee is to be held on the above date at 2.15 pm at Committee Suite - County Hall to consider the following matters.

P NORREY  
Chief Executive

**A G E N D A**

**PART I - OPEN COMMITTEE**

- 1 Apologies
- 2 Minutes  
Minutes of the meeting held on 26 September 2017 (previously circulated).
- 3 Items Requiring Urgent Attention  
Items which in the opinion of the Chairman should be considered at the meeting as matters of urgency.
- 4 Public Participation  
Members of the public may make representations/presentations on any substantive matter listed in the published agenda for this meeting, as set out hereunder, relating to a specific matter or an examination of services or facilities provided or to be provided.

**MATTERS FOR CONSIDERATION OR REVIEW**

- 5 Flood Risk Management (Pages 1 - 14)  
Report of the Head of Planning, Transportation and Environment (PTE/17/63), attached. Representatives will be in attendance from the Environment Agency and Mid Devon District Council.

- 6        Budget and Delivery of Services - In-year briefing (Pages 15 - 26)  
         (a) Report of the Chief Officer for Highways, Infrastructure Development and Waste (HIW/17/91), attached;  
  
         (b) Report of the Chief Officer for Communities, Public Health, Environment and Prosperity, attached.  
  
         (c) Verbal report of the Chief Executive.
- 7        Broadband and Mobile Phone Connectivity Task Group Update (Pages 27 - 32)  
         Report of the Task Group (CSO/17/32), attached.
- 8        Heart of the South West Joint Committee and Draft Productivity Strategy (Pages 33 - 38)  
         Report of the Head of Economy, Enterprise and Skills (EES/17/5), attached.
- 9        Communities Strategy (Pages 39 - 58)  
         Report of the Chief Officer for Communities, Public Health, Environment and Prosperity, attached.
- 10       Treasury Management - Mid Year Report (Pages 59 - 64)  
         Report of the County Treasurer (CT/17/103), attached.
- 11       Eclipse  
         Verbal report of the Chief Officer for Children's Services and the Head of Digital Transformation and Business Support.
- 12       Local Policing - Spotlight Review (Pages 65 - 78)  
         Report of the Spotlight Review, attached.
- 13       Clear Channel Contract Update (Pages 79 - 82)  
         Report of the Member Investigation (CS/17/33), attached.

#### **MATTERS FOR INFORMATION**

- 14       Scrutiny Work Programme  
         In accordance with previous practice, Scrutiny Committees are requested to review the list of forthcoming business and determine which items are to be included in the Work Programme.  
  
         The Committee may also wish to review the content of the Cabinet Forward Plan to see if there are any specific items therein it might wish to explore further.  
  
         The Scrutiny Work Programme and Cabinet Forward Plan can be found at:  
         <http://democracy.devon.gov.uk/mgPlansHome.aspx?bcr=1>

#### **PART II - ITEMS WHICH MAY BE TAKEN IN THE ABSENCE OF PRESS AND PUBLIC ON THE GROUNDS THAT EXEMPT INFORMATION MAY BE DISCLOSED** Nil

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### Membership

Councillors A Dewhirst (Chair), P Colthorpe (Vice-Chair), M Asvachin, Y Atkinson, K Ball, R Bloxham, J Hook, J Brook, C Chugg, P Crabb, A Eastman, R Edgell, I Hall, A Saywell, M Shaw and C Slade

### Declaration of Interests

Members are reminded that they must declare any interest they may have in any item to be considered at this meeting, prior to any discussion taking place on that item.

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Scrutiny Committees set aside 15 minutes at the beginning of each meeting to allow anyone who has registered to speak on any such item. Speakers are normally allowed 3 minutes each.

Anyone wishing to speak is requested to register in writing to the Clerk of the Committee (details above) by the deadline, outlined in the Council's Public Participation Scheme <https://new.devon.gov.uk/democracy/committee-meetings/scrutiny-committees/>, indicating which item they wish to speak on and giving a brief outline of the issues/ points they wish to make.

Alternatively, any Member of the public may at any time submit their views on any matter to be considered by a Scrutiny Committee at a meeting or included in its work Programme direct to the Chair or Members of that Committee or via the Democratic Services & Scrutiny Secretariat ([committee@devon.gov.uk](mailto:committee@devon.gov.uk)). Members of the public may also suggest topics (see: <https://new.devon.gov.uk/democracy/committee-meetings/scrutiny-committees/scrutiny-work-programme/>

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## **The Role of Risk Management Authorities in Delivering Flood Risk Management**

Report of the Head of Planning, Transportation and Environment

### **1. Summary**

The aim of this report is to advise the Committee on the progress being made by Devon Risk Management Authorities (RMAs)\* in their delivery of flood risk management functions. Initially, an update is provided on the Devon County Council (DCC) role as Lead Local Flood Authority and the measures that it is taking to reduce the risk of flooding to properties in Devon. Thereafter, the report outlines the results of a recent questionnaire, circulated to all Devon RMAs on behalf of the Scrutiny Committee Chairman. This focusses on the resources available within each RMA and how they are operating collaboratively, in accordance with the Local Flood Risk Management Strategy, to make Devon more resilient to flooding.

\* Risk Management Authorities, as defined in the Flood and Water Management Act 2010:

- Environment Agency
- Lead Local Flood Authority (DCC - Flood & Coastal Risk Management Team)
- Water Company (South West Water)
- Highway Authorities (DCC Highways and Highways England)
- District Councils (East Devon, Exeter, Mid Devon, North Devon, South Hams, Teignbridge, Torridge and West Devon Borough Council)
- Internal Drainage Board (Braunton).

### **2. DCC Statutory Responsibilities as Lead Local Flood Authority (LLFA)**

#### **2.1 Local Flood Risk Management Strategy**

The 'Local Strategy' was published in June 2014 and is used to advise on the roles and responsibilities of all Devon RMAs and how they should work collaboratively to reduce the risk of flooding from all sources. The document also details how investment is prioritised and this is linked with an annual DCC Action Plan, setting out where attention is to be focused and how funding is to be allocated.

A half yearly newsletter is produced each spring and autumn to update all of the key stakeholders, including District, Parish and Town Councils, elected members and key partners, of the works being progressed by DCC in its LLFA role. This, together with the Strategy and Action Plan, can be found on the DCC website at <https://new.devon.gov.uk/floodriskmanagement/local-flood-risk-management-strategy/>

#### **2.2 Preliminary Flood Risk Assessment (PFRA)**

The Devon PRFA, first published by DCC in May 2011, addressed the level of flood risk across Devon from surface water, ordinary watercourses and groundwater; this was due for review after 6 years. This process was completed using the template forms provided by the Environment Agency and submitted prior to the June 2017 deadline. Due to the knowledge gained through our detailed programme of Surface Water Management Plans and Drainage Assessments, together with the experience of flood events across Devon in recent years, the review process did not identify any significant flood risk areas that we were previously

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unaware of. The Exeter area, however, has been designated as a new 'Flood Risk Area', based on a revised threshold set for number of properties at risk. What this actually means for reporting purposes has not yet been confirmed but, with the level of assessment already carried out for the Exeter Surface Water Management Plan and the investment by the Environment Agency for the River Exe, this is unlikely to generate any significant further investigations.

## **2.3 Flood Investigations**

Since the previous report to the former Place Scrutiny Committee, we have only needed to compile one Section 19 Flood Investigation Report; this related to Storm Angus on 19<sup>th</sup> – 20<sup>th</sup> November 2016. This event caused flooding to a reported 93 properties, with the main areas affected being in North and East Devon. A copy of the published report can be found on the DCC website at <https://new.devon.gov.uk/floodriskmanagement/flood-investigations-reports-and-studies/>

## **2.4 Asset Register**

In consultation with the other RMAs, we have gathered information relating to flood risk assets in the required form of an 'Asset Register', which has been compiled using a Geographical Information System (GIS). This is available to view online using our comprehensive DCC environment mapping facility. The list is not exhaustive as we only highlight third party assets that may have an influence on flood risk and do not duplicate comprehensive lists held by other RMAs as asset owners.

The online Asset Register can be found on the DCC website at:  
<https://new.devon.gov.uk/floodriskmanagement/asset-register/>

## **2.5 Statutory Consultee for Surface Water Management on new Major Development**

Since taking over the responsibility, in April 2015, for advising on the suitability of surface water management proposals for new major development applications, the DCC Flood & Coastal Risk Management Team has reviewed and responded to over 1700 planning applications, as well as responding to many informal requests from developers, consultants and members of the public. This is almost double the number expected based on our initial discussions with the Local Planning Authorities prior to taking over the role.

As well as these statutory consultations on 'major development', we are also often approached by District Councils and Dartmoor National Park to provide advice on 'minor' applications, as some authorities lack the technical resource internally. However, neither is DCC resourced to provide such non-statutory input, meaning that to such requests have to be considered in line with current workload and priorities.

## **2.6 Land Drainage Consents**

Any works that are proposed on an 'Ordinary Watercourse' requires a Land Drainage Consent from DCC. On average we receive approximately 50 formal applications per year, which we review and consent where appropriate to do so. We also receive many requests for advice as to whether formal consent is required for some minor clearance and maintenance works, on which we advise accordingly.

## **3. DCC Role in Supporting Flood Prevention**

### **3.1 Flood Improvement Schemes**

Although not a statutory function, DCC is supporting a large number of flood prevention projects across Devon, in accordance with the Local Flood Risk Management Strategy and its associated annual Action Plan. These range from small investigations through to delivery of major capital flood improvement works. It will often take up to five years to progress such schemes, from initial investigations through to final delivery. The DCC programme has now reached a point of maturity, such that circa £4 million of capital flood improvements will be delivered through 2017 and 2018. These schemes will benefit from significant funding through Defra's Flood Defence Grant in Aid, the 'Local Levy' (administered by the South West Regional Flood and Coastal Committee - SWRFCC) and partnership contributions from other Risk Management Authorities, as well as DCC's own flood risk budgets.

High priority schemes are currently being delivered in Axminster, Modbury, Braunton, Ivybridge, Stokeinteignhead, Uplyme and Bideford. Collectively, these schemes will reduce the risk of flooding to approximately 380 properties; additional properties will benefit from the numerous smaller schemes being delivered through the Action Plan. Further details relating to these high priority schemes is provided in Appendix A of this report.

### **3.2 Community Resilience**

As part of the legacy of the Defra funded Pathfinder Project, which focused on providing resilience measures to communities to help them help themselves and to support others, the Devon Community Resilience Forum has been set up and is now well established. Its operations are supported jointly by DCC, Police, Fire Service, Environment Agency, Plymouth and Torbay Councils, District Councils and Devon Association of Local Councils and administered through Devon Communities Together. The aim of the Forum is to work with communities and individuals to harness local resources and expertise, to help plan how to prepare, respond and recover from events such as flooding.

DCC has also set up a 'Property Level Resilience Grant Scheme' to help individual property owners be better equipped with the tools and basic defence measures they need to be able to deal with flooding. The Scheme enables home owners to apply for a grant of up to £5,000 to purchase and install resilient measures to reduce the risk of flood water entering their property. Once the grant is approved a survey of the property will be carried out to identify the required resilience measures, then the recommendations will be considered and relevant products will be purchased. Any additional budget required over the grant allowance is topped up by the property owner to maximise the level of protection to be gained.

### **3.3 Natural Flood Management**

DCC is committed to the delivery of Natural Flood Management (NFM) initiatives and will continue to endorse such measures, either as stand-alone projects or as an integral element of relevant capital flood improvement schemes. It is recognised that NFM may take several years to provide the level of desired benefit and will need continued support from the landowners through their farm practices to achieve the desired outcome; however, the inclusion of such measures will enhance any hard engineered solution and help to maintain the intended standard of protection in the light of climate change.

A partnership approach with other RMAs and interested bodies, such as the North Devon Biosphere Reserve, Dartmoor National Park Authority, Devon Wildlife Trust and Westcountry Rivers Trust is essential for delivering NFM on the ground and has resulted in a number of pilot projects at Ottery St Mary, Ivybridge and Braunton.



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## 4. The Role of Other Risk Management Authorities and Collaborative Working

As reported to the Place Scrutiny Committee in 2016, there is a particular concern over the resources available at District Council level for the delivery of their flood risk management and land drainage functions. Given the financial pressures on all RMAs, there is a pressing need to review the opportunities for collaborative partnership working and sharing of resources. In order to better understand the current focus on flood risk management and the level of resource available to all RMAs, a brief questionnaire was compiled and circulated on behalf of this Scrutiny Committee. The responses provided by each of the RMAs have been reviewed and a simple outline of their available resources summarised below. A full collation of these responses has been compiled as a separate document, which is available on the DCC website at: <https://new.devon.gov.uk/floodriskmanagement/who-is-responsible-for-local-flood-risk-management/>

### 4.1 Resources

The table below outlines the resources available at each of the RMAs and the budgets provided for carrying out any activities relating to drainage and flood risk management. Whilst direct comparison between the reported figures must be undertaken with some caution, given difference in staff structures and roles and their associated budgets, it does illustrate very significant variation between RMAs and the low level of support available for individual or collaborative working with some of these. This does raise significant concern about the collective ability of RMAs to support a robust approach to flood prevention and resilience across Devon, particularly given that local contributions will often be required when drawing down external funding through the 'local levy' or national flood grant-in-aid.

Authority	No. of FTEs	Annual Revenue Budget	Annual Capital Budget
East Devon DC	3	£305,000	£1,494,000
Exeter CC	0.5	£75,000	NIL
Mid Devon DC	0.2	£25,000	£50,000
North Devon C	0.05	£1,100	NIL
South Hams DC and West Devon BC	4	unconfirmed	unconfirmed
Teignbridge DC	1.3	£125,000	NIL
Torridge DC	0.1	£1,500	NIL
DCC – LLFA	7 +1.5 temp	£1,190,000	£400,000 plus Defra funding and Local Levy
DCC – Highways	75 based on 15% of total resource	£4.35 million	£1.1 million
Environment Agency	FCRM=54 Operations=104 (Devon, Cornwall & Isles of Scilly)	£4.7 million	£21 million
South West Water	Asset Planning = 3.1 Operations = 0.5 plus support from 9	A capital budget of £3m is currently allocated by SWW to mitigate flood risk from hydraulic overload	
Highways England	2	£2.8m	£12.8m
Braunton Internal Drainage Board	NIL return (Annual Reports for IDB indicate circa £10,000 for income/expenditure)		



The number of FTEs shown above, according to the RMA responses, is unlikely to see much change in the foreseeable future. A concern was raised by Teignbridge District Council that they were struggling to fill their full time Drainage & Coastal Manager position; they have recently secured a replacement officer, but at the expense of DCC's own dedicated team. This does illustrate a general concern about the difficulty of recruiting suitably experienced and qualified staff, especially those with the required engineering skills relating to flood risk and drainage.

## **4.2 Use of Flood Risk Legislation and Collaborative Flood Improvements**

The legislation for Flood Risk Management was drawn together into the Flood and Water Management Act 2010, but the Land Drainage Act, Public Health Act, Highways Act, Water Resources Act and Water Industries Acts, amongst others, are also frequently used and provide powers to the different RMAs. The main issue of concern, however, is that most of the responsibilities, particularly for second tier local authorities, are in the form of powers, rather than duties, and are only used if the RMA elects to do so. The level of resource for such activities is, therefore, a reflection of the perceived need and political will of that authority. It is also worth noting that it is only these district and unitary authorities that have powers to carry out works on ordinary water courses; on this basis, DCC can only act in this manner when doing so on behalf of such authorities, requiring appropriate notification and agreement. It was due to these issues and limitations that the decision was taken to undertake a review of the current activities and resources of all RMAs for flood risk functions through a questionnaire survey in September / October this year.

The responses provided through this exercise highlight the disparity across Devon RMAs. Generally, those bodies with statutory obligations exceed the required, minimum level of service by proactively investigating, developing and implementing flood improvements, as well as offering advice and guidance to the public, businesses, other RMAs and third party organisations. It is clear, however, that the level of service provided by the eight second tier local authorities does vary significantly. Whilst all authorities indicate a willingness to cooperate through collaborative works with other RMAs, the level of input each provides is very much reflective of the available resources that they have elected to provide for this function. Regardless, the Devon Operational Drainage Group has been effective in providing a means for cooperation, sharing of information and collaborative working between all RMAs and is, generally, well attended by their representatives.

All RMAs are aware of the need to incorporate NFM measures, wherever possible, when considering flood improvements and efforts have been made to share best practice and case studies on those measures that are being implemented in Devon. Based on the responses of the questionnaire not all authorities are actively engaged in delivering NFM; however this is due to the low level of flood risk management activities being progressed and the resource available to that authority.

The picture is similar in relation to proactive planning of annual work programmes for drainage and flood risk. Some of the smaller District Councils with limited resources do not maintain an action plan and may only input to flood schemes delivered by others; others develop schemes in an *ad hoc* manner, progressing these through Defra's 6 year programme or the LLFA's Action plan, as and when they become a local concern and attain the necessary profile and priority. The upper tier RMAs, including the EA, SWW, Highways England and DCC as the LLFA and Highway Authority, routinely maintain an Action Plan detailing the investment programme that is to be progressed over the term of the plan; these deal with priorities established through past flooding or identified through relevant studies as being at high risk of future flooding.

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## **4.3 Surface Water Management for New Development**

In 2015 the government chose not to enact Schedule 3 of the Flood and Water Management Act, which would have meant DCC becoming the Sustainable Drainage (SuDS) Approval Body (SAB) to approve, adopt and maintain SuDS features from new development. Instead, it revised existing planning guidance and processes, such that the LLFA would be a statutory consultee to the Local Planning Authority (LPA) on surface water proposals for planning applications relating to 'major development'. Despite the very limited resource provided by Government to support this approach, this service is being delivered effectively and good working relationships have developed between DCC and (other) local planning authorities in limiting and managing the risk of flooding from surface water for such development.

One of the main concerns with this process is the review of all other planning applications, for which the LLFA has no specific responsibility. Unfortunately, many of District Councils lack the necessary resource, in-house expertise or established systems to adequately check the drainage implications for such minor development. Neither is DCC resourced to provide such input on a routine basis, even though it faces an increasing number of requests for such support. Such limitations are evident in the responses to the questionnaire and represent a significant issue which requires further attention.

## **4.4 Incident response**

All of the RMAs provide some form of out-of-hours service, usually through a standby system. These systems are intended to contribute to a coordinated multi-agency approach in response to emergencies, such as flooding, in line with Local Resilience Forum plans and procedures. Past experience suggests that these arrangements work well for major storm and flood events, but there can be significant resource challenges, particularly where such events take place during public holidays such as Christmas.

The questionnaire response was positive in relation to the provision of resource to carry out site reconnaissance during or immediately following a flood incident. This process is essential to the multi-agency response, the subsequent flood investigation and the prioritisation and design of future works. Given staffing limitations, it is recognised that priorities may need to be changed at short notice to gather this essential information. There is also a need for better joint planning of such work and improved systems for reporting.

The provision of sandbags is ad-hoc across the authorities with many not offering this service and those that do are considering ceasing this non-statutory function. There is a growing reliance on community self-help in this regard, with advice and practical support now available through the Devon Community Resilience Forum.

## **5. Consultations/Representations/Technical Data**

The information detailed in Section 4 of this report was gathered through a questionnaire survey issued to all Devon RMAs during September / October 2017. The full results are presented on the DCC web site at: <https://new.devon.gov.uk/floodriskmanagement/who-is-responsible-for-local-flood-risk-management/> .

## **6. Financial Considerations**

Funding for flood risk management activities is available through various local and national sources. The larger capital works are generally funded through Defra's Flood Defence Grant in Aid (a 6-year national funding programme); however, this usually has a requirement for local partnership contributions, often derived from the 'Local Levy, DCC's flood risk and highway drainage budgets, contributions from other RMAs and, where relevant, from

individual businesses or individuals who benefit from such schemes. More minor schemes are usually be funded by the relevant RMA, or supported through these other local sources. Other flood risk management and drainage activities are funded by the revenue budgets held by relevant RMAs, some of which derive, partially, from central government funding.

This report addresses the resources devoted to flood management and drainage by Devon RMAs, highlights some of their limitations and their variability across the county. Although not making any specific recommendations on future resources, it does highlight the desirability of increased cooperation and collaboration between RMAs.

## **7. Sustainability and Equality Considerations**

There are no specific sustainability considerations linked to this report. However, DCC routinely addresses the environmental, social and economic impacts of its flood improvement schemes and programmes through its Impact Assessment process. In addition, Strategic Environmental Assessment is used to support the implementation and review of the Local Flood Risk Management Strategy. This is evident from the increased priority given to natural flood management and community resilience initiatives.

## **8. Legal Considerations**

All of the new legislative responsibilities under the Flood and Water Management Act are being adhered to by the County Council in its role as Lead Local Flood Authority. The report also highlights some of the statutory duties and powers of other RMAs.

## **9. Risk Management Considerations**

Flooding represents a major risk for communities, businesses and individuals across Devon, with such risks predicted to become more severe in response to climate change. Our ability to manage such risks is highly dependent upon the resources made available for this purpose through all RMAs. It was in this context that the questionnaire survey was undertaken and this report prepared in order to highlight the current level of resource and service available through Devon RMAs.

## **10. Conclusion**

The resource available for flood risk activities across most RMAs is significantly constrained, with many having been subject to reductions in recent years. There is particular concern at District Council level, where some authorities have reported significantly less than 0.5 FTE dedicated staff to carry out this function. In this current climate of reduced budgets and limited resources, it is essential for authorities to pursue opportunities for collaborative partnership working to ensure much needed flood improvements can be delivered across the County.

In the light of these pressures, the Corporate Infrastructure and Regulatory Services Scrutiny Committee has a particularly important role in monitoring the collective contribution to and achievement of the objectives set out in the Devon Local Flood Risk Management Strategy. This should include ongoing scrutiny of all Devon RMAs, in line with the statutory provisions of the Flood and Water Management Act. In this context, it would be prudent for the Committee to consider how this role might continue to be exercised, beyond this current review.

Dave Black  
Head of Planning, Transportation and Environment

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## **Electoral Divisions: All**

Cabinet Member for Community, Public Health, Transportation and Environmental Services:  
Councillor Roger Croad

*Chief Officer for Communities, Public Health, Environment and Prosperity:*  
*Dr Virginia Pearson*

Local Government Act 1972: List of Background Papers

Contact for enquiries: Martin Hutchings

Room No. AB3, Lucombe House, County Hall, Exeter. EX2 4QD

Tel No: (01392) 381909

Background Paper	Date	File Reference
1. Pitt Report	June 2008	<a href="http://webarchive.nationalarchives.gov.uk/20100812084907/http://archive.cabinetoffice.gov.uk/pittreview/_media/assets/www.cabinetoffice.gov.uk/floodin_g_review/pitt_review_full%20pdf.pdf">http://webarchive.nationalarchives.gov.uk/20100812084907/http://archive.cabinetoffice.gov.uk/pittreview/_media/assets/www.cabinetoffice.gov.uk/floodin_g_review/pitt_review_full%20pdf.pdf</a>
2. Flood and Water Management Act	2010	<a href="https://www.legislation.gov.uk/ukpga/2010/29/contents">https://www.legislation.gov.uk/ukpga/2010/29/contents</a>
3. Flood Risk Regulations	1999	<a href="http://www.legislation.gov.uk/uksi/2009/3042/contents/made">http://www.legislation.gov.uk/uksi/2009/3042/contents/made</a>
4. Devon Local Flood Risk Management Strategy	June 2014	<a href="https://www.devon.gov.uk/floodriskstrategy">https://www.devon.gov.uk/floodriskstrategy</a>
5. Communication Strategy	June 2014	<a href="https://www.devon.gov.uk/floodriskstrategy">https://www.devon.gov.uk/floodriskstrategy</a>

## **Glossary (for Report and Appendix)**

DEFRA	Department of Environment, Food and Rural Affairs
EA	Environment Agency
FDGiA	Flood Defence Grant in Aid
FTE	Full Time Equivalent
FWMA	Flood and Water Management Act 2010
LLFA	Lead Local Flood Authority
LPA	Local Planning Authority
PLR	Property Level Resilience
PFRA	Preliminary Flood Risk Assessment
RFCC	Regional Flood and Coastal Committee
RMA	Risk Management Authority
SuDS	Sustainable Drainage System
SWMP	Surface Water Management Plan

mh161117cirssc The Role of Risk Management Authorities in Delivering Flood Risk Management  
hk 02 171117

## Appendix A To PTE/17/63

### Progress of Flood Improvement Projects by DCC – October 2017

**Axminster** – A report was submitted to DCC Cabinet in December 2016 which gained their approval and support for delivering a scheme, originally estimated to cost c.£1million, funded by Defra FDGiA, Local Levy and contributions from DCC and East Devon District Council.

Following the successful completion of phase 1 works in 2016, which included a new flood defence wall and downstream channel widening, the second phase of the project, to upsize the existing arched culvert and to encapsulate the watercourse, is now complete. The overall scheme will have cost almost £1.3m and will reduce the risk of flooding to 161 properties.

The works have been very challenging working in the rear garden very close to the building and also adjacent to the railway; however, all potential risks were overcome and the works have gone well. Unfortunately, the strict requirements from Network Rail did escalate the risks and the associated costs for dealing with these, which account for the increased cost of the scheme.



i. Axminster night Working



ii. Tight compound area



iii. New culvert under construction



iv. Working close to Network Rail assets

**Braunton** – Phase 1 of the Braunton Flood Improvements, to upgrade the drainage within Caen Street, was completed prior to the Easter break of 2017. Despite concerns with the duration of the road closure and the potential impact on the businesses, there were no major issues during this period. The works had to deal with a plethora of underground services, which caused a challenging design and further issues on site, with new services emerging during excavations due to inaccurate records from service providers.



# Agenda Item 5



v. Drainage works in Caen Street



vi. Dealing with existing services



vii. New outfall into River Caen

A new dual headwall has been constructed to discharge the new drainage system and proposed pumping station outlet into the River Caen. This supersedes the existing outlet, where the invert was actually set below the current bed level of the river.

Costs of phase 1 exceeded £300k, funded by £58k Defra, £30k Local Levy, and over £200k from DCC.

**Braunton** - Phase 2 of the Braunton Surface Water Flood Improvements is now underway, which is to provide a pumping station to increase the standard of protection up to the 1 in 50 year level, funded mainly by £190k from DCC with a top-up of £25k Local Levy

The pumping station to be installed is a dual pump packaged plant and, in order to create the stable void for installing the unit, a shaft has been sunk. The main contractor, MacPlant, appointed Delta Civil Engineering to install the 3m diameter 6m deep shaft, as seen below. These works were completed successfully and the next element is to install the connecting pipework from the recently installed gravity drainage system and to the outfall within the new headwall



viii. Excavations for pumping station



ix. Lowering shaft for housing pumping station

In partnership with DCC Highways, the contractor will also be carrying out alignment improvements to the car park entrance. This will benefit from the current closure period and also reduce mobilisation and preliminary costs. All works are scheduled to be completed by 1<sup>st</sup> December to minimise disruption for the businesses in the run up to Christmas and their festive activities.

**Braunton Natural Flood Management Pilot** - A number of natural flood management measures have been installed on and alongside the Acland Stream where it approaches Braunton; these aim to reduce runoff and slow the flow. They include leaky dams and the replacement of lost hedges, as well as improved farming practices.

An initial baseline was derived with the installation of flow monitors on the stream and the net result of the interventions will be assessed over a period of time once completed.



x. Creation of buffer strip at field boundary



xi. Creation of new hedgebanks

**Modbury Flood Improvements** - The final scheme design has now been completed, along with all required modelling and assessment work; planning permission has also been approved by South Hams District Council. Upon completion, the improvements will aim to raise the standard of protection for 50 residential and 32 commercial properties to the 1 in 100 year standard. The works have been priced at just over £900k inclusive of contingency and funding approval for £435k Defra FDGiA and £100k Local Levy has now been received through the Environment Agency's internal processes. This is supported by an additional £250k from DCC, £100k from South West Water and £50k from South Hams District Council.

DCC is proposing a number of improvements at various locations upstream of the town to reduce runoff, attenuate flows and restrict the residual flows through the built up area. The main elements of the scheme are:



# Agenda Item 5

- Constructing three earthworks bunds to create flood storage within existing green areas of Modbury. These will capture and restrict flows to the town by temporarily storing excess water. The water will then be released slowly once the water levels drop.
- Excavating a series of cut-off ditches around field boundaries to reduce flows and direct flows to where they will be managed by the earthworks bund.
- In addition, modifications will be made to upstream watercourses, improvements to gullies and drainage and minor surface re-profiling to direct water away from properties.

The Contract is now out to tender and final arrangements are being put into place, such as land access and legal agreements. It is envisaged that the successful contractor will be appointed in December, with the aim of starting construction early in the New Year. Due to the timing of construction, the scheme will straddle two financial years. It is likely that the majority of FDGiA and Local Levy will be claimed in the year 2018/19, when the final benefits of the scheme are fully realised.

**Ivybridge, Stibbs lane** - The scheme business case and detailed design of the engineering works are currently in preparation and will be completed shortly. Subject to the relevant approvals being given, it is anticipated that works will commence in February 2018 and will continue into the following financial year. A percentage of the FDGiA will be claimed in 2018/19.

In addition to the engineering works, Natural Flood Management measures are also to be delivered in the upper catchment, which lies within the boundary of Dartmoor National Park. We will be working in partnership with the EA to include this element of the project within their 'Dartmoor Headwaters Project', which has received over £800k of Defra funding through the NFM initiative. A business case has been drafted and will be submitted to the EA for inclusion in the bid to draw down the grant funding.

**Property Level Resilience** - A new Property Level Resilience (PLR) Grant Scheme has been set up by DCC to help support individual property owners with funding towards resilience measures to protect their properties. The scheme has been approved by Cabinet and was publicised and opened for applications earlier this year. It is similar to the grant scheme previously offered by Defra as part of the recovery package linked to flood events. It will provide up to £5k per property to include for detailed survey to identifying required products and the balance towards provision of these resilience measures. There is currently a £50k per year allocation through Defra's 6 year FDGiA programme, which will be matched by DCC and supported by £10k per year from the SWRFCC's Local Levy. It is hoped that over 25 properties will benefit from this initiative each year, until 2021 or beyond.

The first batch of applications resulted in 11 properties being offered a survey to understand the need for PLR; a further 4 neighbouring properties have also been included, after being contacted by DCC. These surveys have now been carried out, highlighting the products/works required to make the properties more flood resilient. Property owners will arrange for the products to be installed based on the recommendations of the surveys.

A further 5 properties are now being included following the second batch of applications being reviewed.

DCC is also looking to roll out a number of PLR measures to vulnerable properties in Exeter, through a separate partnership with Exeter City Council.

**Stokeinteignhead** - The final modelling exercise and options assessment for the proposed Stokeinteignhead Flood Alleviation works has now been completed. The report has identified that storing water in the upper catchment is the most beneficial option in terms of reducing the risk of flooding. DCC's in-house Engineering Design Group is now busy developing the proposal for two water storage areas (one on the eastern catchment and one on the southern catchment), to take it to outline design and to a point where a planning submission can be made. This process is supported by specialist investigations, including geotechnical investigations, landscape assessment, ecological baseline studies and historic environment desktop study. Ground water monitoring and detailed design of the storage areas are both ongoing and works remain on target for commencement in late summer 2018.

**Uplyme** – Minor works to improve culvert inlets and silt traps have been completed. We are now working with DCC highways and East Devon District Council to develop a flood improvement scheme to upsize the existing watercourse culverts. It is proposed for works to commence on site in early 2018, subject to a successful business case submission.

**Ugborough** - A catchment study is underway to understand the various sources of flooding and level of risk to the community. The study has been extended to incorporate an additional flood location brought to our attention by a concerned resident.

#### **Other Flood Improvement Schemes**

Studies, investigation and scheme proposals are also being developed at Chillington, Cullompton, South Pool, Beeson, Broadhempston, Sidmouth, East Budleigh, Lympstone, Exeter, Ottery St Mary, Bideford, Dartmouth, Kingsbridge and Barnstaple. All of these are at different stages and will continue to be developed over the coming months/year.



HIW/17/91

Corporate, Infrastructure and Regulatory Services Scrutiny Committee  
28 November 2017

## **Briefing on Service Delivery Highways Infrastructure Development and Waste**

Report of the Chief Officer for Highways, Infrastructure Development and Waste

### **1. Introduction**

This report provides an in year briefing on service delivery within Highways, Infrastructure Development and Waste.

### **2. Overview**

Work is progressing well with expenditure anticipated to meet the annual budget and good with progress on all works programmes. However, this position is dependent on some volatile areas for the budget, particularly severe weather, emergency maintenance and waste tonnage levels. The weather also has the potential to impact delivery of the capital programme.

### **3. Current Position Statements**

#### **3.1 Highways and Traffic Management**

A new Term Maintenance Contract with Skanska commenced in April. Representatives from Skanska have already attended all the Highways and Traffic Orders Committees (HATOC) and more recently the annual Town and Parish Council conferences to introduce the company and their way of working. Work is ongoing with Skanska using a 'Systems Thinking' approach to review the management of safety defects. In addition to the safety defect process the treatment of serviceability issues on the main A road network has been revised with consideration of carrying out works in areas where there are non-safety defects. This has generated a number of schemes and consideration will be given on expanding this to other parts of the network. The contract is helping to deliver the 2017/18 savings required from the service.

Following the success of the Community Enhancement Fund in 2016/17 the scheme has continued into 2017/18. The purpose of the fund is to assist self-help schemes in parishes and towns. Last year £95,000 of grants was awarded to 41 different community groups, which achieved work to the value of £168,005.

An overview of the grants awarded, together with case studies of how the grants have been used, is available on our web site

<https://new.devon.gov.uk/communities/casestudy/overview-of-the-highway-maintenance-community-enhancement-fund-201617>

So far this financial year 37 applications have been funded to the value of £57,000, enabling £122,000 of works / projects to be delivered.

This year the service achieved Band 3 in the Incentive Fund, thereby maximising the amount of capital funding from government in addition to securing another successful Challenge Fund bid for works on the A361 at Tiverton.

# Agenda Item 6

The asset management approach for carriageways that is being followed has shown a stabilisation of the condition of the A and B road network, with some further deterioration on the overall condition of the C and unclassified network. However with approximately 66% (71% in 2015/16) of the unclassified network, either in need of treatment now or very soon, there is still a need for more funding to improve the condition of the network.

The Street Lighting service has made good progress on the delivery of the Street Lighting Carbon Savings Programme. This has involved the use of low energy equipment and the incremental delivery of the Part Night Lighting Programme, where lights are switched off late at night in residential roads where it is safe to do so. This current year is the final year of the 3 year Challenge Fund bid for installing low energy LED lighting on main road street lighting, which will reduce carbon emissions and energy revenue costs.

Following the success of the HATOC waiting restriction programme introduced in 2016/17, this year's programme has been widened to include minor aids to movement improvements, such as dropped kerbs.

The Civil Parking Enforcement Service continues to operate effectively. The annual report on the service is available at the following link:

<https://new.devon.gov.uk/roadsandtransport/parking/>. The service is focussed on parking management to meet the needs of local communities and deal with issues relating to effective traffic flow, road safety and equitable use of available parking space on the highway.

## 3.2 Infrastructure Development

The Infrastructure Development service is delivering a challenging programme of capital funded schemes including highway (roads and bridges) schemes, schools maintenance and new schools projects.

Following the submission of a Strategic Outline Business Case to DfT for improvements to the A30 between Honiton and Devonshire Inn work has turned to the A361 North Devon Link Road which will result in a bid to DfT for approx. £88m to carry out improvements to the road between South Molton and Bideford.

Recent schemes to be completed include a number of junctions around Barnstaple, the challenging Bridge Road scheme and Tithebarn link from Cumberland Way around the Science Park. Construction work has commenced on the Tiverton Eastern Urban Extension new junction onto the A361 as well as the continuation of the Tithebarn link, including a new pedestrian/cycle bridge across the M5. In addition to these schemes the teams continue to progress a pipeline of projects including Marsh Barton station, Dinan Way and the widening of the A382.

There are currently 69 schemes within the schools maintenance programme of which approximately 40% have already been delivered in year. Additionally the schools basic need programme contains some notable projects including the long awaited replacement of Loddiswell Primary school on a new school site, a range of expansion schemes to meet local authorities statutory provision for school places as well as the conversion of two former care homes to accommodate children with additional educational needs.

## 3.3 Waste Management

New contracts to manage the treatment of separately collected food waste, garden waste and compostable street sweepings commenced on 1<sup>st</sup> April 2017 and are delivering significant savings. In addition a new Household Waste Recycling Centre contract was let to

Suez which also commenced on 1<sup>st</sup> April 2017 and includes a new re-use target as well as disposal diversion targets and operates under a performance management framework. The new recycling centre on the outskirts of Ivybridge opened on 1<sup>st</sup> March 2017 and has received numerous compliments from the residents of Ivybridge and environs. Four District Councils have now signed up to the Shared Savings Scheme and significant savings have already been achieved.

Residual waste in Devon continues to be treated at the Exeter and Plymouth Energy from Waste facilities. Both facilities generate electricity and the Plymouth plant provides heat to the Plymouth North Dockyard making it a very efficient facility. Work to find a new solution for the North Devon and Torridge areas has progressed with planning permission being obtained to develop a new waste transfer station at Brynsworthy, Barnstaple. A procurement exercise is currently underway to construct the transfer station and provide a waste treatment solution for a 10 year term which will need to be operational by February 2019. In addition, working in partnership with Mid Devon District Council, a new Waste transfer station has been developed near Willand and is now operational which will enable more waste to be diverted away from landfill and into energy recovery.

The Waste Prevention and Re-Use Strategy was published and the waste education contract was let to Resource Futures to continue to ensure that the key messages are delivered to future citizens but also their guardians thereby reducing waste at source and increasing re-use and recycling. Re-use and repair events have been held across the County boosting the re-use of electrical goods, furniture and textiles. The Devon Community Action Group based in the Tiverton area grows from strength to strength in promoting community events and social cohesion. The Don't let Devon go to waste campaigns have focussed on Love Food Hate Waste and promotion of home composting and use of kitchen waste caddies. Partnership working with the districts has boosted the take up of recycling by householders across Devon.

## **4. Budget Update**

### **4.1 Highways**

The new term maintenance contract commenced operation on 1<sup>st</sup> April 2017. Savings are expected from the new arrangements with Skanska and these have been built into the budget and are being achieved. As ever, the significant budgetary risks are generated by extreme weather events over the winter period. Every effort will be made to contain costs within overall budgets, although this may not be possible if significant extreme weather is encountered late in the financial year.

### **4.2 Waste**

Disposal tonnages add a significant level of volatility to the Waste budget. Green waste tonnages have been higher than expected so far this year, probably due to the ideal growing conditions. However, overall disposal tonnages are currently close enough to budget for this increase to be contained.

Meg Booth  
Chief Officers for Highways, Infrastructure Development and Waste

Electoral Divisions: All

Cabinet Member for Highway Management: Councillor Stuart Hughes  
Cabinet Member for Infrastructure, Development and Waste: Councillor Andrea Davis

# Agenda Item 6

Local Government Act 1972: List of Background Papers

Contact for enquiries: Meg Booth

Room No. Lucombe House, County Hall, Exeter. EX2 4QD

Tel No: 01392) 383000

Background Paper	Date	File Reference
Nil.		

mb131117cirssc Briefing on Service Delivery HIDW  
hk 02 161117



## Report of the Chief Officer for Communities, Public Health, Environment and Prosperity

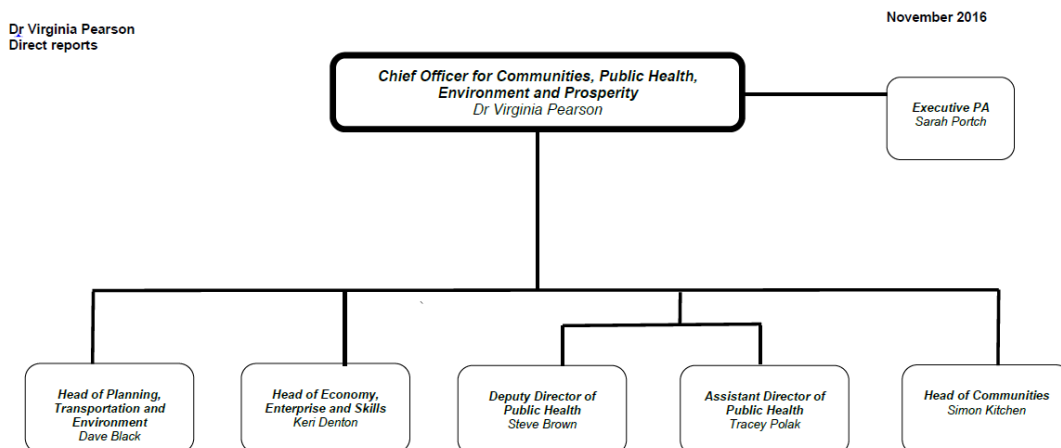
### 1. Organisation of service areas

#### 1.1 Introduction

In November 2016, following agreement on a new organisational structure, the County Council's management structure changed to create two new place-based divisions: one which largely covers delivery responsibilities (Highways Infrastructure and Waste), and the other covering the diverse range of strategic and planning aspects of "place" (Communities, Public Health, Environment and Prosperity).

- 1.2 The CoPHEP (Communities, Public Health, Environment and Prosperity) leadership team is set out in Figure 1 below:

**Figure 1: CoPHEP leadership team structure chart**



- 1.3 This mid-year report for Scrutiny covers the functions of Communities, Environment and Prosperity, i.e. the service areas of Communities (Head of Service: Simon Kitchen), Planning, Transportation and Environment (Head of Service: Dave Black) and Economy, Enterprise and Skills (Head of Service: Keri Denton).
- 1.4 Public health services are considered separately by the Health and Adult Care Scrutiny Committee.

## **2. Communities**

**Head of service: Simon Kitchen**

### **2.1 How the Council's strategic objectives are being delivered**

The Communities team in its current form was established in November 2016 to deliver four key areas of the Council's duties:-

- commissioning of library and heritage services, Devon's youth services and support around domestic and sexual violence;
- community safety and the co-ordination of work preventing extremism and radicalisation;
- community development across the county; and
- work to support a range of vulnerable communities including the resettlement of Syrian families, gypsies and travellers and suicide prevention.

The team has made significant progress across each of these four areas. This report includes some examples of this development. The organisations set up as independent public service mutuals to deliver libraries (Libraries Unlimited) and youth services (DYS Space) continue to flourish and develop their offer and impact across Devon. The Domestic and Sexual Violence and Abuse strategy (DSVA) and five year action plan to end DSVA in Devon has been published and the team is working on first year priorities around workforce development, communications and healthy relationships in schools.

The Safer Devon Partnership, Prevent Partnership and Channel Panel have each seen significant redevelopment, refocus and changes to membership and terms of reference in order to tackle growing challenges in Devon around serious crime, exploitation and radicalisation.

A new Community needs assessment and strategy has been developed with the collaboration and engagement of a wide range of statutory and voluntary and community sector partners. The team will deliver a comprehensive action plan drawing on the strategy's guiding principles, in collaboration with local partners. This will help to develop much needed capacity, learning and co-ordination around crowdfunding, community exchanges of skills and capacity and the development of volunteers and organisations to support this work.

### **2.2 Mid-year budget position**

The core functions of the service are forecast to remain in budget for the current financial year. An overspend of £333,000 is forecast pending an organisation wide review of resources and services relating to data and intelligence.

### **2.3 Future strategic issues for this service area**

The ongoing financial pressures continue to require the service area to challenge the current delivery of work to meet the Council's statutory duties and to meet the needs of people and communities across Devon, including those most vulnerable and hard to reach.

Proposed changes to Home Office funding and delivery of the Government's Counter Terrorism response and strategy is anticipated to increase burdens and expectations

on Local Authorities and it is likely that the Council will need to increase resources to support this work in the future. Alongside this as the crime profile continues to evolve the community safety focus will need to shift to people and communities at greatest risk of serious crime and exploitation.

As organisations continue to shrink and raise thresholds in assessing need, the Council should evolve and expand support to communities and organisations that help people in need, and develop local infrastructure and connections. Strong collaboration, good leadership and shared endeavour across communities and partners as outlined within the Council's Community Strategy, will be required.

National changes to welfare and benefits will continue to impact the most vulnerable and the impacts to local people in relation to housing, homelessness and levels of debt are still being understood. Homelessness continues to impact people and communities across Devon.

There remains an ongoing shortage of sites to meet the needs of the Gypsy and Traveller population in the County often resulting in unlawful encampments and tensions with the wider community. It is hoped that following recent good work and shared commitment new sites, both permanent and temporary will be found and developed.

### **3. Planning, Transportation and Environment**

**Head of service: Dave Black**

#### **3.1 How the Council's strategic objectives are being delivered**

The environment team have a number of initiatives focusing on **resilience**, these focus on improved flood protection and protecting and enhancing the value of the historic environment and nature in terms of biodiversity and landscape. Both these elements require working with a range of Local Communities, Partnerships and Stakeholders and National bodies. Examples of this are the flood protection works at Modbury and River Catchment Initiative in Northern Devon

Promoting sustainable travel and access to the countryside aims to improve opportunities for **healthy** lifestyles. The service subsidises a number of rural public transport routes and works with other partners such as Health to develop a Total Transport offer. Examples of a sustainable transport are the Healthy New Town initiative at Cranbrook and the development of the rural and urban cycle network.

There are a range of Community Transport groups supported by the Council that aim at providing improved transport fatalities for those people that have very few other transport options. These are generally related to **Health** either in access to facilities or to communities. This is recognised by the number of Communities Groups and the recent awards day.

The provision of sufficient and appropriate school places is key to future prosperity. In 2016/17 for primary children 96% first preferences met and nearly 99% any preference met, for Secondary intake: 96% first preferences met and 99% any preference met. Examples of this are the new school at Trinity and South Molton

The provision for additional housing and employment is key to the future prosperity of the Devon. The service aims to be a catalyst for this and help in providing key

infrastructure such as highway access and education. Several recent high profile schemes have been completed or are under construction such as access to the new Industrial Estate at Roundswell and the Tithebarn Lane link which will facilitate the continued expansion of the East of Exeter. For education we are planning new primary schools in Barnstaple and Okehampton.

The peripheral local of Devon means improved national **connectivity** is essential. Following an initiative by Devon and Somerset the improvements to the A303 are beginning to taken place with the DfT agreed schemes for the A303 at Sparkford and Stonehenge. Devon has submitted a proposal for improving the A30 through East Devon and is soon to submit a proposal for improving the North Devon Link. We are working with the Authorities in the South West Peninsula to promote a programme of further highway schemes. The Peninsula Rail Task Force as submitted a long term plan to government for future improvements to the rail network that serve the South West.

There are a series of initiatives focused on driver and cyclist use of the road network are aimed at improving road **safety**. Examples of this are the “Learn to Live” initiative where we work with partners to promote a greater recognition of the potential hazards of driving to younger drivers.

### **3.2 Mid-year budget position**

The current forecast is a break even for PTE. There is a potential underspend but there are also some unexpected pressures due to increase cost of provision of free bus passes for over 65 and other smaller pressures including provision of bikeability funding.

### **3.3 Future strategic issues for this service area**

The biggest area of work across the Service is to maintain the existing level of growth and the development of a new Strategic Plan for the Greater Exeter area. The east of Exeter development continues at pace with a new longer term master plan for Cranbrook emerging this will take the development up to 6,500 dwellings requiring new schools, transport connections and enhancements to the environmental. A bid has also been submitted to government for enabling funding for south west Exeter. The Greater Exeter Strategy covers a large proportion of Devon and the four districts of Exeter, Mid Devon, Teignbridge and East Devon. The current adopted plans have approximately 2,500 dwellings per year. It would not be unreasonable to suggest this trajectory will need to continue as population increases and this could result in the need for 50,000 houses over a 20 years period. The impact of this level of growth on the education, transport, health and social infrastructure required for Devon is substantial. In addition this will have an impact on our built and natural environment. A range of officers and disciplines are involved in this significant project. Consultation on concepts is likely to be later in 2018.

In Northern Devon the key issues is the future development of the North Devon Link Road. This is deemed a key issue in the future growth of the area where GDP is one of the lowest in the country. The bid to Government is due in December and a decision on funding is unlikely before summer 2018. The work undertaken to develop the bid is being managed mainly in house and crosses a full range of disciplines include flood risk, ecology, landscape, historic environment and traffic/economics.

In south west Devon the Local Plan is about to go to Public Examination, most of the growth is in Devon albeit close to the edge of Plymouth. Sherford is planned to have 5,500 dwelling and Woolwell 2,000 dwellings. We have been working hard to ensure the house building in Sherford gains momentum and this has had a recent boost with the commencement of construction of the new Primary School and funding secured for the High Street. The ongoing development of Sherford will continue to require significant resources in terms of flood risk, ecology, landscape, planning, transport and education. A member of staff has recently taken up the role of Plymouth Urban Fringe Team Manager.

#### **4. Economy, Enterprise and Skills**

**Head of service: Keri Denton**

##### **4.1 How the Council's strategic objectives are being delivered**

The Economy, Enterprise and Skills Service has brought together Trading Standards, Adult Community Learning, Post 16 Education, Economy and Enterprise. The Service has contributed and supported the Council's five strategic objectives in a number of ways and some examples are provided below.

The joint Devon, Somerset and Torbay Trading Standards Service continues to perform well. The work it is undertaking to raise awareness on scams and doorstep crime and in preventing the sale of age restricted products to under aged young people is making a real contribution to keeping people safe and protecting the most vulnerable in our communities. Working with businesses to remove regulatory barriers, helping create a level playing field by addressing unfair practices, its support for farming and other rural businesses and efforts to ensure consumer confidence all have a positive effect on the local economy. It has successfully prosecuted a number of rogue traders and works at a national level to promote a Buy with Confidence Scheme, which supports a range of businesses and consumers.

Learn Devon, our Adult Community Learning Service, provides a range of skills and training support to adults and young people across the County. This provision includes delivering apprenticeships, basic skills and employability skills and is successfully supporting some of most disadvantaged individuals into employment. The Service is currently supporting a Council wide initiative to provide internships for those with a disability and will be taking on two individuals to work within the Service as part of a pilot phase. Learn Devon is also actively exploring opportunities to work with District colleagues and the wider Devon business community on supporting local employment creation and assisting those furthest from the labour market to access related work, aligning with our priorities around knowledgeable people, thriving communities and resourceful business.

The Service continues to promote good careers advice and guidance within our schools and colleges to help support young people into work and a career path. We place a particular emphasis on vulnerable young people who are, or who are at risk of becoming NEET – not in education, employment or training. We are delivering a programme across the Heart of the South West to promote Enterprise in Schools under a national approach from the Careers and Enterprise Company, and currently have 23 enterprise advisors working with 23 schools in the county. The Service also supports a range of wider activity for those most at risk of economic exclusion, through its management of transition services and other activity with Careers South West. Joint work is currently underway between Education and EES colleagues to explore how this crucial area might be built upon over the next year.

Developing new workspace at the Exeter Science Park, Skypark and Okehampton is supporting new employment and growth opportunities for local people and businesses contributing to creating a prosperous economy. The Service has also successfully secured around £1,564,000 external ERDF funding and has launched three new programmes to support businesses. The first is a new business growth service aimed at Small Medium Enterprises worth a total of £1.6 m, the second is a programme to support and create new social enterprises worth around £1.8 m and the third is a new initiative to support innovation within the health and social care sector worth around £1.1 m.

The Connecting Devon and Somerset programme is supporting businesses and residents to become better connected through the deployment of new superfast broadband provision and looks set to have achieved the target for phase one of 278,000 premises and is working with new suppliers to mobilise a second phase which should see an additional 60,000 homes and businesses connected.

We operate two successful LEADER grant schemes worth a total of £3m aimed at supporting rural communities. These are within the Blackdown Hills and Mid Devon and a variety of grants have been made available to 50 organisations (18 of which are businesses) . These programmes are designed by local communities and are excellent examples of how we are working alongside communities and supporting their resilience. The Making it Local LAG is currently the leading Local Action Group in the country in terms of delivery.

#### **4.2 Mid-year budget position**

The Service is predicting out-turning to budget, although there are emerging budget pressures which are likely to require management action. These relate to some of the Service's income generation opportunities not being realised, despite success in securing external funding, and the time and capacity that this approach requires. The Service continues to deliver a range of contracts and services, including on behalf of the Local Enterprise Partnership.

The joint Devon, Somerset and Torbay Trading Standards Service is currently on target with its 2017/18 budget and is starting to plan and implement reductions ready for meeting its 2018/19 saving targets...

The Service delivers a significant capital programme, including employment space, broadband and the industrial estate portfolio. There is a revenue budget allocated to support these schemes and to maintain the capital spend profile.

#### **4.3 Future strategic issues for this service area**

There are a number of strategic issues facing the Service. Close working with the Local Enterprise Partnership and effectively influencing alternative funding streams from Government remain the critical issues over the next 12 months or so. This includes supporting the establishment of the Joint Committee and implementing the Heart of the South West productivity strategy, once it has been agreed. This includes influencing the proposed national Shared Prosperity Fund and responding to the national Industrial Strategy, Sector Deal propositions and other policies and approaches such as Skills Advisory Panels, Careers Strategy and Business Rate Retention. Resourcing and having the capacity to undertake this and influence these significant agendas is a requirement going forward.

Maintaining a focus on income generation as part of the budget saving strategy for the Service is also a strategic issue, along with maintaining this activity as the base budget for the service has been reduced. Balancing the Council's priorities alongside activity which is externally funded will continue to require careful management. Part of the Service's remit is to support raising commercial awareness across the Authority and managing this corporate priority along with the main Service performance will also require careful management. Raising income from our assets and land holdings and the opportunities for this within our industrial estate portfolio are areas of focus for the Service over the next 12 months.

Potential expansion of joint working approaches for parts of the Service, including Trading Standards remain a strategic issue for the Service and will require effective resourcing.

Nationally, there are several regulatory issues which could impact on local authority delivery of trading standards. The Food Standards Agency continues to develop proposals which could see a shift in responsibilities and a reduction in grant funding for certain areas of work. There are also separate calls for a national body to oversee product safety regulation and for the regionalisation of trading standards.

Prioritisation of activities is likely to be required, and this will potentially have an impact on the Service's ability to target other external funding opportunities.

Dr Virginia Pearson  
Chief Officer for Communities, Public Health, Environment and Prosperity

### **Electoral Divisions: All**

Cabinet Member for Community, Public Health, Environment and Prosperity: Councillor Roger Croad

Cabinet Member for Economy and Skills: Councillor Stuart Barker

Cabinet Member for Children's Services and Schools: Councillor James McInnes

Cabinet Member for Resources and Asset Management: Councillor John Clatworthy

Cabinet Member for Adult Social Care and Health Services: Councillor Andrew Leadbetter

Cabinet Member for Highway Management: Councillor Stuart Hughes

Cabinet Member for Infrastructure Development & Waste: Councillor Andrea Davis

Contact for enquiries: Dr Virginia Pearson

Room No. 142, County Hall Main Building, County Hall, Topsham Road, Exeter, EX2 4QD

Tel No: (01392) 383000





## **Broadband & Mobile Phone Connectivity Task Group Update Report**

### **1. Background and Scope of Task Group Review**

The background and scope for this review are detailed in the September update report which can be viewed at the link below:

<http://democracy.devon.gov.uk/documents/s10467/Task%20Group%20report.pdf>

### **2. Scope of update report**

This content of this report is based on the evidence gathered through the methods outlined in paragraph 3 below and is intended to update the Committee and the public as such. The report does not draw any conclusions, but simply presents a summary of this evidence.

### **3. Work undertaken to date**

On 14<sup>th</sup> September 2017 Members of the Task Group met with representatives of the business community, members of the public and parish council representatives. The objective of this meeting was to gain an insight into the experiences of individuals, communities and businesses in accessing broadband and mobile phone connections and the impact that this is having on both productivity and social connectivity. Members also undertook to hear views on Connecting Devon & Somerset's (CDS) operations, communication and transparency arrangements.

At the meeting of the Corporate Infrastructure & Regulatory Services Scrutiny Committee meeting held on 26<sup>th</sup> September, Councillors Crabb and Hall elected to join the Task Group.

The Task Group met again on 7<sup>th</sup> November with representatives of BT Openreach, Airband, Gigaclear and Superfast Cornwall. The objective of this meeting was to understand the challenges faced during the phase 1 roll out, the working relationships between CDS and its providers, challenges and progress in relation to the phase 2 rollout and the successes of the Superfast Cornwall programme.

A further Task Group meeting was due to be held on 22<sup>nd</sup> November, meeting with the Chairs of the CDS Board and a representative from the Greater Exeter Strategic Plan team. A verbal update on this meeting will be provided at the Corporate Infrastructure & Regulatory Services Scrutiny Committee meeting on 28<sup>th</sup> November.

As part of their research, the Task Group has received written evidence from the County Council's Chief Officer for Highways Infrastructure, Development & Waste, in relation to broadband works on the Highway.

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The Task Group has invited Somerset County Council Scrutiny to join their review, but Somerset County Council have yet to take up this offer.

The Task Group, with support of the Scrutiny Officer, continue to undertake desk research and wider reading around the digital connectivity agenda. A full bibliography will be included in the Task Group's final report.

## **4. Findings to date**

### **4.1 Business, the economy and productivity**

Devon is home to a number of small businesses and has high rates of self-employment, with many people working out of rural areas. Agriculture and tourism are operating more than ever online. Newer areas of business such as science and technology are emerging in Devon but are often struggling to prosper with insufficient digital connectivity. Broadband and mobile phone connectivity is vitally important to enable businesses and individuals to undertake tasks such as maintaining a website, responding to emails, completing tax returns, purchasing and selling, using cloud based software and the use of smart phone apps (the latter has become a particular issue within agriculture).

The inconsistency of broadband and data coverage in the region has been raised as a key issue, as businesses cannot be certain about when they will have a connection and when they will not. The Task Group has also heard reports of businesses moving out of Devon to Bristol or even Cornwall, where broadband and data coverage is better and more reliable.

The report of the South West Rural Productivity Commission<sup>1</sup> highlights Broadband and Mobile Connectivity as a key growth theme and states that 'improving digital connectivity has the potential to be a 'game changer', but if left unresolved will result in 'left behind' communities'. This view is echoed by witnesses the Task Group has met with, and there is real concern that it is the lack of digital connectivity that is holding Devon back from competing on a national and European scale.

### **4.2 Communities and societal wellbeing**

The impact on the economy and productivity has been the driving force for this review however the impact on community and individual wellbeing is also apparent. Digital connectivity has the potential to alleviate rural social isolation, and lack of sufficient broadband can have opposite effect. Reports of children having to leave home to complete homework were also heard.

### **4.3 Communication & transparency**

CDS has come under criticism from businesses and communities for the lack of information it has provided on areas which will be covered in the rollout under phase 1. Communication from CDS has been dependent on Openreach being able to confirm as and when areas become live, and CDS have acknowledged that this has been frustrating for communities. This lack of clarity around coverage also created uncertainty for Airband

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<sup>1</sup> <http://heartofswlep.co.uk/wp-content/uploads/2017/10/HotSW-14332-A4-Overview-report-digital-doc-FINAL.pdf>

and impacted upon their ability to publicise their deployment schedule for the National Parks.

There is however a need for CDS to manage the message around rollout, and a balance should be struck around providing timely information and providing accurate information to communities, and managing the expectations of the public.

Some believe very strongly that CDS has wilfully withheld information or provided mis-information and report that enquiries and emails have been left unanswered by CDS and some broadband operators.

CDS Board meetings are currently closed meetings and CDS have been subject to some public criticism over the management and transparency of these meetings. A brief action plan is published on the CDS website<sup>2</sup> following each board meeting.

#### 4.4 Phase 1 – rollout and implementation

Openreach completed the rollout of phase 1 in May 2017. There has been criticism from communities and businesses in a number of areas, including the seeming exclusion of business parks from the phase 1 rollout. Openreach have responded advising that business parks have less premises per green cabinet than residential areas, which means they are less viable to prioritise, but have not been intentionally excluded.

#### 4.5 Phase 2 – rollout and implementation

Airband's delivery in the National Parks is nearing completion.

Reports of issues around accessing online banking and other services have been expressed by some communities in the National Parks. Airband have advised that this ultimately relates to the worldwide shortage of IP addresses. As such Airband (along with other providers) make use of Network Address Translations (NATs) which create a number of 'fake' IP addresses, which sit in front of a real IP address. One downside of this is that some online banking service and other two way authentication services cannot work with these NATs. However, Airband can provide a fully functioning IP address at a cost, upon request.

Airband has recently sent 20,000 direct mail to properties within its current reach, informing communities of the service they can provide. They have also used the Devon County Show to promote their services.

Airband's rollout of Lot 4 is underway and engagement with planning authorities has been positive. However there are over 130 sites where planning permission must be sought over the next two years, and this will take time to achieve. There have been relatively few objections to proposals so far.

Gigaclear's programme beginning in November 2017 is due to conclude at the end of 2019, with contingency into early 2020. Additional funding secured by CDS has allowed for additional communities to be included in the rollout.

#### ~~4.6 Commercial broadband programmes and 4G~~

<sup>2</sup> <https://www.connectingdevonandsomerset.co.uk/boardactionnotes/>

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Openreach's commercial programme has connected 540,000 premises across Devon and Somerset, with further delivery ongoing. Extensive EE 4G coverage already exists in Devon and EE are trialling techniques to provide localised 4G coverage, typically in rural areas.

In terms of new developments, it is for the developer to decide if they wish to lay fibre to the premise in a new site, and even though the cost per premise is relatively low, cost is a factor for developers. Early communication between operators and developers is helpful.

Both Airband and Gigaclear also operate a commercial programme in Devon.

## 4.7 The very rural

Previous voucher schemes enabled many people who were not covered by either commercial programmes or phase 1 or 2 delivery to fund bespoke solutions. Openreach however, not being a retail service provider, were not able to engage in the voucher scheme.

Airband have been trialling White Space technologies as a potential solution for the very hard to reach, 2-3% of properties.

Gainshare monies from the Phase 1 rollout with Openreach are now available to CDS. A range of witnesses have suggested that this should be used to fund alternative provision for very rural and hard to reach communities, potentially in the form of self-help/match funding.

## 4.8 Delays, challenges and barriers to progress

There is concern from communities that there has been a great deal of delay in the rollout of superfast broadband, particularly in relation to the re-procurement exercise following the CDS decision to not to award the extension programme to BT. Other concerns relate to the management of the procurement process by CDS.

Where new fibre cable is being laid through private land, negotiations with landowners can be challenging and slow down progress.

The laying of fibre cable is time consuming, particularly for fibre to the premise technology, with the average length trench being 28km. In very rural areas, the distance between properties means that longer trenches are needed and therefore there is a long lead in time from the point that digging begins until the completion of delivery.

Both Gigaclear and Openreach have to work closely with relevant highways authorities to gain permissions for trench digging and other works affecting the highway. Overall, relationships with Devon County Council's Highways Team have been positive.

Gigaclear are keen to explore using narrow trenching methods which allows for faster laying of fibre. It is crucial for the County Council's Highways Team to protect the highway asset and as such, they have expressed concerns about narrow trenching methods, citing evidence of negative experiences in other highway authority areas. A trial has taken place

in Upottery in East Devon, which has illustrated some real challenges. Both the County Council and Gigaclear are committed to working together to find a solution.

For Airband, one of the key challenges around delivery is obtaining planning permission for their transmitter masts. This has been particularly complex in the National Parks; natural materials have been used.

## 4.9 Future delivery

CDS asks all operators to provide details of their commercial delivery plans for the next three years, which informs their decisions about publically funded rollout.

There is a potential role for Members in undertaking pragmatic conversations with communities about their needs and potential solutions.

Gigaclear's fibre to premise infrastructure is able to transmit very high speeds, and will be capable in future of achieving 1000mbps, providing a future proof solution.

Airbands' technology allows for the upgrading of its infrastructure in a relatively inexpensive way and therefore provides plenty of capacity to increase speeds in the future.

State aid rules do not prevent operators from offering alternative broadband provision in areas already covered by CDS; this is commercial reality and provides communities with a choice of operator.

## 4.10 Superfast Cornwall

The Superfast Cornwall programme began back in 2010, with considerable EU funding. An open market tender resulted in a partnership with BT. The partnership is now moving into the third phase of delivery, with both fibre to the cabinet and fibre to the premise technology being utilised. The third phase is focussing on those communities with the sub 15 Mbps connections.

The partnership with BT has generally been very positive and Openreach have taken a flexible and agile approach, picking up as many additional properties as possible. There have been challenges around reaching some locations, such as the Isles of Scilly, and very new technologies and working practices have been used to achieve these connections.

## 5. Next Steps

The Task Group plans to continue to meet with further witnesses as necessary, and at this stage plans to publish its final report in early 2018.

## 6. Membership

Councillors Alistair Dewhirst (Chairman), Kevin Ball, Ray Bloxham, Paul Crabb, Ian Hall and Andrew Saywell.

**Councillor Alistair Dewhirst**  
**Chairman**





## **Heart of the South West Joint Committee and Draft Productivity Strategy**

Joint report of the Head of Economy, Enterprise and Skills and the Head of Organisational Development

**Recommendation: that the Committee notes the work to develop a Joint Committee and considers whether it wishes to make any comments on the Heart of the South West draft Productivity Strategy.**

### **1. Introduction**

1.1 Since August 2015, Devon and Somerset County Councils, all Somerset and Devon Districts, Torbay Council, Plymouth City Council, Dartmoor and Exmoor National Parks, the Local Enterprise Partnership (LEP) and the three Clinical Commissioning Groups have worked in partnership to progress towards securing a devolution deal for the Heart of the South West (HotSW) area focusing on improving productivity and raising prosperity for all.

1.2 On 8 November 2017, the Cabinet agreed to become a constituent member of the Heart of the South West Joint Committee (Minute 77 refers). This decision is subject to approval of the County Council on the 7 December 2017.

1.3 This paper refers to the Joint Committee and introduces the draft Productivity Strategy, which is currently out for consultation and upon which the Scrutiny Committee might wish to comment.

### **2. HotSW Joint Committee Proposal**

2.1 The Government is keen for areas to come together as Combined Authorities and is no longer insisting on a Mayoral model for predominantly rural areas. The Partnership, at this time, is not minded to pursue a Combined Authority until Government has clarified the benefits of entering into this statutory arrangement. The Partners are keen to formalise arrangements and, having considered the advantages and disadvantages, opted for a Joint Committee model.

2.2 The Joint Committee has a much more limited role than a Combined Authority. It does not have the statutory or legal status of a Combined Authority and cannot deliver the full range of benefits that a Combined Authority can. Its role will initially be limited to developing and implementing the Productivity Strategy, however the main benefits of a Joint Committee over the current informal arrangements are considered as follows:

- Stronger voice and influence with Government and inward investors
- Closer strategic joint working between all member councils and the LEP
- Forum to develop a coherent economic vision across a wide area across all member Councils working alongside the LEP
- Transparent governance framework of debate and decisions
- Opportunity to share resources.

2.3 The detail of the proposed functions, financial, legal and constitutional arrangements are set out in the Cabinet report (CX/17/26). These arrangements have been developed with Monitoring Officers across the Partnership. Cabinet has now met and agreed

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recommendations that will be considered by the County Council at its meeting on 7 December 2017.

2.4 The LEP is often folded into a Combined Authority model. This is not possible under a Joint Committee model as it is not a statutory arrangement. The HotSW Joint Committee will work alongside the HotSW LEP – it will not replace the LEP. The LEP is a non-voting member of the Joint Committee and the relationship will focus on increasing the formal collaboration between local councils and the LEP. The intent will be to work towards greater formal collaboration on the economy between local councils and the LEP.

## **3. Draft Heart of the South West Productivity Strategy**

3.1 The Partnership has, since its inception, focused on working together to tackle low productivity and increasing prosperity for all as this is seen as the key to future economic growth. The academic research undertaken in the HotSW Green Paper on the Productivity Strategy highlighted that whilst Devon and Somerset have one of the highest employment rates in the country too many of those jobs are part-time and low paid. This means that our area has one of the lowest productivity rates in the Country and below average wage levels and these are major barriers to future prosperity.

3.2 The Partnership has continued to lobby Government to work more closely with our area to make good on its promise to spread economic growth across the Country. Following a recent positive meeting with the Minister for Devolution, Jake Berry MP, there is a requirement to develop a joint vision and case for investment so that we do not get left behind other areas that have strong, cross boundary, strategic partnership arrangements such as the six Mayoral Combined Authorities.

3.3 The aim of the Joint Committee through the delivery of the Productivity Strategy will be to:

- Improve the economic prosperity of the wider area by bringing together the public, private and education sectors;
- Work together to realise opportunities and mitigate impacts resulting from Brexit;
- Increase understanding of the local economy and what needs to be implemented locally to improve prosperity for all;
- Ensure the necessary strategic framework, including infrastructure requirements, is in place across the HotSW area to enable sub-regional arrangements to fully deliver local aspirations; and improve the efficiency and productivity of the public sector.

3.4 The Productivity Strategy is a successor document to the LEP's Strategic Economic Plan published in 2014. It is an overarching strategy document that outlines key priorities and objectives for the Heart of the South West. It has a dual purpose of bringing together public sector partners and local business on a collective vision for economic growth for the area and as the basis for negotiating new powers and funding from Government relating to devolution, the Industrial Strategy and other consultations and funding streams relating to the economy.

3.5 The Productivity Strategy is being developed through an academic evidence base and engagement with stakeholders and the community. The evidence base can be viewed on [www.devon.gov.uk/devolution](http://www.devon.gov.uk/devolution). The draft plan is currently out to consultation and can be viewed at [www.torbay.gov.uk/devolution](http://www.torbay.gov.uk/devolution). The deadline for response is 30<sup>th</sup> November 2017. Members are encouraged to respond to the draft strategy.

3.6 The draft strategy sets out an ambitious agenda to double the size of the annual economy to £70 billion of GVA by 2036. It sets out a range of objectives and potential areas

for action to achieve this. Once agreed the strategy will set out a vision for the whole of the area that will be used as a tool to lobby for investment both from the private sector and Government.

3.7 The Strategy sets out a vision “*for all parts of the HotSW to become more prosperous, enabling people to have a better quality of life and higher living standards.*” Since the financial crisis levels of employment have risen in the HotSW, yet productivity has slipped against the UK average. The Productivity Strategy argues that closing this so called ‘productivity gap’ is our route to economic growth and avoiding the future risk of declining communities, reduced living standards and alleviating demand for public services.

3.8 The document highlights a number of challenges facing the HotSW:

- Productivity has slipped and varies considerably across the patch
- Business are less likely to export or invest in innovation in the current climate
- Our working population continues to diminish as our population continues to age
- Notable skills shortages and gaps – e.g. technical skills
- Connectivity – digital and transport remain priorities
- Growing infrastructure demands for housing and employment.

3.9 The draft strategy is structured under three strategic objectives seen as key to developing our productivity levels:

- Leadership and Knowledge
- Connectivity and Infrastructure
- Working and Learning.

## 4. Areas of the draft Productivity Strategy that Scrutiny might wish to consider

4.1 The draft strategy identifies many of the key strategic challenges facing Devon. However, Devon County officers have reviewed the strategy and believe there are some major themes missing. These are set out below and Members might like to consider these in their deliberations:

- **Devolution** – the strategy needs to refer to the Heart of the South West’s aspirations for greater devolution and why this is necessary to deliver our economic objectives.
- **UK Shared Prosperity Fund** – the withdrawal of EU funding is a major issue for Devon, and the UK Shared Prosperity Fund is likely to be the single most important regional policy tool over the next few years. Devon Officers believe that our key asks of government need to be set out in this document as the basis for any future negotiation.
- **Measuring our effectiveness** - the Strategy does not explain what success looks like or what performance metrics we will judge ourselves against.

4.2 And some **key strategic challenges seem to lack emphasis**:

- **Automation and Artificial Intelligence** – independent analysis shows that HotSW and Devon in particular is likely to be one of the regions most affected by the trend towards greater automation, with over 30% of jobs at risk by 2030<sup>1</sup>. How will we respond to this?

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<sup>1</sup> “The Impact of AI in UK Constituencies: Where will automation hit hardest?”, Future Advocacy, 17 Oct 2017

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- **Ageing population** – the changes to both the labour force and the nature of work is fundamental. Does the strategy adequately address this?
- **Skills** – The Strategy contains few specifics on how HotSW proposes to fill gaps in higher level skills, or delivering the skills needed for the economy of the future e.g. digital skills. The strategy does not explain how we will support the government's focus on technical education e.g. through Institute of Technologies or the rollout of new "T-levels".
- **Underemployment** – the under-utilisation of existing levels of human capital is a major feature in the Devon economy, yet is not something the Strategy really focusses on.
- **Rural issues** – in particular, the key recommendations of the SW Rural Productivity Commission should be incorporated and given due weight in the Strategy.
- **Sectors** – Need to reference how we support emerging sectors with high growth potential – (e.g. ICT/ Digital, Food and Drink / Agri-tech), and also the need to innovate and support improved productivity in large employment sectors (e.g. Health and Social Care). Certain sectors may face specific challenges e.g. construction skills.
- Supporting firms to seize the **opportunities created by Brexit** – particularly with exports, where firms may need help to adjust depending on how terms of trade change.
- **Connectivity** – the single most important policy for connectivity will be the Universal Service Obligation for Broadband. Should we be reiterating pressure on government to deliver it as promised?
- The balance between **productivity and prosperity for all** – is the balance correct?
- **Housing** – availability of affordable housing is an issue which lacks a degree of emphasis in the document, and should be included, and actions developed as part of the Delivery Plan. Given the constrained labour market across the area, being able to attract key workers into the area and to retain local talent is in part dependent on housing.

4.3 The Productivity Strategy also needs to have a clear read across to the Government's own Industrial Strategy, not least because that is where the money will be coming from. Members might wish to consider:

- Are the policy priorities aligned with key government funding streams? (e.g. government has announced a £2bn p.a. increase in Research and Development but is it clear what HotSW's Research and Development proposals are?)
- Does the Strategy draw clear enough links with the "sector deals" (e.g. creative industries; digitalisation of industry) that the government is in the process of agreeing.

4.4 And finally, the Strategy seems to lack a simpler and succinct articulation of HotSW's key unique selling points, priorities and asks of government.

Keri Denton  
Head of Economy, Enterprise and Skills

John Smith  
Head of Organisational Development

## Electoral Divisions: All

Leader of the County Council: Councillor John Hart  
Cabinet Member for Economy and Skills: Councillor Stuart Barker

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## Local Government Act 1972: List of Background Papers

Contact for enquiries: Sue Rose

Room No. County Hall, Topsham Road, Exeter. EX2 4QD

Tel No: (01392) 382371

Background Paper	Date	File Reference
1. HotSW draft Productivity Strategy and consultation questionnaire	2017	<a href="http://www.torbay.gov.uk/devolution">www.torbay.gov.uk/devolution</a>
2. Cabinet Report CX/17/26	8 November 2017	<a href="http://democracy.devon.gov.uk/documents/s11925/Heart%20of%20the%20South%20West%20-%20Joint%20Committee.pdf">http://democracy.devon.gov.uk/documents/s11925/Heart%20of%20the%20South%20West%20-%20Joint%20Committee.pdf</a>

sr101017cirssc HotSW Proposed Joint Committee Productivity Plan  
hk 06 091117



## COMMUNITIES STRATEGY 2017-2020

### Report of the Chief Officer for Communities, Public Health, Environment & Prosperity

This report presents the Communities Strategy for Devon County Council

The Strategy can be summarised as follows

1. This Strategy is our vision for the development, over the next three years, of communities in Devon: “Flourishing people and communities that are strong, kind, compassionate and safe.” It supports and strengthens other Council and partnership strategies with the overall aim for Devon to be a place where everyone can live their life well.
  - 1.1 The Communities Strategy is based on a wide range of input from the voluntary, community and social enterprise sector, community surveys, localised data, the latest research nationally and the Council's own experience and expertise in working with communities.
  - 1.2 It is not meant to be a definitive or final piece of work. The complex, multi-layered, every changing and diverse character of communities means that this is best seen as a starting point for a longer journey to improve how we can support communities and their citizens to flourish, be strong, safe and resilient.
  - 1.3 The Council hosted a “Communities in Control” workshop on 31 October which enabled a range of people with an interest in the Strategy to begin to explore and develop some of the detail. A summary of the outcomes of the workshop will be available at [www.devon.gov.uk/communities](http://www.devon.gov.uk/communities). There are many more people and groups we need to speak with and work with in order to achieve this vision. We will continue to have these conversations and this will inform and develop the strategy and its implementation plan.
  - 1.4 The strategy is underpinned, in part, by a Needs Assessment. This needs assessment identified key areas that should be focussed on in order to develop communities and their capacity to flourish. A summary of these findings is included in the 7 Action Areas within the strategy.
  - 1.5 This strategy also outlines the four core principles by which we will undertake this work. These are explained and a short ‘pen-picture’ of what this might look like.
  - 1.6 This strategy has had input from the Equality Reference Group.
2. Behind this strategy is a desire for a more asset-based, collaborative approach that seeks to better connect communities and those who need help, to give communities greater say in meeting their needs and ambitions and to find more effective ways to work in order to meet some of the big challenges of the future. By helping communities become more cohesive and to help unlock their ability to support themselves in a more kind and compassionate context we hope to see our all our communities flourish.
3. The strategy will also help inform how the Council, and its services, can develop ways of working with communities to develop different approaches and services and potentially explore a different local infrastructure to deliver and resource them.

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Dr Virginia Pearson, Chief Officer for Communities, Public Health, Environment & Prosperity  
Electoral Divisions: All Councillors. Roger Croad, Cabinet Member for Community, Public Health, Transportation and Environmental Services  
Contact for Enquiries: Simon Kitchen, Head of Communities, Tel 01392 383000 Room: G66





# Communities Strategy

2017-2020

Devon County Council

# Foreword

We all want to live in a better, kinder world where everyone feels safe, connected, and looks out for one another; where people care about their local community, take pride in their environment, and where no-one is left forgotten, feels lonely or isolated.

Well, it starts with each of us.

Devon is so lucky to have many strong and active communities, a vibrant voluntary sector, and so many individuals prepared to stand up to give their time and energy to make this a better place.

This enterprising community spirit is the backbone of the county. When people come together and all pull in the same direction then things change and great things can happen.

As a County Council we know that on our own we simply can't do all the things we would like to meet the needs and aspirations of local people and communities. Nor do we have all the answers.

The same is true of all our public bodies.

That is why we all need to work more closely with local communities and the voluntary and independent sectors to find new ways to help meet some of the big social and environmental challenges we all share.

This strategy is a first step in setting out how we aim to do this and to offer support to stimulate opportunities particularly to help people better connect with their community and those around them.

Together, we are Devon, and it's down to all of us to show how much we care.



*Roger Croad*

Cabinet Member for Community, Public Health,  
Transportation and Environmental Services

# Preface

I am delighted that the Council has developed this piece of work reflecting its ambition and priorities in working with Devon's communities. I hope that this will be helpful to people, communities and organisations.

In forming this strategy, the Council is aware it is part of a much larger system. We do not, and will never have, all the answers, and must recognise our role alongside a wide set of partners.

We know that it is difficult to write or deliver something in this space that is perfect. This is especially true with regard to the roles we might all play in helping communities, in all their diversity, to flourish.

Communities are complex, layered and ever-changing.

The Council is committed to understanding what matters to people and their communities and I believe it is part of our role and duty to help build collaboration and capacity.

This strategy is a starting point and a direction, not a detailed map—but it's a start that needs greater involvement from the Council, our partners and communities and aspects of this will take time.

By working together we will initiate different ways of thinking and opportunities for new collaboration across Devon to better meet the needs and ambitions of people and communities.



Phil Norrey

Chief Executive, Devon County Council

# VCSE introductory statement

These are uncertain times. The very nature of the relationship between 'public' services and our communities and how these are delivered is being questioned at a fundamental level. As a result we are all being asked to change our approach to the 'what' and the 'how' at an unprecedented rate. We are in no doubt that if we do not actively collaborate in meeting and leading this change then the traditional models of public service delivery may not help the most vulnerable become more resilient and better supported as part of their communities.

Over the past few years Devon's Voluntary, Community and Social Enterprise (VCSE) has striven to meet these challenges. The Sector now employs 4.9% of Devon's working population. Devon has more Registered Charities per 1000 people than the UK as a whole with an estimated 59,000 volunteers giving over 115,000 hours of their time each week equating to an annual value of £74 million. *Third Sector Overview of Devon 2016 (DeVa)*

Communities, voluntary organisations, socially-minded enterprises and individuals across Devon deliver a huge diversity of work, activities and support thus making a vital contribution to the wellbeing of the citizens of Devon. Devon's diverse mix of urban and rural communities is reflected in our eclectic mix of Voluntary and Community Organisations (VCOs): from larger County wide groups to the many hundreds of small groups based within and serving their local community, covering all aspect of life and underpinning resilience.

We are working in new ways to foster a more inclusive, more connected, more participative, and more just communities and to unlock people's desire and ability to improve the communities whether that is a community of place, of interest or of identity. It is more important than ever that the VCSE sector and public and private sectors work collaboratively with our communities in making the best use of our strengths to enable the people of Devon to enjoy a better quality of life.

We welcome that DCC has recognised the need, through this strategy, to place communities at the heart of all they do, and we look forward to working together as an equal, strategic and tactical partner in both the planning and delivery of new ways of working. It is the VCSE sector which has consistently demonstrated it can reach and engage with local communities: helping even those most often overlooked to speak up, contribute and take the lead. We look forward to working closely with our statutory sector colleagues to find new and innovative ways of contributing to making our communities even better places to live.



Diana Crump

VCSE Representative, Devon Strategic Partnership

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Why do we need a Communities Strategy?

What is our vision and how will it be delivered?

Our four Guiding Principles

Our seven Action Areas

If you need more information or a different format phone (0345 or 0845) 155 1015, email [customer@devon.gov.uk](mailto:customer@devon.gov.uk), text 80011 (start your message with the word Devon), or write to Devon County Council, County Hall, Topsham Road, Exeter EX2 4QD.



## Why do we need a Communities Strategy?

Our society is facing a set of unprecedented political, economic and social challenges. Rising to meet them will require the contribution of many different actors, and no one service, organisation or person will be able to address them on their own. One of the essentials for tackling the most complex and pressing of these challenges will be the transformation of the relationships the public-sector has with its people and communities.

Devon has enormous strengths, including energetic, skilled and knowledgeable people, thriving community and voluntary groups, an outstanding environment and resourceful businesses. To help us positively meet the challenges we face, we need to identify, unlock and develop capacity within our organisational system, more widely with our partners and also, most importantly, within individuals and communities.

We all have a shared responsibility for our future, and the council must ensure it works in a way that encourages and enables a strong, cohesive society that is empowered to work collectively to strive for a better way of doing things. We cannot just carry on as we always have... the consequences of us just doing 'more of the same' are negative, and significant.

### What is a community?

Communities come in many different forms and can be defined by any shared characteristic or value, such where they live, their gender-identity, faith or ethnicity. Each person in Devon will usually belong to many different communities, each with their own issues and needs, but also skills and assets. This creates a complex web that requires flexible ways of working to harness the energy of individuals and communities, whilst making sure guidance and support is provided where needed.



# What is our vision and how will it be delivered?

Our vision for is Devon to have “*Flourishing people and communities that are strong, kind, compassionate and safe.*”

We have identified [Seven Action Areas](#) to help us start us moving in the right direction. These are areas that our Needs Assessment have shown are important, and for which evidence or guidance suggests actions are likely to be effective. These Action Areas offer some practical first steps, but by no means cover everything that must be done. Further work is required, from all of us, to collectively shape the best way forward.

As well as the seven Action Areas, this strategy describes [four Guiding Principles](#) that must underpin everything we do if we are to realise our vision. They will be used to ‘sense check’ the activities we carry out in delivering our Action Areas to ensure positive progress is made.

Ours is a vision that we hold equally for everyone, and efforts must be made to ensure it is delivered in a way that does not disadvantage vulnerable and marginalised groups. The comprehensive needs assessment and equality impact assessment that informed this strategy describe some of the factors that have, and should continue to be considered to ensure inequalities reduce, not increase. These documents can be viewed on our website ([www.devon.gov.uk/communities](http://www.devon.gov.uk/communities)).

## Our vision

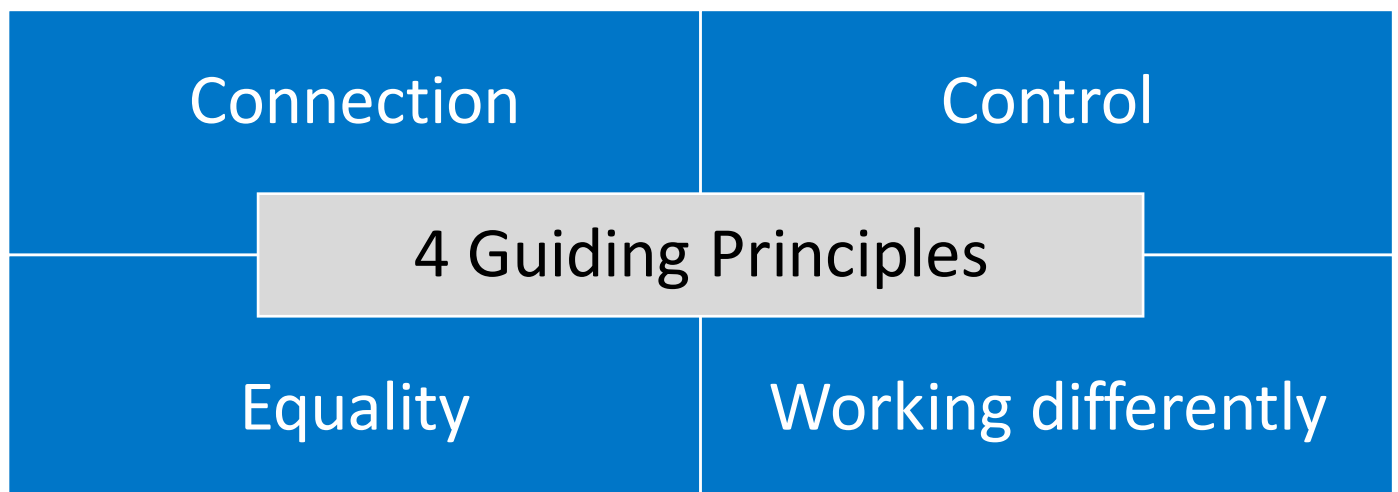
*“Flourishing people and communities that are strong, kind, compassionate and safe.”*



# 4 Guiding Principles

Four closely related Guiding Principles run through the core of our strategy, and must underpin everything we do if we are to realise this vision. They are strongly associated with the seven Action Areas, and should be at the forefront of our minds when designing and delivering our activities. They will help to build and unlock our collective capacity, enabling people's needs to be met in the most appropriate, sustainable and fair way.

For each of the Guiding Principles, statements have been provided describing our aspirations for our communities and for the Council. It is hoped that this will add 'colour' to our vision, painting a picture of how we intend work, and the type of society in which we hope to live.





## Connection

Connected, resilient and safe communities

**Communities that...**live in a physical and social environment that enables people to have the time, space, confidence and desire to develop strong, caring relationships with one another.

...reach out to all their members, supporting one another and recognise diversity as a strength.

...are connected to decision-making processes and to outside resources that it can influence positively in reaching their shared outcomes.

**A council that...**understands the role it plays in encouraging and enabling communities to connect.

...has a workforce and elected members who reach out to communities, connecting them with, and supporting them to have influence over the things that matter to them.

...works more collaboratively and compassionately with communities, the voluntary sector and the wider public sector to co-produce services.

## Control

People & communities being empowered and in control

**Communities that...**understand their needs and aspirations, recognise and use resources within the community to meet these needs, and know where to look for additional support when required.

...defines themselves, then self-determines their future, and is then able to administer their path for the inclusion of everyone within it.

**A council that...**recognises people's strengths, which can and should be used to support both themselves and each other, and empowers them to do so.

... firmly places people and communities at the heart of decision making, enabling them to have power and control over the things that affect them.

...makes it easy for people to find the information, advice and support they need, at the time it is needed.

## Equality

Everyone treated fairly and with dignity and respect

**Communities that...**recognise their diversity as a strength, acting as advocates for their most vulnerable, excluded and disadvantaged members, enabling them to have a voice

...will celebrate their togetherness but also recognise and respect individual differences.

...actively demonstrate humanity, exhibit kindness, challenge prejudice or discrimination and promote a good society.

**A council that...**acts as role models for a fair, good and compassionate society and nurtures inclusive ways of working.

...ensures that changes to services do not discriminate against any groups and works to eliminate inequalities amongst marginalised, disadvantaged or vulnerable groups.

## Working differently

Doing things better and more effectively

**Communities that...**are open minded and open-hearted to better or new ways of thinking and doing to address problems and challenges.

...feel supported by themselves and others to try doing things in ways to become more effective, efficient or to meet challenges that have previously seemed too difficult to resolve.

...are happy to grab hold of opportunities together, to listen and support each other for their collective good.

**A council that...**recognises that the risks of inaction are often greater than those of taking action.

...will listen and work closely with communities and partner organisations, taking a place-based approach to services that prioritise holistic benefits over the needs of individual organisations.

...seeks to collaborate with people, communities and organisations, harnessing and being led by local enthusiasm and embracing innovation.



# 7 Action Areas

Seven Action Areas have been identified to help achieve our vision. They do this by aligning to one or more of our Guiding Principles. For each Action Area we have described why we are focusing on these areas, what we want to achieve and what actions we will be taking.

Action Area 1:	Volunteering
Action Area 2:	Community spaces
Action Area 3:	Communications and engagement
Action Area 4:	Role development
Action Area 5:	Data, intelligence and evaluation
Action Area 6:	Commissioning
Action Area 7:	Businesses and the economy

# Action Areas

## Action Area 1: Volunteering

### What is the current situation in Devon?

Devon has high-levels of volunteering and almost twice as many registered charities compared to the national average. We have enthusiastic and skilled voluntary and community sector infrastructure organisations that have extensive experience in developing and promoting volunteering activity. Excellent examples of volunteering initiatives can also be found within the public-sector.

There is currently a lack of oversight and co-ordination of volunteering activities in Devon. This is likely to result in inefficiencies, inequalities and a system that does not make it easy for people interested in volunteering to understand all the options available to them.

### What does the evidence say?

Volunteering should form part of the bedrock of community action. It works best when it is driven by, and flexible to, the needs and interests of the

volunteer. Some types of volunteering are more beneficial than others, with the best evidence being for peer-support roles.

Under the right circumstances, volunteering can have positive benefits for the volunteer as well as the recipient of the volunteering support. The key to effective volunteering is to collaborate locally, and go where the energy is.

### What would we like to change?

We would like to develop a more co-ordinated approach to volunteering in Devon that enables expertise to be shared and makes it easier for people interested in volunteering to find opportunities.

We would like to be flexible in our approach and promote opportunities that offer the greatest positive impact, focusing on the interests of individuals rather than the benefits to individual services.

#### We will...

- Work with the community and voluntary sector to better co-ordinate volunteering activities in Devon
- Promote types of volunteering that are likely to have the greatest impact
- Pilot new approaches
- Ensure that our staff are encouraged to take part in volunteering

#### So that...

... more people can find volunteering activities that match their interests and skills, and has the greatest positive impact for everyone involved





## Action Area 2: Community spaces

### What is the current situation in Devon?

Both Devon's District Councils, who have planning responsibility for housing and employment development, and Devon County Council, who have a key role in providing supporting infrastructure and services, have a strong influence over the spaces in which we live.

Current planning processes must balance a wide-range of economic, environmental and social factors. Work is already underway to develop the working relationship between planners and health services, but less money and an increase in housebuilding to meet government targets means it is more important than ever to make it as easy as possible for planners to make well-informed decisions that prioritise community health and wellbeing.

Devon has a lot of buildings and spaces (inside and outside spaces) available for use by communities, although these are often not very visible to the public, and many are under-used. Identifying venues to meet particular needs, such as disability access, is currently harder than it should be.

### What does the evidence say?

Designing and building the spaces where we live, work and play to be accessible and inclusive can help improve community togetherness and wellbeing. As such, local planning authorities should ensure that community health and wellbeing is considered in local and neighbourhood plans and in planning decision making. This includes recognising the value of green spaces too.

Having access to public spaces plays a vital role in developing community cohesion.

### What would we like to change?

We would like to see a closer working relationship between planners, health, and communities, influencing planning policy and decisions to create cohesive and healthy communities.

We would like to raise people's awareness of the public spaces and facilities that are available to them, helping them get hold of information about how they can be used and how suitable they are for people with specific needs. This work will complement the national 'One Public Estate' programme that aims to get more from public-sector assets.

#### We will...

- Support all members of local communities to make best use of their local spaces.
- Continue to raise the level of support and input provided by health services and communities to planning authorities, making it as easy as possible for them to make planning and development decisions that prioritise community cohesion and wellbeing

#### So that...

... the places where we live help us to connect with one another and live happy, healthy lives.

## Action Area 3: Communications and engagement

### What is the current situation in Devon?

Over recent years, there have been unprecedented pressures on public-sector services, both in Devon and nationally, requiring them to change the way they interact with the communities they serve. There is a strong shared hope between local public-sector partners for communities to become more empowered, engaged and independent, but the way in which this is communicated is not always consistent. It has also been noticed locally that the way in which language is used, and the interpretation of some words and phrases is different between the public and voluntary sector. There are examples of where these inconsistencies have resulted in confusion of roles and expectations.

The media through which we communicate is also important. Services are increasingly becoming digitalised, and with around a third of people not feeling confident or able to access information online, it is essential that their needs are considered when sharing messages and information.

### What does the evidence say?

Guidance suggests that communications and engagement should be planned collectively, describing what it is hoped will be achieved and describing the role of communities in this. Special consideration should be given to the needs of vulnerable or isolated groups, recently established communities, those with low literacy or learning difficulties, and people who do not or cannot use digital or social media.

### What would we like to change?

We would like to develop closer working relationships with public and voluntary sector organisations, and with communities, to agree a clear, shared narrative on how we can all work together to meet people's needs.

We will work with the voluntary-sector and communities to ensure that these messages are accessible to everyone, through a range of media.

#### We will...

- Work closely with partners and communities to develop a shared language and set of messages that can be shared with the public

#### So that...

...people, communities and organisations better understand each other and their objectives

## Action Area 4: Role development

### What is the current situation in Devon?

In Devon, work is needed to develop the roles we play in community development at both an organisational and individual level.

There are some excellent local examples of partnership working between the public-sector and the voluntary and community sector. However, the roles these organisations can play, and how they interact with one-another to help meet the needs of people in Devon is not always clear.

The public-sector in Devon employs tens-of-thousands of staff who have a lot of contact with the public. Whilst some of these staff receives training on how they can help develop the new relationship that is needed with communities, much more could be done to help maximise the impact they have.

Many local organisations have staff that are working in community development roles. The nature of these roles, and how organisations work together to support community development is constantly evolving.

We also have a large number of elected members at Parish, Town, District and County level. Providing better support for councillors to engage with and support their communities would help to empower communities to influence the decisions that affect them.

### What does the evidence say?

Evidence and reports from a wide range of sources recommends that the public-sector should work with the voluntary and community sector as a 'system partner'. Where possible, this should involve including them in strategic processes and local decision-making structures, co-locating staff and sharing electronic infrastructure and information. It also recommends a cross-sector approach to workforce development.

Roles that support the interface between the public-sector and communities are also advocated for, although the effectiveness of different types of roles can be variable.

### What would we like to change?

We would like to change the way that we work with our public and voluntary-sector partners, moving towards increasingly co-produced, place-based ways of working with shared objectives and performance measures.

We would like people working in frontline services to become more effective at identifying and making the most of opportunities to collaborate with residents, empowering them to become more in control and resilient.

We would like elected members who, supported by a range of tools and information, are able to be catalysts, facilitators, advocates and conveners for the communities they serve.

#### We will...

- Work closely with partners and the public to clarify and develop the roles we play in supporting and enabling Devon's communities
- Develop role-specific support material to help staff and elected members develop the role they play in connecting communities to the public-sector and enabling community development
- Develop and co-ordinate roles whose primary focus is community development

#### So that...

...there is a clear, shared understanding of how we can work together to support communities, with everyone having a clear role they feel empowered to fulfil

## Action Area 5: Data, intelligence and evaluation

### What is the current situation in Devon?

Working effectively with communities to develop engagement and resilience is an essential priority for a range of local public-sector services, and there is a strong desire to develop an evidence base of how this can be done. There is also a need to improve the availability of information and resources for the public-sector, the voluntary sector and communities, in a way that enables them to be effectively used to meet people's needs.

It is recognised that we must evaluate the impact that community development initiatives have on our services and on society more broadly. At present, many community development initiatives do not include reliable evaluation measures, and there is a lack of reliable survey information about how people living in Devon feel more generally about their lives and communities. As a result, evaluation of community development initiatives is often very difficult, if undertaken at all.

### What does the evidence say?

The needs assessment conducted ahead of this strategy outlines the evidence base for community development initiatives. Whilst there is a strong and broad evidence base showing that community development initiatives can be effective, there is no one-size-fits-all approach and local circumstances have a strong influence.

Guidance recommends that the public-sector, voluntary-sector and communities recognise, share and value each other's knowledge, skills and experience. To develop the evidence base and support place-based initiatives and outcome monitoring, statutory and non-statutory partners should work together to develop robust data sharing protocols, shared data platforms and shared measurement systems.

Evaluation of community development initiatives is complex and challenging. Evaluation measures of community development projects should be agreed collectively, at an early stage.

### What would we like to change?

To develop the evidence base, and the argument for continued investment in the community development approach, evaluation of individual initiatives, and more general 'place-based' evaluation is required.

We would like to work more closely with our partners and communities to ensure shared outcome measures are agreed at an early stage of all future community development initiatives. We would also like a better understanding of the thoughts and opinions of Devon's communities, both now and in a few years' time, so we can see if our shared efforts have made a difference. We would like communities to quickly and easily access the resources that are available to them, both within and outside their community, to ensure their needs are met in the most appropriate way.

#### We will...

- Develop a shared process to improve community access to information regarding self-help and community support
- Develop and use a framework to ensure evaluation measures form part of all community development projects, and are agreed at an early stage with all stakeholders and communities.
- Design and conduct a robust community survey, that can be repeated at a later date, to show change over time

#### So that...

... we have a better-informed system with a greater capacity to meeting people's needs in the most appropriate and sustainable way

... we have the information we need to continually learn from our experiences, responding to feedback to shape how we do things in future to achieve the greatest overall good

## Action Area 6: Commissioning

### What is the current situation in Devon?

Several different public-sector organisations in Devon fund voluntary and community sector services and social enterprises. At present, this is not very well co-ordinated, and we don't have a very good understanding of how much money is flowing to different areas of the sector. As a result, there are likely to be inefficiencies and inequalities within the system that we are not aware of, and opportunities to maximise inwards investment may be being missed.

The way in which services are funded is still quite traditional, and we have not yet embraced some of the modern ways in which initiatives can be funded, for example through supporting crowd funding initiatives.

The public-sector is also responsible for commissioning a broad range of other, more general, services for the public. Whilst the main purpose of these services will vary, almost all of them provide an opportunity to do things in a way that benefit communities, through the way in which they are commissioned and delivered. At present, not enough consideration is given to how services develop social value and local capacity.

Another challenge that currently faces public-sector commissioning is balancing the often-urgent priorities of individual teams and services with the need to achieve the greatest overall good. We are increasingly

### What does the evidence say?

Guidance encouraged the use of shared commissioning platforms and funding models, driven by social value, collective impact and asset-based principles, and designed to help us work together to achieve shared outcomes.

It is recommended that the public-sector ensures procurement processes are collaborative and place-based, and do not un-necessarily disadvantage smaller, local voluntary sector organisations.

### What would we like to change?

We would like to develop a better understanding of where funding for the voluntary and community sector in Devon is being spent, working with our partners to ensure it is allocated in a fair and equitable way. We want more flexible and accessible ways of providing funding for the things that people care about most.

We would like to address the serious under-utilisation of the opportunity public-sector services has to use their services and contracts to utilise and develop skills and capacity within Devon's communities. Wherever possible we would like to take a 'whole-systems' approach to funding services, leading by example and shifting our centre of gravity from our organisation to the individual and wider population.

### We will...

- Develop and share a centralised oversight and co-ordination of Voluntary and Community Sector commissioning activity, supporting the sector to optimise inwards investment
- Develop an offer to public-sector commissioning services to help them shape policies and processes to have a greater emphasis on social value
- Review and promote new innovative commissioning models and approaches (such as crowd funding) and encourage social enterprise
- Recognise that specialist infrastructure support (in terms of its specialism or that it caters for a part of the community with specific characteristics) has an important role to play.

### So that...

... we have a strong voluntary and community sector, connected to the funding they need and empowered to provide fair, equitable support to the people of Devon

... public-sector services that harness and build on local capacity, helping communities to become more empowered and resilient



## Action Area 7: Businesses and the economy

### What is the current situation in Devon?

In Devon, wages are typically lower than those seen nationally, and the wage gap between the least and most well off is increasing. Several local initiatives seek to support and upskill our workforce and reduce barriers to work, particularly for people with disabilities and learning difficulties.

The council is supporting funding initiatives aiming to help communities prosper economically. These include improving access to broadband in remote areas, developing the economies of coastal communities and the stimulation of rural social enterprise by working with community-lead development action groups.

There are good local examples of Voluntary and Community Sector infrastructure organisation working with local businesses, for example to develop impact volunteering opportunities, and this is something that should be encouraged and supported.

### What does the evidence say?

Community development initiatives work at individual, community and organisational levels. At an individual

level, a wide range of characteristics can influence a person's ability and desire to contribute to their community, including self-efficacy, self-esteem, self-management and confidence.

Helping to build financial resilience and reduce economic inequalities is likely to reduce the number of people 'just about managing', enabling people to have a greater ability to be active community members

### What would we like to change?

We would like to see improved wages and greater wage equality in Devon, resulting in a reduction in health inequalities and greater financial security and resilience for everyone.

We would like more businesses to implement corporate social responsibility strategies, developing partnerships with the voluntary and community sector that allow staff to contribute to communities in an impactful way.

We would like to extend our role in stimulating social enterprises, harnessing local energy, helping community initiatives to become self-sustaining.

#### We will...

- Work with Voluntary and Community Sector infrastructure organisations to develop partnerships between businesses and the voluntary and community sector
- Support key employers to provide staff wellbeing at work packages that contribute to community development

#### So that...

...more people in Devon are managing comfortably and have the time and resources they need to be active community members.



## **Treasury Management - Mid Year Stewardship Report 2017/18**

### **Report of the County Treasurer**

All recommendations contained in this report are subject to confirmation by the Committee before taking effect.
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**Recommendation: That the Committee consider whether it wishes to draw to the attention of the Cabinet any observations on the Treasury Management Mid Year Stewardship Report.**

### **1. Introduction**

- 1.1. The County Council has adopted the CIPFA (Chartered Institute of Public Finance and Accountancy) Code of Practice for Treasury Management in the Public Services. A revised Code of Practice was published by CIPFA in November 2011 and a revised Policy Statement and Treasury Management Practices (TMPs) were agreed by Council in February 2017. The Treasury Management and Investment Strategy for 2017/18 was agreed by Council in February 2017 and forms part of the published budget book.
- 1.2. The purpose of this report is to inform members of any key matters arising from the Council's Treasury and Debt Management activities during the first seven months of the 2017/18 financial year. It is intended to enable members to ensure that agreed policy is being implemented. This report, together with any comments offered by this committee, will be considered by Cabinet on 13<sup>th</sup> December.

### **2. Borrowing Strategy for 2017/18 – 2019/20**

- 2.1. The overall aims of the Council's borrowing strategy are to achieve:
  - Borrowing at the lowest rates possible in the most appropriate periods;
  - The minimum borrowing costs and expenses;
  - A reduction in the average interest rate of the debt portfolio.
- 2.2. The Medium Term Financial Strategy assumes that, over the three year period, no new long-term borrowing will be required, although this will be kept under review. The majority of the capital programme is funded by capital grants or use of capital receipts. Some use is made of internal borrowing from the Council's cash resources, and prudent management of the capital programme aims to ensure that there is no requirement to take on additional external borrowing.
- 2.3. If short-term borrowing is required to aid cashflow, this will be targeted at an average rate of 0.4%.

### **3. Implementation of the borrowing strategy in 2017/18**

- 3.1. Active treasury management and the maintenance of levels of liquidity have ensured that no short term borrowing required has been required for the financial year to date. Cash positions are monitored daily and modelled over a monthly horizon to ensure that anticipated liquidity levels are forecast accurately.

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- 3.2. In accordance with the Medium Term Financial Strategy no long term external borrowing has been undertaken this financial year. Instead all borrowing required to fund capital expenditure has been funded by internal cash balances. This position will be kept under review, but the expectation remains that no new external borrowing will be required during the three year period.
- 3.3. At 31<sup>st</sup> October 2017 the level of long term debt is £507.85m as detailed in the table below.

## Analysis of Long Term Debt

	Actual 31.03.17 £'m	Interest Rate %	Actual 31.10.17 £'m	Interest Rate %
<b>Fixed Rate Debt</b>				
PWLB	436.35	4.99	436.35	4.99
Money Market	71.50	5.83	71.50	5.83
<b>Variable Debt</b>				
PWLB	0.00		0.00	
Money Market	0.00		0.00	
<b>Total External Borrowing</b>	<b>507.85</b>	<b>5.11</b>	<b>507.85</b>	<b>5.11</b>

- 3.4. It should be noted that the long term debt figure presented in the Statement of Accounts will be different than the figure stated above. This difference is due to an accounting standard adjustment which requires us to record the value of our long term debt at its Net Present Value in the Statement of Accounts. The Money Market loans, or LOBOs (Lender Option Borrower Option), have stepped interest rates and are revalued annually based on the effective interest rate for the duration of the loan. This revaluation has the effect of smoothing the stepping of the interest over the life of the loans.
- 3.5. The majority of the Council's borrowing is from the Public Works Loan Board (PWLB); however, there are three outstanding LOBO loans, totalling £46.5 million and one fixed loan valued at £25m (previously a LOBO), as shown in the above table. These are historic loans which were all taken out over thirteen years ago, at an initial lower rate of interest that then stepped up to a higher rate after the initial period. There is no further stepping built into any of the loans, but the lenders of the LOBOs have the option to increase the interest rate at each half year date. If the lender exercises this option, the Council would then have the option of repaying the loan in full, incurring no early repayment premium, or to continue making repayments at the higher rate of interest. Given the current level of interest rates it is unlikely that this will happen for many years.
- 3.6. No opportunities have arisen during this financial year to repay outstanding debt without incurring substantial premium penalties, which would negate any benefit of repaying the debt. The PWLB sets premature repayment rates and, where the interest rate payable on a current loan is higher than the repayment rate, the PWLB policy imposes premium penalties for early repayment. With current low rates of interest these penalties would be of a significant cost. Therefore it will only make financial sense to repay debt early if the PWLB changes its current policy, or if interest rates rise and cancel out the repayment premiums.

## 4. Investment Strategy in 2017/18

- 4.1. The investment performance of the County Council's cash continues to be affected by the low interest rates currently available, and the returns on the County Council's cash investments are forecast to remain at low levels for the foreseeable future. The Treasury Management Strategy will continue to ensure a prudent and secure approach.
- 4.2. The overall aim of the Council's investment strategy is to:
- Limit the risk to the loss of capital;
  - Ensure that funds are always available to meet cash flow requirements;
  - Maximise investment returns, consistent with the first two aims;
  - Review new investment instruments as they come to the Local Authority market, and to assess whether they could be a useful part of our investment process.

## 5. Implementation of the investment strategy in 2017/18

- 5.1. The following table shows the County Council's fixed and variable rate investments as at the start of the financial year and as at 31<sup>st</sup> October 2017:

### Schedule of Investments

		Actual 31.03.17 £'m	Interest Rate %	Actual 31.10.17 £'m	Interest Rate %
<b>Bank, Building Society &amp; MMF Deposits</b>					
<b>Fixed Rates</b>					
Term Deposits	< 365 days	66.50	0.66	62.50	0.56
	365 days & >	0.00		0.00	
Callable Deposits					
<b>Variable Rate</b>					
Call & Notice Accounts		30.00	0.75	90.00	0.44
Money Market Funds (MMF's)		20.74	0.29	38.97	0.30
<b>Property Fund</b>		10.00	4.45	10.00	4.27
<b>All Investments</b>		<b>127.24</b>	<b>0.92</b>	<b>201.47</b>	<b>0.64</b>

- 5.2. The figure as at 31<sup>st</sup> March 2017 includes approximately £14.3m related to the Growing Places Fund (GPF). This figure was approximately £13.4m as at 31<sup>st</sup> October 2017. Devon County Council has agreed to be the local accountable body for the GPF, which has been established by the Department for Communities and Local Government to enable the development of local funds to address infrastructure constraints, promoting economic growth and the delivery of jobs and houses. The Council is working in partnership with the Local Economic Partnership, and interest achieved on the GPF funds, based on the average rate achieved by the Council's investments, will accrue to the GPF and not to the County Council.
- 5.3. The value of the Council's investments as at 31<sup>st</sup> October reflect the fact that cash balances tend to increase during the first half of the year as Government grants and other income are received, before tapering back down again during the latter part of the financial year.
- 5.4. Following the outcome of the EU referendum in June 2016, the Bank of England reduced the base rate from 0.5% to 0.25%, following concerns about the impact of the result on the

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wider economy. As a result of this and other global concerns that have impacted on banks, rates have continued to fall. This has had an impact on the investment returns that we have been able to achieve. The average interest rate earned on investments, excluding the CCLA property fund, for the 7 months to 31<sup>st</sup> October 2017 was 0.53%, against a full year budget target return of 0.40%. Following the Bank of England's decision at the beginning of November to return the base rate back up to 0.5%, there are signs that rates are beginning to increase marginally. The CCLA property fund has yielded an average rate of 4.30% for the same period against a full year budget target of 4.50%. The combined total return from all investments was 0.73%.

- 5.5. Revenue lending during the current year to date, including the use of term deposits, call accounts, money market funds and the CCLA property fund, has earned interest of £769,000 against a full year budget of £750,000. The budget for investment income will be achieved for the full financial year. The surplus income has resulted from cash balances during the year to date being higher than anticipated, plus a higher average rate being achieved than budgeted for.
- 5.6. The County Council continues to adopt a very prudent approach to counterparties to whom the County Council is willing to lend. As a result only a small number of selected UK banks, building societies and money market funds and Non-Eurozone overseas banks in highly rated countries have been used, subject to strict criteria and the prudent management of deposits with them. A longer-term investment of £10m has also been made in the CCLA (Churches, Charities and Local Authorities) Property Fund.
- 5.7. The lending policy is kept under constant review with reference to strict criteria for inclusion in the counterparty list. All lending has been carried out in accordance with the Council's Treasury Management Strategy and with institutions on the list of approved counterparties. There have been no breaches of credit limits.

## **6. Minimum Revenue Provision (MRP)**

- 6.1. Each year the Council has a statutory obligation to charge to the revenue account an annual amount of Minimum Revenue Provision (MRP), which is a charge to make provision for the repayment of the authority's external debt and internal borrowing. The charge is based on the historic borrowing required to fund the Council's capital programme.
- 6.2. The current policy, following a review in 2015/16 is to charge MRP in equal instalments over the life of the asset benefiting from the capital spend. The budgeted MRP for 2017/18 is £18.4m.

## **7. Prudential Indicators**

- 7.1. Linked to its Treasury Management Strategy, the County Council is required to monitor its overall level of debt in line with the CIPFA Code of Practice. Part of the code requires consideration of a set of Prudential Indicators in order to allow the Council to form a judgement about the affordable, prudent and sustainable level of debt.
- 7.2. The purpose of the indicators is to demonstrate that:
  - Capital expenditure plans are affordable;
  - All external borrowing and other long term liabilities are within prudent and sustainable levels;

- Treasury management decisions are taken in accordance with professional good practice.

7.3. Three Prudential Indicators control the overall level of borrowing. They are:

- **The Authorised Limit** - this represents the limit beyond which any additional borrowing is prohibited until the limit is revised by the County Council. Revision may occur during the year if there are substantial and unforeseen changes in circumstances, for example, a significant delay in achieving forecast capital receipts. In normal circumstances this limit will not require revision until the estimate for 2018/19 is revised as part of the 2018/19 budget process.
- **The Operational Boundary** – this indicator is based on the probable external debt and other long term liabilities during the year. Variations in cash flow may lead to occasional, short term breaches of the Operational Boundary that are acceptable.
- **The Underlying Borrowing Requirement to Gross Debt** - the Council also needs to ensure that its gross debt does not, except in the short term, exceed the total of the Capital Financing Requirement.

7.4. During the Budget process, the following Borrowing Limits were set for 2017/18

- Maximum borrowing during the period (**Authorised Limit**) - £881.93m
- Expected maximum borrowing during the year (**Operational Boundary**) - £856.93m
- Maximum amount of fixed interest exposure (as a percentage of total) - 100%
- Maximum amount of variable interest exposure (as a percentage of total) - 30%

7.5. Members are asked to note that for 2017/18 to date, the Council has remained within its set Borrowing Limits and has complied with the interest rate exposure limits.

## 8. Prospects for 2018/19

8.1. Economic forecasting remains difficult with so many external influences weighing on the UK. Bank rate forecasts will be liable to further amendment depending on how economic data and developments in financial markets transpire over the next year. Forecasts for average earnings beyond the three year time horizon will be heavily dependent on economic and political developments. Volatility in bond yields is likely to endure as investor fears and confidence ebb and flow between favouring relatively more “risky” assets i.e. equities, or the “safe haven” of government bonds.

8.2. At the beginning of November the Bank of England Monetary Policy Committee decided to remove the post EU referendum emergency monetary stimulus implemented in August 2016 and restore the Base Rate to 0.5%. At the same time they also gave forward guidance that they expected to increase Bank Rate only twice more in the next three years to reach 1.0% by 2020.

8.3. The overall longer run trend is for gilt yields and PWLB rates to rise, albeit gently. A world economic recovery will likely see investors switching from the safe haven of bonds to equities. However, the outlook remains extremely uncertain. Risks to the downside include:

- Continuing uncertainty as a result of Brexit.

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- Geopolitical risks, especially North Korea, but also in Europe and the Middle East, which could lead to increasing safe haven flows.
- A resurgence of the Eurozone sovereign debt crisis, possibly Italy, due to its high level of government debt, low rate of economic growth and vulnerable banking system.
- Weak capitalisation of some European banks.
- Rising protectionism under President Trump
- A sharp Chinese downturn and its impact on emerging market countries

8.4. In view of this, it is likely that the target investment return for 2018/19 for bank, building society and money market deposits will be set at a slightly higher level than the 0.40% target for 2017/18, but will depend on whether we see any further moves in interest rates over the next month or so following the increase in the Bank of England Base Rate. We expect to achieve a higher rate of return in the region of 4.0% to 4.5% for the CCLA property fund.

## 9. Summary

- 9.1. No long term borrowing has been undertaken to date in 2017/18. The expectation is that no new borrowing will be required during the remainder of the 2017/18 financial Year.
- 9.2. No short term borrowing has been undertaken to date in 2017/18. The expectation is that no new borrowing will be required during the remainder of the 2017/18 financial Year.
- 9.3. Investment income is forecast to over-achieve against the budget target of £750,000 in 2017/18.

Mary Davis

Electoral Divisions: All

Local Government Act 1972

List of Background Papers – Nil

Contact for Enquiries: Mark Gayler / Dan Harris

Tel No: (01392) 383621 Room G97 / G99



# Impact of Changes to Local Policing Spotlight Review

November 2017

## 1. Recommendations

The Spotlight Review group asks the Corporate Infrastructure & Regulatory Services Scrutiny Committee and Cabinet to endorse that the recommendations below be sent to the Chief Constable and the Police & Crime Commissioner (PCC) for Devon & Cornwall Police, for their consideration, and to be fed into the Police's Project Genesis review, and to receive a progress update in 6-9 months' time.

### Recommendation 1

The Chief Constable's decision to cut Police Community Support Officer (PCSO) numbers across the Peninsula by 190, whilst increasing Police Officer numbers by 100, will result in an overall reduction to Neighbourhood Policing across Devon's communities. The Chief Constable should therefore, closely monitor the impact of his decision to reduce overall numbers of the workforce, and ensure that this does not result in less effective working in Neighbourhood teams, whilst making every effort to reconnect local policing with communities.

#### Outcome

Ensure that all local communities across Devon are confident that the Police will detect and prevent harm, protect the vulnerable and reduce crime.

### Recommendation 2

That as part of Project Genesis, the Police undertake to identify:

- The nature and number of incidents PCSOs are deployed to deal with
- The frequency of PCSO attended incidents which required the support of a warranted officer, due to PCSOs having insufficient powers to deal with an incident
- The frequency of warranted officer attended incidents where it was found that PCSO attendance would have been sufficient
- The effectiveness of PCSOs vs warranted officers in detecting or apprehending crime and the supporting of victims, and whether this supports the decision made to reduce PCSO numbers
- To report these findings, and the full findings of Project Genesis, back to the Corporate Infrastructure & Regulatory Services Scrutiny Committee.

#### Outcome

To assure communities that the changes being made to local policing are necessary and appropriate.

### Recommendation 3

Increase public understanding and trust in modern police work and how the Police in Devon are keeping communities safe by:

- Reviewing the Devon & Cornwall Police and PCC websites and other communication (digital and print) to ensure that they consistently reflect the state of policing and crime today
- Promoting the work of new police roles such as 'Specialist Problem Solvers' and 'Police Staff Investigators' and others, to show communities how 'hidden' police work is preventing crime, cracking down on offending and keeping communities safe
- Working more closely with local Councillors, utilising their local knowledge and links with communities to allow for better two way communication between the public and the Police
- Ensuring that Neighbourhood Alerts are relevant to their target audience, and that Parish and Town Councils receive up to date and relevant reports on policing in their areas.

#### Outcome

Build public confidence and reconnect communities with the work of the Police.

## Recommendation 4

Make the most of volunteers and communities as a valuable asset by:

- Creating varied and valuable volunteering opportunities within the Police, attracting a range of skills into the Force, such as Specials and well trained community volunteers
- Targeting volunteer recruitment at Devon's retired and student populations – create peer community workers for older/younger people and minority groups
- Looking at how volunteers and volunteer training can be shared across agencies
- Working with communities to create safe community spaces – learn from examples such as 'claiming back the alley ways' in Exeter
- Providing more information for communities about how to keep property safe, particularly in rural/farming areas
- Providing greater support for Community Speedwatch schemes.

### Outcome

Help to maintain a strong police presence and connection with communities, provide local insight and opportunities for early intervention and make communities feel safer and be safer. This recommendation is proposed to support, rather than replace the work of neighbourhood policing teams.

## Recommendation 5

Working more effectively with public sector and voluntary sector partners by:

- Working hard to overcome issues around data sharing with other agencies and create 'information sharing agreements' for those agencies where sharing is regular
- Working with other agencies and the voluntary sector to reduce first time offending and reoffending through 'nudging' type approaches
- Considering 'co-location' of agencies for working on strategic issues such as CSE, cyber-crime and extremism
- Aligning commissioning activity, so that services are not planned in isolation, but with an awareness of services being provided within the wider public sector and voluntary sector landscape
- Working proactively with community groups and the County Council to identify the impact of hate crime, developing appropriate support programmes for victims, and safeguard vulnerable individuals who are at risk of radicalisation through the Prevent Strategy and Channel process<sup>1</sup>
- Using the Safer Devon Partnership as a platform to address the above recommendations.

### Outcome

Police and other agencies will be able to make the most of limited resources, avoid duplication, keep a focus on prevention and provide communities and individuals with a consistent and meaningful service.

## 2. Background

2.1 Devon & Cornwall Police have faced year on year reductions in funding. Crime figures are increasing both locally and nationally. Due to the changing nature of crime, police forces are being driven to focus more limited resources on strategic threats such as terrorism, child sexual exploitation and modern slavery; threats which are often unseen by the public.

2.2 Communities highly value the work of their PCSOs and Neighbourhood Police Officers, but report that they are less present than ever. Police front desks have been closed across the County and there is an expected reduction in PCSOs from 340 to 150 across the Peninsula, which adds to the perceived vulnerability of the public.

2.3 Communities are alarmed that reductions in local policing are currently, and will in future result in increased crime and risks to community safety.

2.4 A review of neighbourhood policing is currently taking place across Devon and Cornwall (Project Genesis) which is considering changes in resource levels, definitions of roles in neighbourhood policing, training and the role of volunteers in policing.

## Scope of the Review

2.5 The Corporate Infrastructure & Regulatory Services Scrutiny Committee elected to undertake a Spotlight Review, to be held on 12<sup>th</sup> October 2017, to look at the potential impact that changes to local policing may have, and offer some suggested ways forward. The scope of the review was to:

- Begin to identify and seek to quantify the impact that reductions in funding and changes to police, local authority and partner priorities and activities are having on local communities, local crime and anti-social behaviour
- Identify the value that PCSOs bring to communities and as such, consider the potential impact of planned reductions across the County
- Consider how Devon & Cornwall Police, public sector and third sector partners can work together to best protect communities into the future
- Feed the findings of the review into Devon & Cornwall Police's Project Genesis review

2.6 Time and resources necessitate that this report provides a snapshot approach to highlight some of the most significant crime, safety and anti-social behaviour issues affecting communities in Devon today. In this vein the Spotlight Review's recommendations do not profess to solve all the crime related problems currently being faced by Devon's communities, but ask that Devon & Cornwall Police do all that they can to keep communities safe, to facilitate a greater partnership approach to protecting communities, and encourage greater collaboration and trust between the Police and the communities they serve.

## 3. Findings

### Crime and Safety in Devon - Devon & Cornwall Police's Perspective

3.1 Statistically Devon is a safe place to live, experiencing less crime than other parts of the UK. However, in line with the national picture, crime in Devon is increasing. Crime figures show that serious victim based crimes such as rape and other sexual offences, violence against the person, domestic abuse and crime have all seen increases. Although this may be in part due to an increase in reporting of these crimes, the total increase cannot be entirely attributed to this. Other types of crime are also increasing including drug trafficking, possession of a weapon and vehicle offences (see Appendix).

3.2 Devon & Cornwall Police, alongside other national police forces are also seeing a change in the pattern of crime. A large proportion of police time and resource is focussed on complex investigations, with common themes of vulnerability and safeguarding, in areas such as child sexual exploitation and abuse, modern slavery, radicalisation as well as domestic violence and abuse. The internet, often the 'dark web' is being used to facilitate many of these crime types, as well as crimes such as financial fraud, drugs and weapon dealing. These crimes often require investigators to take a very different approach and use a more diverse skill set to that of 'traditional' crime investigations. Police staff with strong crime analysis and specialist problem solving skills are needed to detect and react to this type of crime, and to work to prevent it.

## Crime and Safety in Devon – Community Stakeholder's Perspective

3.7 Those representing more rural parts of Devon reported issues around farm theft (machinery and livestock) and poaching. Reports from rural areas indicated a real lack of faith in the Police to deal with and respond to rural crime, and anecdotal evidence suggested that victims of agricultural crime in particular are tending not to report incidents due to the lack of response from the Police, which could well be skewing official crime figures and the Police's perception of crime in rural areas.

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3.8 Devon-wide issues such as speeding and dangerous driving, vehicle crime, neighbourhood disputes, vandalism, anti-social behaviour, theft and burglary, domestic abuse and hate crime were clearly of severe concern to many communities, and themes of vulnerability, particularly around children and young people, and those with mental health problems were apparent.

3.9 A number of these types of crime might be considered 'low level' or less serious than the complex police investigations outlined in paragraph 3.2. However, it is clear that these incidents have a real impact on people's lives, on community cohesion and on wellbeing. Communities also feel that the lack of police available to tackle these more traditional crimes actually encourages perpetrators to think they can get away with impunity.

3.10 'Hidden' crimes, particularly child sexual exploitation and abuse were also raised, but it was acknowledged that this type of crime is often not seen by the public at large. Strong links between criminal activity such as drug dealing and petty crime with child sexual exploitation and abuse and modern slavery were also made, and concerns about 'County Lines'<sup>2</sup> style trafficking of children in particular were acknowledged as being an unseen but very real issue in Devon.

## Changes to Local Policing

3.11 Local policing is changing. This is driven both by the need to rebalance the police workforce to reflect the changing pattern of crime, but also as a result of increasing demand and reducing financial resources. The Devon & Cornwall Police & Crime Plan 2017-2020<sup>3</sup> however, promises that local policing will be accessible, responsive, informative and supportive. The below diagram illustrates 'Local Policing' as described by Devon & Cornwall Police at the Spotlight Review meeting.



PPC Plan	Police and Crime Commissioner Plan
NCA	National Crime Agency
PSD	Professional Standards Department
CMCU	Contact management and communications unit
SPR	Strategic Policing Requirement
PPU	Public Protection Unit
CTIU	Counter Terrorism Intelligence Unit
SOCB	Serious and Organised Crime Branch

3.12 Changes to local policing include a reduction in PCSO numbers across Devon & Cornwall from 340 to 150. This decision has been controversial and unpopular in many areas and has caused concern for many communities, feeling that a huge void will be left if their PCSO is taken away, and that crime and safety will be affected.

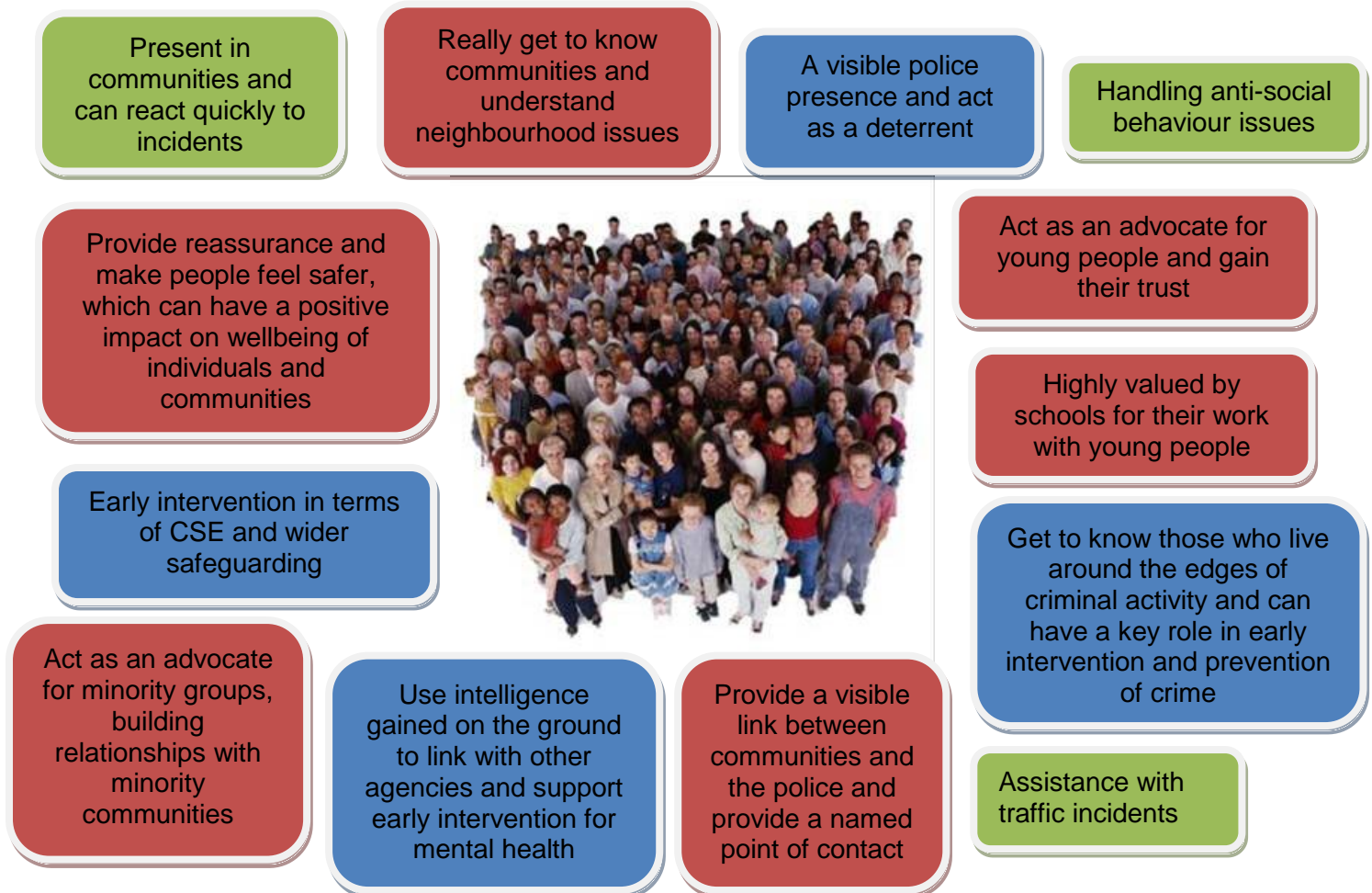
<sup>2</sup> <http://www.bbc.co.uk/news/uk-41720980>

<sup>3</sup> [https://devonandcornwall.s3.amazonaws.com/Documents/Our%20information/Key%20document/Police%20and%20Crime%20Plan%202017-2020%20FINAL%20\(002\).pdf](https://devonandcornwall.s3.amazonaws.com/Documents/Our%20information/Key%20document/Police%20and%20Crime%20Plan%202017-2020%20FINAL%20(002).pdf)

3.13 As part of the Project Genesis review, Devon & Cornwall Police are evaluating the role that PCSOs are currently performing. However, as yet no information on this, or on the expected impact of these changes has been made available to communities or to the Spotlight Review group.

## What does your PCSO do for you?

3.14 At the Spotlight Review meeting, councillors and stakeholders were asked what value their PCSO brings to their community. Feedback is summarised below. Roughly speaking, the green boxes are 'reactive' work, the blue boxes are 'preventative' work and the pink boxes are more 'communication' and 'reassurance' type work.



3.15 PCSOs in Devon work as part of a wider Neighbourhood Policing team. Currently communities across Devon report inconsistencies in the service and engagement they receive from their Neighbourhood Policing teams. Some feel very well supported locally where as others find them difficult to engage with. For many communities, and as illustrated above, the PCSO is highly valued as a community worker, a conflict resolver, someone who has the trust of young people and minority groups, and someone who has their ear to the ground, has local knowledge and insight. They are also often the most visible and accessible side of the police. However, the workload of PCSOs across the county also differs, and in some areas this has verged nearer to traditional policing work, rather than community work.

3.16 Devon & Cornwall Police informed the Spotlight Review that a rebalanced police force will also include an increase in police officer numbers by 100 to local policing by 2021, an uplift in Armed Response Officers, an investment in Evidence Record Takers to improve efficiency, investment to 50 Police Staff Investigators, investment in 10 Specialist Problem Solvers and investment in

volunteering across the Force. However, it is difficult to see that these new roles will fulfil all the reactive, preventative and communication/reassurance work communities currently get from their PCSOs.

## What is the potential impact of these changes for communities?

3.17 Ultimately, one of the consequences of ongoing changes to local policing in Devon is that there are less uniformed police officers and PCSOs present and visible in communities. But what impact does this actually have for communities? Feedback from Councillors and Stakeholders at the Spotlight Review meeting is summarised below.

### **Increase in crime and fear of crime**



While research in the area of police numbers and the impact on crime tends to be fairly inconclusive<sup>4</sup>, there is real concern and anecdotal evidence from communities that a reduction in the visibility of police, does result in an increase in crime. Even if this evidence isn't conclusive, it is likely that many people's fear of crime does at least increase when the police are less visible, which has an impact on the wellbeing of individuals and communities.

### **Loss of prevention, intelligence and early intervention work**



The relationship and trust built with communities, alongside the time spent working in communities provides Neighbourhood Policing teams with a unique insight into their local area, which allows them to act on or pass on intelligence gathered and facilitate work with other agencies. There is real concern that the value of this 'intelligence' aspect is not recognised enough by the Police, and there is fear that if lost, this will actually have a detrimental impact on police work which is focussed on the prevention and detection of crime in areas such as child sexual exploitation and abuse, modern slavery and radicalisation.

### **Less reporting of crime**



Accounts of people in communities not reporting crime are becoming common, either because they do not feel that the police will respond and therefore reporting is pointless, or because the informal reporting mechanism of the 'bobby on the beat', or the more formal process of visiting a police front desk, is no longer available to them.

### **Loss of interface between the Police and communities**



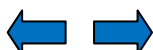
Communities and councillors report that police presence and reporting at Parish Council and community meetings has reduced across the County. A reduction in neighbourhood policing will provide less opportunity for two way, face to face communication between communities and the Police.

### **Loss of an advocate for young people and minority groups**



PCSOs in particular are known for their unique positive working relationships and building trust with young people and minority groups, and can often act as an advocate for them. There are concerns that this key community role will be lost for many communities in Devon.

### **A disconnect between the public and the police**



Emerging from a landscape of changing patterns of crime and reduced police visibility, the disparity between what communities expect the police to be doing and what the police are actually doing or are able to do seems to be growing. 'Hidden' crimes are tackled through

<sup>4</sup> <https://www.justiceinspectorates.gov.uk/hmicfrs/media/police-numbers-and-crime-rates-rapid-evidence-review-20110721.pdf>



'hidden' police work, and generally speaking, the public at large has a lack of knowledge around what modern policing involves.

## Working together to make communities safer

3.18 It is an undeniable fact that all parts of the public sector are having to respond to reductions in funding, and for the majority, an increase in demand. It is therefore even more important than ever that the police and their public sector and voluntary sector partners work together, with communities, to overcome the crime and safety related issues that may arise as a result of changes to local policing.

3.19 At the Spotlight Review, Councillors and stakeholders discussed a number of ways that the Police and partners could work better together to make communities safer, including:

- Better opportunities and recruitment for volunteers
- Joint training of volunteers across agencies
- Joint working on awareness raising of 'hidden crime'
- Break down barriers to information sharing once and for all
- Joint awareness raising around vulnerability
- Greater joint investment in prevention and early intervention
- Use of 'nudging' techniques to prevent offending
- Operational joined up working i.e. co-location of agencies
- Help urban neighbourhoods create safe spaces
- Use Councillors as a link between Police and communities
- Address the different thresholds used for intervention by different agencies
- Don't commission in isolation – consider what other services are doing
- Better education for farming communities about keeping property safe
- More 'Community Speedwatch' schemes

## 4. Conclusion

4.1 Members of the Spotlight Review group acknowledge that Devon & Cornwall Police are under growing pressure as a result of cuts in funding, increasing crime levels and changing patterns of crime. There is a clear need for the Police to undertake work which tackles growing areas of concern such as child sexual exploitation, modern slavery, extremism and organised crime in the region, and to grow public awareness and understanding around these issues.

4.2 During such a period of budget reductions and change, it is more important than ever that the Police work effectively with public sector and voluntary sector partners, and make the most of volunteers and communities to support common objectives and build strong links between the Police and communities.

4.3 PCSOs provide an economical alternative to warranted officers and offer a known, visible and accessible police presence, providing vital early intervention, local insight and a link between communities and the Police. Community stakeholders reported to the Spotlight Review real concerns about the impact that cuts to PCSO numbers and neighbourhood policing more generally will have on crime levels, safety and wellbeing within Devon's communities. Concerns relate to not only 'low level' crime and anti-social behaviour, but also the loss of intelligence and local knowledge which can support the Police's work combatting organised crime and protecting vulnerable people.

4.4 The recommendations laid out at the beginning of this report are based on evidence recorded at the Spotlight Review meeting on 12<sup>th</sup> October and summarised in this report.

## 5. Membership

Councillors Alistair Dewhirst, (Chair), Marina Asvachin, Yvonne Atkinson, Ray Bloxham, Polly Colthorpe, Andrew Saywell and Martin Shaw.

## 6. Sources of Evidence

Stakeholders from a range of agencies and organisations attended the Spotlight Review meeting to share their knowledge and experience, and as such the Spotlight Review group would like to express their sincere thanks to the following people for their contribution and the information shared.

Chief Constable Shaun Sawyer	Devon & Cornwall Police
Chief Superintendent Jim Colwell	Devon & Cornwall Police
Superintendent Jim Gale	Devon & Cornwall Police
Superintendent Matt Lawler	Devon & Cornwall Police
Duncan Walton	Interim CEO & Monitoring Officer Office of the Police & Crime Commissioner
Lisa Vango	Strategy & Planning Manager Office of the Police & Crime Commissioner
Councillor Roger Croad	Chair of Police & Crime Panel
Councillor Su Aves	Devon County Council
Councillor Frank Biederman	Devon County Council
Councillor Christine Channon	Devon County Council
Councillor Alan Connett	Devon County Council
Councillor Ian Hall	Devon County Council
Councillor Linda Hellyer	Devon County Council
Councillor Richard Hosking	Devon County Council
Councillor Sylvia Russell	Devon County Council
Councillor Nick Way	Devon County Council
Phil Norrey	Chief Executive, Devon County Council
Virginia Pearson	Safer Devon Partnership Chair and DCC Chief Officer for Communities, Public Health, Environment & Prosperity
Julie Richards	Safer Devon Partnership Manager Devon County Council
Gerry Moore	East & Mid Devon Community Safety Partnership
Amanda Palmer	North Devon Community Safety Partnership
Janet Williams	Torridge Community Safety Partnership
Julie Paget	Plymouth & Devon Racial Equality Council
Andrew Turnock	Young Devon
Steven Aughton	Living Options
Lou Hart	Fawcett Society
Kate Waller	Fawcett Society
Simon Bowkett	CEO, Exeter CVS
Brett Rowson	Safeguarding & Education Lead DYS Space
Iain Miller	Exeter Street Pastors
Trevor Staverley	Torbay & Newton Abbot Street Pastors

The Spotlight Review also considered written evidence submitted from County Councillors and other stakeholders.

Councillor Jackie Brodie	Devon County Council
Councillor Carol Whitton	Devon County Council
Reverend Iain McDonald	Devon Faith & Belief Forum
South Devon & Dartmoor Community Safety Partnership	
Devon and Cornwall Community Watch Association	

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[https://devonandcornwall.s3.amazonaws.com/Documents/Our%20information/Key%20document/Police%20and%20Crime%20Plan%202017-2020%20FINAL%20\(002\).pdf](https://devonandcornwall.s3.amazonaws.com/Documents/Our%20information/Key%20document/Police%20and%20Crime%20Plan%202017-2020%20FINAL%20(002).pdf)

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## 7. Contact

For all enquiries about this report or its contents please contact:  
Vicky Church (Scrutiny Officer) [victoria.church@devon.gov.uk](mailto:victoria.church@devon.gov.uk) 01392 383691

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## Devon and Cornwall Police

### Force

↑ Offences	12 months to 04/10	% Change
	19	-
Homicide	20	66.7%
Violence with Injury	13370	13.4%
Violence without Injury	19341	44.1%
Rape	1566	39.1%
Other Sexual Offences	2681	52.1%
Robbery	478	26.1%
Burglary Dwelling	2693	4.5%
Burglary Non-Dwelling	3338	-2.7%
Vehicle Offences	5643	20.4%
Shoplifting	7859	23.3%
Other Theft	12370	11.2%
Criminal Damage	14891	11.9%
Public Order Offences	6179	34.6%
Possession of Weapons	792	34.0%
Trafficking of Drugs	751	7.6%
Possession of Drugs	2899	3.0%
Other Offences	1945	68.8%
<b>Total</b>	<b>96835</b>	<b>21.3%</b>

Violence Against the Person (not DA)	21453	31.6%
Domestic Abuse Crimes	14639	27.8%
Domestic Abuse Crimes & Incidents	28243	1.7%
Hate Crimes	1245	28.7%
Victim Based Crime minus DA	66038	17.5%

### Devon

↑ Offences	12 months to 04/10	% Change
	1	-
Homicide	9	12.5%
Violence with Injury	6401	14.7%
Violence without Injury	9575	43.7%
Rape	728	31.6%
Other Sexual Offences	1299	37.6%
Robbery	203	16.7%
Burglary Dwelling	1322	3.5%
Burglary Non-Dwelling	1736	-9.0%
Vehicle Offences	3157	27.2%
Shoplifting	3791	20.3%
Other Theft	6421	12.5%
Criminal Damage	7279	13.9%
Public Order Offences	3060	25.6%
Possession of Weapons	377	34.2%
Trafficking of Drugs	425	28.8%
Possession of Drugs	1424	15.9%
Other Offences	1048	63.5%
<b>Total</b>	<b>48256</b>	<b>21.4%</b>

Violence Against the Person (not DA)	10387	30.9%
Domestic Abuse Crimes	7247	30.2%
Domestic Abuse Crimes & Incidents	13242	3.4%
Hate Crimes	651	33.1%
Victim Based Crime minus DA	32953	17.4%



## **Clear Channel Bus Shelters Member Investigation**

### **1. Background**

A meeting was held on 26<sup>th</sup> October 2017 between Councillors Asvachin and Atkinson and officers from the Council's Transport Co-ordination Service and Highways Management Teams to discuss the current concessions agreement between Devon County Council and Exeter City Council and Clear Channel, to see if they are doing an acceptable job and what if any further action could be taken.

This has come about due to quite a high number of members receiving complaints from their constituents regarding the removal, upkeep or lack of bus shelters at various locations in Exeter.

### **2. Findings**

Clear Channel first took over the contract in Exeter (which was previously Adshel) in 2012 after a procurement exercise.

The agreement means that they have the exclusive right to advertise on the shelters in return for maintaining, and replacing the existing bus shelters at no cost to the Councils.

The contract is for 20 years, with Clear Channel agreeing to replace 188 existing shelters within the first 5 years and in the 6<sup>th</sup> year, start to add an extra 2 new shelters each year. As of January 2017, 84% had been replaced (100) with another 57 meant to be completed by June. These have yet to be undertaken and there has been no feedback from them since then, although there has been a promise of a list showing the work they are planning to do soon (See Appendix 1).

An initial delay was caused by Clear Channel wanting to use contractors who did not meet the requirements of Devon County Council to carry out works on the Highway.

Originally, there was a ban on advertising on the bus shelters in the High Street but this was reconsidered, as the City Council agreed it was hard for Clear Channel to make enough revenue due to changes in the way people watch adverts/pay for advertising space.

Clear Channel has yet to officially respond to this offer. The company's financial situation can be seen from their accounts published at Appendix 2.

### **3. Conclusion**

The group decided that moving forward; the best action plan would be to arrange a meeting with Clear Channel to which Devon County Council and Exeter City Council

# Agenda Item 13

Members and officers would be invited. County Council officers are arranging this meeting.

The aim of the meeting will be to understand what the current position is, the timetable for meeting obligations made in the agreement and to explore with Clear Channel how to overcome any barriers to meeting the contract timetable.

It was also agreed that moving forward we will need to discuss how we agree with them which new bus shelters to install and where.

**Councillors Marina Asvachin and Yvonne Atkinson**

**Members of the Corporate Infrastructure & Regulatory Services Scrutiny Committee**



## Appendix 1

Scheduled dates for the installation of bus shelters:

Exwick Road – 1st to 3rd November

Holman Way – 1st to 3rd November

Causey Lane – 2nd to 4th November

Barley Lane – 2nd to 4th November

(these being sites where old shelters had been removed).

	2016 £000	2015 £000	% Change £000
Turnover	124,301	144,091	(14%)
Operating Profit/(Loss)	2,827	(1,076)	362%
Operating Margin*	2%	(1%)	
Gross Profit Percentage	27%	22%	
Net Assets	122,043	191,578	(36%)
Net Current Assets	32,860	27,797	18%
Capital Expenditure	12,810	9,785	31%

\*Operating margin defined as operating profit as a percentage of Turnover.

Turnover decreased 14% due to the loss of the TFL bus shelter contract at the end of 2015 offset by strong growth elsewhere particularly as a result of our ongoing digital strategy. The directors expect this growth to continue in 2017.

Operating profit for the year was £2,827k (2015 - £1,076k loss), an increase of 362% due to strong cost control, savings from the loss of the TFL contract and material one off costs incurred in 2015 that did not repeat.

Net current assets improved by £5,063k and capital expenditure increased by £3,025k to support digital expansion.

The loss for the year after taxation amounted to £69,555k (2015 - £2,309k). The loss is due to a one off impairment of £78,320k which reflects the decline in projected profitability from certain investments.

### Future developments

With digital continuing to be the primary driver behind the growth of outdoor advertising, we intend to continue to develop our expertise in digital display technology and we anticipate that this will have a significant impact in the outdoor sector over the coming years.

### Principal risks and uncertainties

#### Dependence on key relationships with clients

Clear Channel is always seeking to improve relationships both with advertising agencies and specialists, as well as large company clients. The company is working closely with all stakeholders in order to achieve this.

#### Exposure to a downturn of the advertising industry and continued market growth

The demand for outdoor advertising has continued to outperform some other advertising segments in recent years. The Board continues to keep market movements under close review.