

Phil Norrey
Chief Executive

To: The Chair and Members of the
Cabinet

County Hall
Topsham Road
Exeter
Devon
EX2 4QD

(See below)

Your ref :
Our ref :

Date : 3 July 2018
Please ask for : Karen Strahan, 01392 382264

Email: karen.strahan@devon.gov.uk

CABINET

Wednesday, 11th July, 2018

A meeting of the Cabinet is to be held on the above date at 10.30 am in the Committee Suite - County Hall to consider the following matters.

P NORREY
Chief Executive

AGENDA

PART I - OPEN COMMITTEE

1 Apologies for Absence

2 Minutes

Minutes of the meeting held on 13 June 2018 (previously circulated).

3 Items Requiring Urgent Attention

Items which in the opinion of the Chair should be considered at the meeting as matters of urgency.

4 Announcements

5 Petitions

6 Question(s) from Members of the Council

FRAMEWORK DECISION

NIL

KEY DECISIONS

- 7 Sherford Main Street (interim scheme): Approval to Obtain Tenders (Pages 1 - 18)
- Report of the Head of Planning, Transportation and Environment (PTE/18/22) on the interim scheme for Sherford Main Street and the approval to obtain tenders process, attached.
- An Impact Assessment is also attached.
- Electoral Divisions(s): Bickleigh & Wembury;
Ivybridge; South Brent & Yealmpton*
- 8 A Gateway to Northern Devon – A361/A39 North Devon Link Road: South Molton to Bideford (Pages 19 - 60)
- Report of the Head of Planning, Transportation and Environment (PTE/18/23) seeking approval to go to planning, tender and acquire land through negotiation/CPO in relation to A361/A39 North Devon Link Road: South Molton to Bideford, attached.
- An Impact Assessment is also attached.
- Electoral Divisions(s): Barnstaple North; Barnstaple South; Bideford East; Bideford West & Hartland; Braunton Rural; Chulmleigh & Landkey; Combe Martin Rural; Fremington Rural; Ilfracombe; Northam; South Molton; Torrington Rural*
- 9 South West Exeter Housing Infrastructure Fund Bid (Pages 61 - 68)
- Report of the Head of Planning, Transportation and Environment (PTE/18/24), seeking approval to submit a bid to the Housing Infrastructure Fund, attached.
- Electoral Divisions(s): Alphington & Cowick;
Exminster & Haldon*
- 10 Exeter, Upper Northbrook Surface Water Flood Improvements (Pages 69 - 76)
- Report of the Head of Planning, Transportation and Environment (PTE/18/25) seeking approval of the Exeter, Northbrook Upper Flood Improvement Scheme, attached.
- Electoral Divisions(s): Heavitree & Whipton Barton;
Pinhoe & Mincinglake*
- 11 Treasury Management Stewardship Annual Report: Approval to Annual Report (following consideration by the Corporate Infrastructure and Regulatory Services Scrutiny Committee) (Pages 77 - 82)
- Report of the County Treasurer (CT/18/48), previously considered and endorsed by the Corporate Infrastructure and Regulatory Scrutiny Committee held on 12 June 2018 (Minute *74 refers), attached.
- Electoral Divisions(s): All Divisions*

MATTERS REFERRED

- 12 Children's Scrutiny Committee - Children & Young People's Emotional Health & Wellbeing Task Group (Minute 64) (Pages 83 - 106)

At its meeting on 4 June 2018 (minute 64 refers), the Children's Scrutiny Committee received the Report of the Scrutiny Task Group relating to the Children and Young Peoples Emotional Health and Wellbeing.

The Committee **RESOLVED**

(a) that the report and intention of the recommendations be endorsed; and

(b) that the Chair of the Children and Young People's Emotional Health and Wellbeing Task Group work with Officers to review the phrasing of the recommendations to ensure that they are 'SMART' (Specific, Measurable, Achievable, Relevant and Time-Bound) before being commended to the Cabinet'.

Recommendation

Cabinet note that Officers have already met with Scrutiny Members to propose the following SMART actions in response to the recommendations, appended to this agenda, and Cabinet endorses both the Scrutiny recommendations and accompanying action plan.

- 13 Health and Adult Care Scrutiny Committee - Better Care Fund Task Group (Minute 66) (Pages 107 - 130)

In considering the Report of the Scrutiny Task Group on the Better Care Fund (Minute 66), the Health and Adult Care Scrutiny Committee at its meeting on 7 June 2018 had **RESOLVED**

(a) that the Cabinet, Northern, Eastern and Western (NEW) Devon CCG and South Devon and Torbay CCG be requested to endorse the Report and adopt the recommendations detailed; and

(b) that the Cabinet and the Clinical Commissioning Groups be asked to provide a unified response and report back on progress to the November meeting of this Committee.

Recommendations

(a) Cabinet welcomes the report from the Task Group on the Better Care Fund which provides great insight into the complexities and opportunities around the BCF, recognises the hard work of operational and commissioning staff across the authority and the NHS in delivering integrated care in Devon and makes clear recommendations for further improvement; and

(b) Cabinet is recommended to endorse the report and agree that council officers will coordinate a single integrated response across all partners for the November meeting.

14 Health and Adult Care Scrutiny Committee - Public Health Annual Report 2017/18 (Minute 62)

In considering the Public Health Annual Report 2017/18 (Minute 62), from the Chief Officer for Communities, Public Health, Environment and Prosperity, the Health and Adult Care Scrutiny Committee at its meeting on 7 June 2018 had **RESOLVED**

'that the Cabinet be called upon to continue to lobby Government (Department of Health and Social Care; and the Treasury) for a fair Public Health Grant for Devon and that all Devon MP's be briefed accordingly'.

Recommendations

That as part of the County Council's continuing campaign for fair funding for Devon, the following further actions be taken:

- (a) that the Leader of the Council writes to the Secretary of State for Health and Social Care urging the Government to implement a fair funding formula for public health in Devon that will support the vital role of preventative care in relieving pressures on NHS acute services, and in improving the health and wellbeing, social and economic, of our society;
- (b) that the County Council briefs Devon MPs, individually, on the case for fair public health funding in Devon and seeks their support to lobby Government on this matter, and;
- (c) that the County Council investigates the opportunity for joint campaigning with similarly affected local authorities.

15 Corporate Infrastructure and Regulatory Services Scrutiny Committee - Air Quality and Congestion Task Group (Minute 72) (Pages 131 - 154)

In considering the Report of the Task Group on Air Quality and Congestion (Minute 72), the Corporate Infrastructure and Regulatory Services Scrutiny Committee at its meeting on 12 June 2018 had **RESOLVED**

'that the Task Group and recommendations be commended to the Cabinet with a view to undertaking further work on this issue as appropriate'.

Recommendations

- (a) that the Scrutiny Task Group be thanked for their report on Air Quality and Congestion;
- (b) that Cabinet welcomes the report and is pleased to see that the five recommendations outlined in the report follow a long-term behaviour change approach to tackling the identified challenges;
- (c) recommendations 1,2 3, and 5 of the report be supported and the Head of Planning, Transportation and Environment be asked to progress work to deliver on these. The recommendations align with current Council strategy for tackling air quality and offer good value for money;
- (d) on recommendation 4, the Head of Planning, Transportation and Environment be asked to undertake a high-level evidence-based appraisal of the viability of a bus pass for young people. However, it be noted that the Task Group report does not provide sufficient evidence to warrant such a scheme at the present. Such a pass would be costly (in the region of £6m a year) and would target a group that already show some of the most sustainable travel behaviours across the whole population.

OTHER MATTERS

NIL

STANDING ITEMS

16 Question(s) from Members of the Public

17 Minutes (Pages 155 - 170)

Minutes of the bodies shown below are circulated herewith for information or endorsement as indicated therein:

Standing Advisory Council on Religious Education - 5 June 2018
Devon Education Forum – 20 June 2018
Devon Audit Partnership - 20 June 2018

[NB: Minutes of [County Council Committees](#) are published on the Council's Website:
Minutes of the [Devon Education \(Schools\) Forum](#):
Minutes of the [South West Waste Partnership](#)
Minutes of the [Devon & Cornwall Police & Crime Panel](#)

18 Delegated Action/Urgent Matters (Pages 171 - 172)

The Registers of Decisions taken by Members under the urgency provisions or delegated powers will be available for inspection at the meeting in line with the Council's Constitution and Regulation 13 of the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012. A summary of such decisions taken since the last meeting is attached.

19 Forward Plan (Pages 173 - 182)

In accordance with the Council's Constitution, the Cabinet is requested to review the list of forthcoming business (previously circulated) and to determine which items are to be defined as key and/or framework decisions and included in the Plan from the date of this meeting.

[NB: The Forward Plan is available on the Council's website at: <http://democracy.devon.gov.uk/mgListPlans.aspx?RPId=133&RD=0&bcr=1>]

PART II - ITEMS WHICH MAY BE TAKEN IN THE ABSENCE OF THE PRESS AND PUBLIC

NIL

Notice of all items listed above have been included in the Council's Forward Plan for the required period, unless otherwise indicated. The [Forward Plan](#) is published on the County Council's website.

Notice of the decisions taken by the Cabinet will be sent by email to all Members of the Council within 2 working days of their being made and will, in the case of key decisions, come into force 5 working days after that date unless 'called-in' or referred back in line with the provisions of the Council's Constitution. The Minutes of this meeting will be published on the Council's website, as indicated below, as soon as possible.

Members are reminded that Part II Reports contain confidential information and should therefore be treated accordingly. They should not be disclosed or passed on to any other person(s).

Members are also reminded of the need to dispose of such reports carefully and are therefore invited to return them to the Democratic Services Officer at the conclusion of the meeting for disposal.

Membership

Councillors J Hart (Chair), S Barker, R Croad, A Davis, R Gilbert, S Hughes, A Leadbetter, J McInnes and B Parsons

Cabinet Member Remits

Councillors Hart (Policy, Corporate and Asset Management), Barker (Resources Management), Croad (Community, Public Health, Transportation & Environmental Services), Davis (Infrastructure Development & Waste), R Gilbert (Economy & Skills) S Hughes (Highway Management), Leadbetter (Adult Social Care & Health Services), McInnes (Children's Services & Schools) and Parsons (Organisational Development & Digital Transformation)

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.

Access to Information

Any person wishing to inspect the Council's / Cabinet Forward Plan or any Reports or Background Papers relating to any item on this agenda should contact Karen Strahan, 01392 382264. The Forward Plan and the Agenda and Minutes of the Committee are published on the Council's Website and can also be accessed via the Modern.Gov app, available from the usual stores.

Webcasting, Recording or Reporting of Meetings and Proceedings

The proceedings of this meeting may be recorded for broadcasting live on the internet via the 'Democracy Centre' on the County Council's website. The whole of the meeting may be broadcast apart from any confidential items which may need to be considered in the absence of the press and public. For more information go to: <http://www.devoncc.public-i.tv/core/>

In addition, anyone wishing to film part or all of the proceedings may do so unless the press and public are excluded for that part of the meeting or there is good reason not to do so, as directed by the Chair. Any filming must be done as unobtrusively as possible from a single fixed position without the use of any additional lighting; focusing only on those actively participating in the meeting and having regard also to the wishes of any member of the public present who may not wish to be filmed. As a matter of courtesy, anyone wishing to film proceedings is asked to advise the Chair or the Democratic Services Officer in attendance so that all those present may be made aware that is happening.

Members of the public may also use Facebook and Twitter or other forms of social media to report on proceedings at this meeting. An open, publicly available Wi-Fi network (i.e. DCC) is normally available for meetings held in the Committee Suite at County Hall. For information on Wi-Fi availability at other locations, please contact the Officer identified above.

Questions to the Cabinet / Public Participation

A Member of the Council may ask the Leader of the Council or the appropriate Cabinet Member a question about any subject for which the Leader or Cabinet Member has responsibility.

Any member of the public resident in the administrative area of the county of Devon may also ask the Leader a question upon a matter which, in every case, relates to the functions of the Council. Questions must be delivered to the Office of the Chief Executive Directorate by 12 noon on the fourth working day before the date of the meeting. For further information please contact Karen Strahan on 01392 382264 or look at our website at: <http://new.devon.gov.uk/democracy/guide/public-participation-at-committee-meetings/>

Emergencies

In the event of the fire alarm sounding leave the building immediately by the nearest available exit, following the fire exit signs. If doors fail to unlock press the Green break glass next to the door. Do not stop to collect personal belongings, do not use the lifts, do not re-enter the building until told to do so.

Mobile Phones

Please switch off all mobile phones before entering the Committee Room or Council Chamber

If you need a copy of this Agenda and/or a Report in another format (e.g. large print, audio tape, Braille or other languages), please contact the Information Centre on 01392 380101 or email to: centre@devon.gov.uk or write to the Democratic and Scrutiny Secretariat at County Hall, Exeter, EX2 4QD.



Induction loop system available

NOTES FOR VISITORS

All visitors to County Hall, including visitors to the Committee Suite and the Coaver Club conference and meeting rooms are requested to report to Main Reception on arrival. If visitors have any specific requirements or needs they should contact County Hall reception on 01392 382504 beforehand. Further information about how to get here can be found at: <https://new.devon.gov.uk/help/visiting-county-hall/>. Please note that visitor car parking on campus is limited and space cannot be guaranteed. Where possible, we encourage visitors to travel to County Hall by other means.

SatNav – Postcode EX2 4QD

Walking and Cycling Facilities

County Hall is a pleasant twenty minute walk from Exeter City Centre. Exeter is also one of six National Cycle demonstration towns and has an excellent network of dedicated cycle routes – a map can be found at: <https://new.devon.gov.uk/travel/cycle/>. Cycle stands are outside County Hall Main Reception and Lucombe House

Access to County Hall and Public Transport Links

Bus Services K, J, T and S operate from the High Street to County Hall (Topsham Road). To return to the High Street use Services K, J, T and R. Local Services to and from Dawlish, Teignmouth, Newton Abbot, Exmouth, Plymouth and Torbay all stop in Barrack Road which is a 5 minute walk from County Hall. Park and Ride Services operate from Sowton, Marsh Barton and Honiton Road with bus services direct to the High Street.

The nearest mainline railway stations are Exeter Central (5 minutes from the High Street) and St David's and St Thomas's both of which have regular bus services to the High Street. Bus Service H (which runs from St David's Station to the High Street) continues and stops in Wonford Road (at the top of Matford Lane shown on the map) a 2/3 minute walk from County Hall, en route to the RD&E Hospital (approximately a 10 minutes walk from County Hall, through Gras Lawn on Barrack Road).

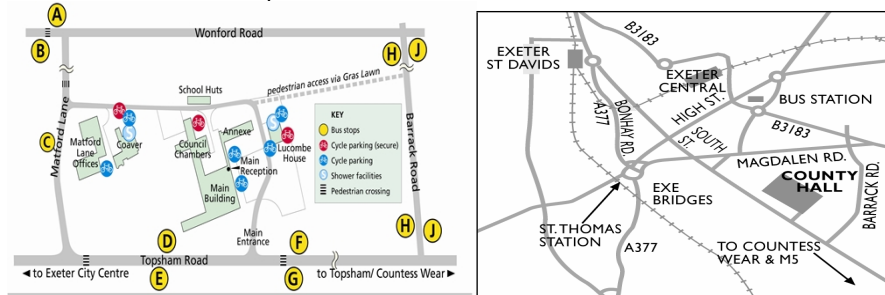
Car Sharing

Carsharing allows people to benefit from the convenience of the car, whilst alleviating the associated problems of congestion and pollution. For more information see: <https://liftshare.com/uk/community/devon>.

Car Parking and Security

There is a pay and display car park, exclusively for the use of visitors, entered via Topsham Road. Current charges are: Up to 30 minutes – free; 1 hour - £1.10; 2 hours - £2.20; 4 hours - £4.40; 8 hours - £7. Please note that County Hall reception staff are not able to provide change for the parking meters.

As indicated above, parking cannot be guaranteed and visitors should allow themselves enough time to find alternative parking if necessary. Public car parking can be found at the Cathedral Quay or Magdalen Road Car Parks (approx. 20 minutes walk). There are two disabled parking bays within the visitor car park. Additional disabled parking bays are available in the staff car park. These can be accessed via the intercom at the entrance barrier to the staff car park.



NB   Denotes bus stops

Fire/Emergency Instructions

In the event of a fire or other emergency please note the following instructions. If you discover a fire, immediately inform the nearest member of staff and/or operate the nearest fire alarm. On hearing a fire alarm leave the building by the nearest available exit. The County Hall Stewardesses will help direct you. Do not stop to collect personal belongings and do not use the lifts. Assemble either on the cobbled car parking area adjacent to the administrative buildings or in the car park behind Bellair, as shown on the site map above. Please remain at the assembly point until you receive further instructions. Do not re-enter the building without being told to do so.

First Aid

Contact Main Reception (extension 2504) for a trained first aider.

PTE/18/22

Cabinet
11 July 2018

Sherford Main Street (interim scheme): approval to obtain tenders for construction

Report of the Head of Planning, Transportation and Environment

Please note that the following recommendations are subject to consideration and determination by the Cabinet (and confirmation under the provisions of the Council's Constitution) before taking effect.

Recommendations:

- (a) the Sherford Main Street Interim scheme design, shown in the Appendix to this report be approved for tender at an estimated total project cost of £5 million, subject to:**
 - **an agreement by the DfT that they will agree to the delivery of the scheme in two sections and it is eligible to full grant approval of £5m;**
 - **an agreement by the Sherford Consortium on the availability of land;**
 - **an agreement by the Sherford Consortium that they will deliver Section B of the scheme;**
- (b) the Head of Planning, Transportation and Environment, in consultation with the Cabinet Member for Infrastructure, Development and Waste and the local County Council Member, be given delegated authority to make minor amendments to the scheme design.**

1. Summary

Approval is sought to obtain tenders to undertake construction of the Sherford Main St Interim (SMSi) which runs from the south side of Deep Lane junction connection to the recently delivered Phase 1 of Main St, north of Elburton Plymouth. This scheme will deliver an interim road that will form the spine route through the Sherford development and make Sherford accessible to the A38 by the public. The new road will accommodate development traffic, public transport, pedestrians and cyclists. The developer will need to upgrade the road as the development builds out over time. The SMSi will provide a direct access route into Sherford removing traffic from local roads and will accommodate at least ten years of development traffic. This report seeks approval to proceed with a formal competitive tender process.

2. Background

The area to the east of Plymouth is planned to experience significant growth as a result of strategic developments. The new community at Sherford to the south-west of the Deep Lane Junction will provide 5,500 new homes and 83,000 square metres of employment space in the form of a sustainable mixed-use settlement. Just over 5,000 of the new homes and the three primary schools and comprehensive school will be in Devon. The primary access to the community will be Sherford Main Street via the A38 Deep Lane junction from the north. Additionally, the Langage employment site is identified as strategic employment site which is anticipated to create more jobs for the area and has an existing permission for up to 40,000 sq. meters of employment space. A Park and Ride site south of Deep Lane Junction taking trips to Plymouth, will also be provided as part of the Sherford development proposal. The Sherford Masterplan, is shown in the Appendix to this report.

Agenda Item 7

It is currently only possible to access Sherford from the south which requires a long trip into the City of Plymouth or using local rural lanes connecting to Deep Lane. New housing and employment development will put additional pressure on the local roads of Brixton and Elburton. This has two key problems:

- additional traffic using local roads requires drivers giving way, and reversing creating congestion and potential road safety issues and
- the lack of a principal access from the A38 into Sherford is a constraint making the development less attractive to house buyers and commercial investors which could create a risk that the development stalls.

Sherford is at the start of its construction, with impetus provided by funding support by the Homes England, previously known as Homes and Communities Agency (HCA). The development is ambitious in its vision to deliver high quality design of housing and a sustainable new community on the fringe of Plymouth. In order to do this the infrastructure required to deliver the components of a new town are considerable. The delivery of Sherford is supported by a cross authority delivery team representing Devon County Council, Plymouth City Council and South Hams District Council.

3. Proposal

The proposal is to deliver Sherford Main St interim (SMSi) scheme to provide a spine route right through the development from Deep Lane junction to the first phase of Main St as required in the Sherford planning permission. SMSi will connect Sherford Main Street Phase 1 (being delivered by the Sherford Consortium) to Deep Lane. This will link Sherford, Langage and the communities of Plympton, Plymstock and surrounding villages of South Devon. On completion, it will reduce traffic on the surrounding minor roads and areas of Plymouth subject to air quality and road safety issues. It will also be used by public transport and cyclists as a better alternative to the current routes.

It is not possible to design a final specification of Sherford Main Street because over time it will be upgraded to accommodate the town centre, drainage, services and further pedestrian and cycle facilities, as the development builds out. Therefore, the design has been developed through collaboration with the Sherford Consortium to make sure that the SMSi is designed and constructed in a practical way that makes best use of the funding available but can also be adapted for future improvements. The scheme plan is provided in the Appendix to this report.

This SMSi is on land owned by the Sherford Consortium in Plymouth. It is mostly in farmed grassed fields, which would have been vacated by tenants shortly before award of the contract. There will be junctions with public highways at four locations, along with modifying two private accesses.

The main construction works are anticipated to start in January 2019 and complete by March 2020.

4. Consultations, Representations and Technical Data

The Sherford New Community Area Action Plan (Sherford AAP) is one of the key South Hams Local Development Framework documents. It focuses upon the design and implementation of the Sherford new community, providing an important mechanism for ensuring a development of an appropriate scale, mix and quality. Sherford has progressed through the planning system and was granted outline planning approval in November 2013 by South Hams District Council and Plymouth City Council (PCC) this also included a full planning permission for the development of the Sherford Main Street.

The section 106 for Sherford and detailed planning consent requires the delivery of Main Street. The south junction has been recently upgraded to provide an all movements access and to enable it to accommodate construction traffic and the County Council have delivered improvements at Deep Lane North.

As part of the planning process there have been many stakeholders consulted on the scheme. The permissions were granted following several years of community and stakeholder consultation and technical analysis of the developer's application.

SMSi has been developed from the preliminary design that was granted planning permission. In developing the design, the officers at Devon County Council have consulted the planning authority, South Hams District Council.

5. Environmental Impact Considerations

An Environmental Impact Assessment has been undertaken for the Sherford development to accompany the planning application. The assessment considered the potential for environmental effects to occur as a result of the proposed works, both during construction and after the development has been completed. Where a significant adverse environmental effect was identified, mitigation measures have been developed to reduce, minimise or avoid the impact.

Further ecological work by the developer has recently been undertaken which forms part of their recent section 73 application to revise the Masterplan.

Opportunities for environmental enhancement has also been considered during the design process as well as the need to minimise negative impacts. However, loss of some green space may result in a slight adverse effect on the water environment. It is unlikely to have significant impact on biodiversity. There is a loss of green fields currently used and farmland verge and therefore a slight adverse impact on landscape.

A Construction Environmental Management Plan will be produced to mitigate any environmental impacts as part of the construction process and agreed with the planning authority.

6. Financial Considerations

Devon County Council, has been awarded £5 million capital National Productivity Investment Funding administered by the Department for Transport towards the delivery of the Sherford Main Street Interim. The total scheme estimate is £8 million. To aid delivery the project has been split into two:

- **Section A** - £5 million has been allocated by the DfT which the Council will use to deliver the northern section of the scheme.
- **Section B** - The remainder of the scheme, valued at £3m will be built and delivered by the Sherford Consortium (Bovis Homes, Linden Homes & Taylor Wimpey and agreed through a Section 38 prior to construction.

The funding requirements specify that the full scheme is delivered by March 2020. Section A programme is on target to deliver by that date. Section B is already under way with a contractor in place.

DCC have progressed the procurement for Section A with a view to appointing a preferred contractor via an open competitive tender. It is necessary that the appointment is made as

Agenda Item 7

soon as possible as development of the Traffic Management, confirming arrangements/bookings with the landowners and advance environmental works are a key item in the delivery programme. However, works will not commence until the DfT approve delivery of the scheme in 2 sections and confirm that the £5 million grant can all be applied to Section A.

The cost of the works for Section A including design has been estimated at £5m including an allowance for risk, contingency and finalised elements of the design. The funding for this scheme is from the Department for Transport National Productively Investment Fund (NPIF) capital grant and any revenue costs will need to be met from existing revenue resources.

7. Sustainability and Equality Considerations

Where relevant to the decision, the Equality Act 2010 Public Sector Equality Duty requires decision makers to give due regard to the need to:

- eliminate discrimination, harassment, victimisation and any other prohibited conduct;
- advance equality by encouraging participation, removing disadvantage, taking account of disabilities and meeting people's needs; and
- foster good relations between people by tackling prejudice and promoting understanding.

Taking account of age, disability, race/ethnicity (includes Gypsies and Travellers), gender and gender identity, religion and belief, sexual orientation, pregnant women/ new and breastfeeding mothers, marriage/civil partnership status in coming to a decision, a decision maker may also consider other relevant factors such as caring responsibilities, rural isolation or socio-economic disadvantage.

An Impact Assessment has been prepared, a copy of which has been circulated to Cabinet Members, and is available on the Council's website at:

<https://new.devon.gov.uk/impact/published/>.

The scheme will have a positive impact on pedestrians and cyclists by providing a direct link though Sherford, avoiding minor lanes.

In economic terms the scheme will facilitate travel and development which will have a beneficial impact upon the local economy by enabling employment and housing development in the area to proceed with mitigated impact.

8. Carbon Impact Considerations

There may be a slight adverse impact on air quality resulting from increased traffic flows as a result of the development. However, conversely the scheme's improvement to traffic flow also has the advantage of improving the fuel efficiency of engines and reducing certain emissions including carbon.

9. Legal Considerations

There are a few legal agreements necessary before there is absolute confidence that the scheme can be delivered they include:

- an agreement by the DfT that they will agree to the delivery of the scheme in two sections and it is eligible to full grant approval of £5m;
- an agreement by the Sherford Consortium on the availability of land;

- an agreement by the Sherford Consortium that they will deliver Section B of the scheme;

These agreements have already been approved in principle.

The lawful implications of the recommendations have been considered and taken into account in the formulation of the recommendations set out above.

In terms of operation following constructing the road will be made open to the public but will be operated and maintained by the Consortium. This is normally the position for any spine road through an emerging development. Once the development is completed it will be adopted by the Council and it will revert to a typical maintenance regime.

The road will be subject to a 30mph speed limit.

10. Risk Management Considerations

The scheme is on a new line in a green field therefore is considered low in terms of engineering risks. It is very well developed in its design programme. A sum for risk and contingency has been included within the scheme estimate.

There is a risk that the Sherford Consortium will not work with the Council on the agreements required and if so the scheme will not progress to Tender.

11. Public Health Impact

The scheme is subject to a three phase (preliminary, detailed and post construction) Road Safety Audit (RSA) process. The design has been assessed in its preliminary phase and items of discussion include the safe use of crossings for pedestrians and cyclists and acceptability of proposed departures. No significant risks to project delivery have been raised.

12. Options and Alternatives

The scheme has progressed on the basis of the Main Street preliminary design included with the planning permission for Sherford.

The design has been developed through a number of options which have re-assessed any potential adverse impacts on themes such as capacity, safety and maintenance.

The decision to deliver SMSi along the permanent alignment for the new road was chosen to minimise the impact on development parcels of housing that have not yet been designed and therefore drainage and final service requirements are not known. The interim road will deliver a single lane in each direction, this provides sufficient capacity to accommodate development traffic as it grows but not over and above which may result in road safety issues.

The selected design option is a result of extensive consultation with the developer and highway officers taking into account maintenance requirements and other feedback received.

13. Reason for Recommendation

The scheme unlocks a key phase of the Sherford development required as part of the Sherford planning permission, providing a major opportunity to bring forward the full potential

Agenda Item 7

of housing and employment planned at this strategic site. The scheme is consistent with the aims of National Policy with regard to housing delivery and economic growth. The scheme has been successful in its award of DfT funding and as such is regarded as a priority transport scheme to ensure the successful delivery of the Sherford new community.

Dave Black
Head of Planning, Transportation and Environment

Electoral Divisions: Bickleigh and Wembury; South Brent and Yealmpton; and Ivybridge

Cabinet Member for Infrastructure, Development and Waste: Councillor Andrea Davis

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

Local Government Act 1972: List of Background Papers

Contact for enquiries: Gina Small

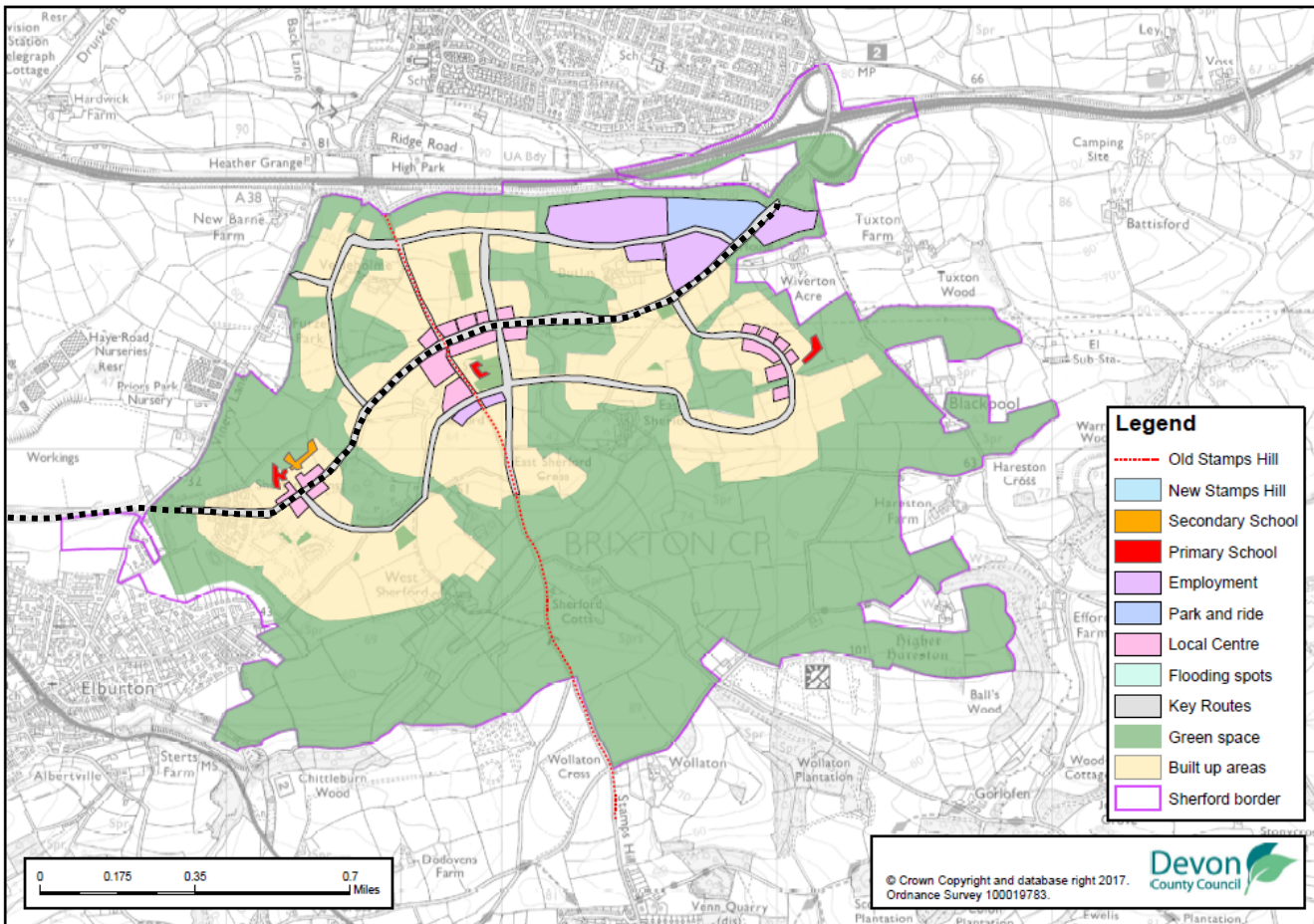
Room No: Lucombe House, County Hall, Topsham Road, Exeter EX2 4QD

Tel No: (01392) 383000

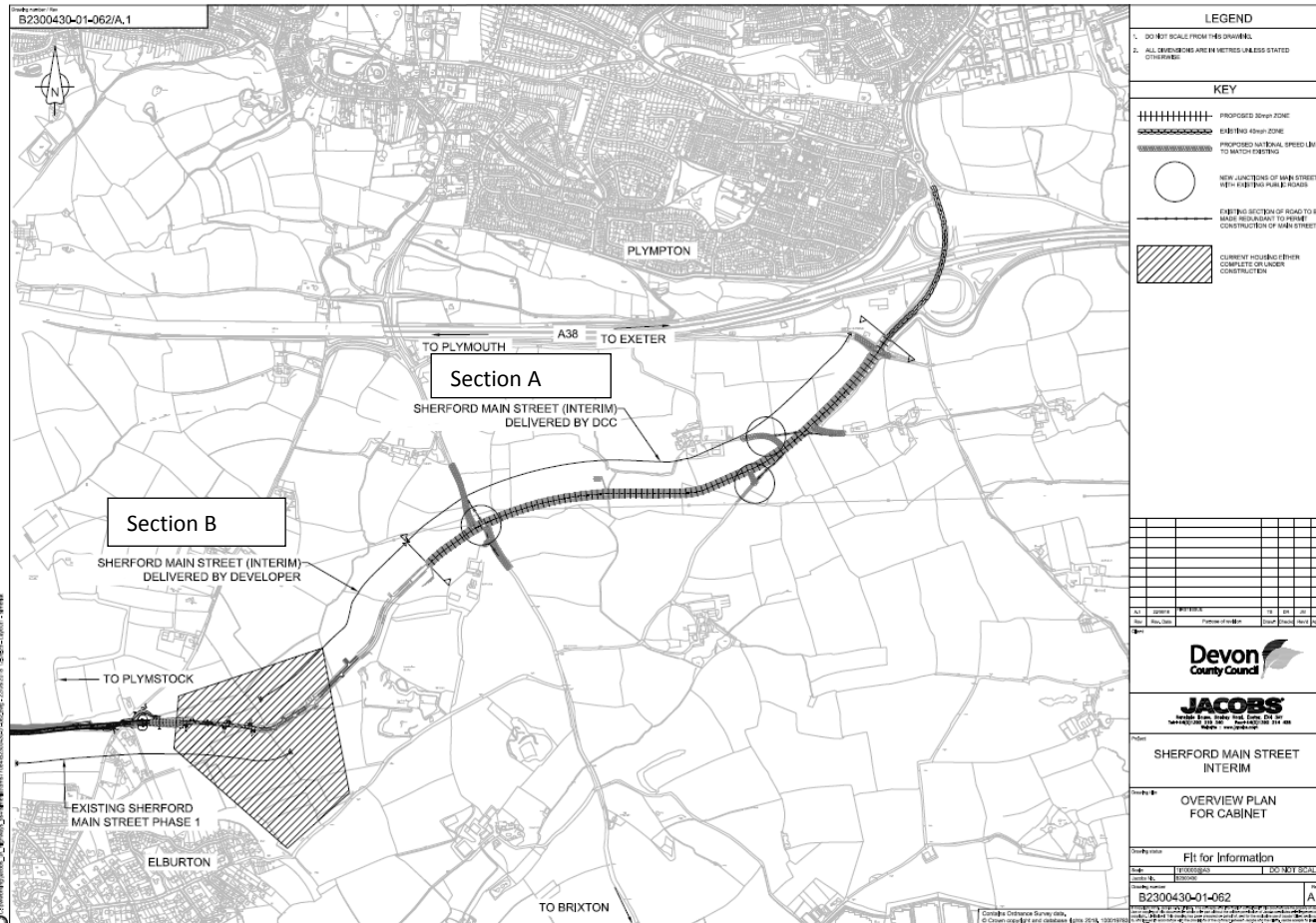
Background Paper	Date	File Ref.
------------------	------	-----------

Nil

gs210618cab Sherford Main Street (interim scheme), approval to obtain tenders for construction
hk 06 270618



Proposed Sherford High Street



Assessment of:	Sherford Main St Interim (SMSi)
Service:	Planning, Transportation and Environment

Head of Service:	Dave Black
Date of sign off by Head Of Service/version:	Wednesday, 27 June 2018
Assessment carried out by (incl. job title):	Gina Small, Urban Fringe Delivery Team Manager

Page 9

Section 1 - Background

Description:	<p>The proposal is to deliver Sherford Main St interim (SMSi) scheme to provide a spine route right through the development from Deep Lane junction to the first phase of Main St as required in the Sherford planning permission. SMSi will connect Sherford Main Street Phase 1 (being delivered by the Sherford Consortium) to Deep Lane. This will link Sherford, Langage and the communities of Plympton, Plymstock and surrounding villages of South Devon. On completion, it will reduce traffic on the surrounding minor roads and areas of Plymouth subject to air quality and road safety issues. It will also be used by public transport and cyclists. As a faster alternative to the current routes.</p> <p>It is not possible to design a final specification of Sherford Main Street because over time it will be upgraded to accommodate the town centre, drainage, services and further pedestrian and cycle facilities, as the development builds out. Therefore, the design has been developed thorough collaboration with the Sherford Consortium to a</p>
---------------------	--

	<p>make sure that the SMSi is designed and constructed in a practical way that makes best use of the funding available but can also be adapted for future improvements.</p> <p>This SMSi is on land owned by the Sherford Consortium in Plymouth. It is mostly in farmed grassed fields, which would have been vacated by tenants shortly before award of the contract. There will be junctions with public highways at four locations, along with modifying two private accesses.</p> <p>The main construction works are anticipated to start in Jan 2019 and complete by March 2020.</p>
Reason for change and options appraisal:	To provide a Main St to provide access to a new town of 5,500 dwellings to accommodate the increase in traffic expected as the result of the new community Sherford. This scheme has been through numerous technical appraisals to develop the scheme based on the traffic impacts of new development at Sherford (new community). The scheme unlocks development and removes traffic from local minor lanes.

Section 2 - Key impacts and recommendations

Social/equality impacts:	Positive impacts in terms of improved journey times for all motorised users. Provides facilities for pedestrians, enables a bus service to connect from Langage to Sherford and onto Plymouth city centre.
Environmental impacts:	<p>Some negative impacts in terms of more traffic related to the Sherford development however reductions in carbon emissions from better flow through the development</p> <p>The proposal involves constructing a new road across green fields used for arable farming. The land has been previously negotiated and sold with the house builders at Sherford.</p>

Economic impacts:	Journey time savings as a result of increase capacity, enabling traffic to flow better. Will make Sherford more attractive to commercial business as it provides a direct link to the A38.
Other impacts (partner agencies, services, DCC policies, possible 'unintended consequences'):	Delivery of the Sherford Main St will provide will provide a two lane road plus footway connecting from Deep lane junction on the A38 through to Elburton, Plymstock. It will lead to better accessibility and potential for business growth. It will help facilitate new housing at Sherford facilitating a further 3,200 houses and employment land at Langage. It is required to unlock this growth within the South Hams Local Plan and is identified in the Local Transport Plan.
How will impacts and actions be monitored?	Delivery of new homes per annum and commercial start ups.

Section 3 - Profile and views of stakeholders and people directly affected

People affected:	<p>During construction those living in proximity.</p> <p>Those living and working in the area.</p> <p>Tenants of the farmed fields.</p>
Diversity profile and needs assessment of affected people:	The carriageway widening scheme is not expected to disadvantage any particular group of people with protected characteristics. The enhancements to the shared use path running parallel to the scheme will benefit people with disabilities and parents with prams.
Other stakeholders:	Housebuilders at Sherford, South Hams District Council, Plymouth City Council
Consultation process:	As part of the planning process there have been many stakeholders involved consulted on the scheme, including Highways England, PCC, SHDC, Parish Councils, Bus operators, and members of the public. The permissions were granted following several years of community and stakeholder consultation and technical analysis of the developer's application.

Research and information used:	Past consultation
--------------------------------	-------------------

Background Analysis

This section describes how relevant questions and issues have been explored during the options appraisal.

Section 4a - Social Impacts

Giving Due Regard to Equality and Human Rights

The local authority must consider how people will be affected by the service, policy or practice. In so doing we must give due regard to the need to:

- Eliminate unlawful discrimination, harassment and victimisation
- Advance equality of opportunity and
 - Foster good relations.

Where relevant, we must take into account the protected characteristics of age, disability, gender, gender reassignment, pregnancy and maternity, marriage and civil partnership, sexual orientation, race, and religion and belief.

This means considering how people with different needs get the different services they require and are not disadvantaged, and facilities are available to them on an equal basis in order to meet their needs; advancing equality of opportunity by recognising the disadvantages to which protected groups are subject and considering how they can be overcome.

We also need to ensure that human rights are protected. In particular, that people have:

- A reasonable level of choice in where and how they live their life and interact with others (this is an aspect of the human right to 'private and family life').

- An appropriate level of care which results in dignity and respect (the a private and family life, protection from torture and the freedom of thought, belief and religion within the Human Rights Act and elimination of discrimination and the promotion of good relations under the Equality Act 2010).
- A right to life (ensuring that nothing we do results in unlawful or unnecessary/avoidable death).

The Equality Act 2010 and other relevant legislation does not prevent the Council from taking difficult decisions which result in service reductions or closures for example, it does however require the Council to ensure that such decisions are:

- Informed and properly considered with a rigorous, conscious approach and open mind, taking due regard of the effects on the protected characteristics and the general duty to eliminate discrimination, advance equality and foster good relations.
- Proportionate (negative impacts are proportionate to the aims of the policy decision)
- Fair
- Necessary
- Reasonable, and
- Those affected have been adequately consulted.

Page 13

Characteristics	Describe any actual or potential negative consequences (e.g. disadvantage or community tensions) for the groups listed. (Consider how to mitigate against these).	Describe any actual or potential neutral or positive outcomes for the groups listed. (Consider how to advance equality/reduce inequalities as far as possible).
All residents (in general):	None expected	The scheme will provide a main road and footway through the development and will carry traffic currently using the minor lanes around Sherford. It is expected to benefit all people with protected characteristics.
Age (from young to old):		

Disability (incl. sensory, mobility, mental health, learning disability, ill health) and carers of disabled people:		
Culture/ethnicity: nationality, skin colour, religion and belief:		
Sex, gender and gender identity (including Transgender & pregnancy/maternity):		
Sexual orientation:		
Other socio-economic factors such as families, carers, single people/couples, low income, vulnerability, education, reading/writing skills, 'digital exclusion' and rural isolation.		
Human rights considerations:		

DSS 14

Section 4b - Environmental impacts

An impact assessment should give due regard to the following activities in order to ensure we meet a range of environmental legal duties.

The policy or practice does not require the identification of environmental impacts using this Impact Assessment process because it is subject to (please select from the table below and proceed to the 4c, otherwise complete the environmental analysis table):

x	Devon County Council's Environmental Review Process for permitted development highway schemes.
x	Planning Permission under the Town and Country Planning Act (1990).
	Strategic Environmental Assessment under European Directive 2001/42/EC "on the assessment of the effects of certain plans and programmes on the environment".

Page 15

	Describe any actual or potential negative consequences. (Consider how to mitigate against these).	Describe any actual or potential neutral or positive outcomes. (Consider how to improve as far as possible).
Reduce waste, and send less waste to landfill:		The tender process will include a requirement for Construction Management plan to minimise the impact on the environment
Conserve and enhance biodiversity (the variety of living species):		Where necessary there will be advance planting and measure to mitigate the impact on biodiversity

Safeguard the distinctive characteristics, features and special qualities of Devon's landscape:		As part of the overall planning process any impact will have been mitigated. The tenderer will have due regard to this as part of the construction management plan
Conserve and enhance the quality and character of our built environment and public spaces:		As part of the overall planning process any impact will have been mitigated. The tenderer will have due regard to this as part of the construction management plan
Conserve and enhance Devon's cultural and historic heritage:		As part of the overall planning process any impact will have been mitigated. The tenderer will have due regard to this as part of the construction management plan
Minimise greenhouse gas emissions:		As part of the overall planning process any impact will have been mitigated. The tenderer will have due regard to this as part of the construction management plan
Minimise pollution (including air, land, water, light and noise):		As part of the overall planning process any impact will have been mitigated. The tenderer will have due regard to this as part of the construction management plan
Contribute to reducing water consumption:		As part of the overall planning process any impact will have been mitigated. The tenderer will have due regard to this as part of the construction management plan
Ensure resilience to the future effects of climate change (warmer, wetter winters; drier, hotter summers; more intense storms; and rising sea level):		As part of the overall planning process any impact will have been mitigated. The tenderer will have due regard to this as part of the construction management plan

Other (please state below):		
-----------------------------	--	--

Section 4c - Economic impacts

	Describe any actual or potential negative consequences. (Consider how to mitigate against these).	Describe any actual or potential neutral or positive outcomes. (Consider how to improve as far as possible).
Impact on knowledge and skills:	No negative consequences on knowledge and skills.	Unlocks employment and housing development at Sherford and Langage
Impact on employment levels:	No negative consequences on employment levels.	Positive impact on employment levels due to reduced congestion and improved journey time reliability. Employment land unlocked for development.
Impact on local business:	As it is a new road no impact is expected.	Traffic Management plans in place to minimised disruption

Section 4d - Combined Impacts

Linkages or conflicts between social, environmental and economic impacts:	None identified
---	-----------------

Section 5 - 'Social Value' of planned commissioned/procured services:

How will the economic, social and environmental well-being of the relevant area be improved through what is being proposed? And how, in conducting the process of procurement, might that improvement be secured?

The contractors are expected to employ local subcontractors and for the duration of the contract (15 months) will make use of local accommodation, food and drink establishment with benefits to local businesses.

PTE/18/23

Cabinet
11 July 2018

A Gateway to Northern Devon - A361/A39 North Devon Link Road South Molton to Bideford approval to go to planning, tender and acquire land through negotiation/CPO

Report of the Head of Planning, Transportation and Environment

Please note that the following recommendations are subject to consideration and determination by the Cabinet (and confirmation under the provisions of the Council's Constitution) before taking effect.

Recommendation: That Cabinet

- (a) approves the preliminary scheme layout shown on the scheme plans (attached to the report in Appendix I) and delegates to the Head of Planning, Transportation and Environment, in consultation with the Cabinet Member for Infrastructure, Development and Waste and relevant local member(s), to make minor amendments to the scheme details and to progress towards a Full Business Case;**
- (b) approves that the Scheme is progressed through the required Statutory Consents and Approval Processes, including a Planning Application and environmental permit;**
- (c) approves the commencement of the acquisition of land through negotiation and/or a Compulsory Purchase Order (CPO); and**
- (d) approves that the Scheme may proceed to tender and prepare a Full Business case submission to the Department for Transport.**

1. Summary

This report follows the Cabinet report dated October 2017 regarding the A361/A39 North Devon Link Road (NDLR) project. It reports on the outcome of the Outline Business Case (OBC) submission and progress made to delivering the Scheme. The report seeks approval to proceed with a planning application, land acquisition, tender and prepare a Full Business Case to the Department for Transport (DfT).

2. Background/Introduction

This is the third Cabinet report that has been submitted as part of the North Devon Link Road Improvement Scheme. Previous reports have documented scheme progress up to the submission of the OBC, which is for the first phase of the overall strategy identified in December 2017. For further background on the project prior to OBC submission, including the Objectives and Aims, please refer to the 2016 & 2017 Cabinet reports which can be found on the scheme website here: <https://new.devon.gov.uk/ndlr/project-documents>

The Scheme

The Scheme to improve the North Devon Link Road (NDLR) is summarised in Table 1 and comprises:

- 7.5km of widening to upgrade the performance of the NDLR between South Molton and Barnstaple (16km); and
- Junction improvements to support sites identified for housing and employment opportunities in South Molton, Barnstaple and Bideford.

Agenda Item 8

Junction	Description	Dependent Development
Buckleigh Road Junction	Provision of traffic signal control	6,100 houses and 30 hectares of employment
Heywood Road Roundabout	Increased capacity of roundabout, plus crossing for pedestrians/cyclists	
Westleigh Junction	Increased capacity of traffic signal junction	
Bishop's Tawton Roundabout	Increased capacity of roundabout and segregated pedestrian/cycle facility	4,100 houses and 26 hectares of employment
Landkey Junction	Provision of four arm roundabout	
West Buckland Junction	Provision of grade separated junction	Removal of uncontrolled right turns
Hacche Lane Junction	Ban right turns	
Borner's Bridge Junction	Provision of roundabout and improved pedestrian/cycle facilities	1,200 houses and 14 hectares of employment
Links	Description	Description
Portmore Roundabout to Landkey Junction	Provision of 1.5km of WS2+1	Provision of alternating overtaking (WS2+1) with central metre strip and average speed cameras
Landkey Junction to Swimbridge	Provision of 2.0km of WS2+1	
Swimbridge to Filleigh Cutting	Provision of 4.0km of WS2+1	

Table 1: The Scheme

Detailed plans of the Scheme are given in Appendix I.

The combined effect of this scale of improvement would be that this key gateway to northern Devon would have a new modern feel with greatly improved overtaking, safety and resilience. The business survey suggests such a scheme would have a measurable benefit to the economy of the area. Further discussion on the benefits of the scheme are set out in section 3.3.5 - 3.3.6 of the 2017 Cabinet Report, which can be found here: <https://new.devon.gov.uk/ndlr/project-documents>

Programme Entry for the Scheme within the Large Local Major schemes programme was confirmed by the DfT on the 23 May 2018 enabling the scheme to move through planning, land acquisition and works tender to the production of the Full Business Case. DfT approval of this will enable commencement of construction.

This report outlines the proposed steps and decisions required to bring the scheme to the submission of the Full Business Case which, if approved by the DfT, would allow construction to begin in 2020.

3. The Proposal

The submission of the Strategic Outline Business Case and Outline Business Case have progressed at a fast pace and have been achieved according to programme. This next stage is even more challenging. The work is being undertaken predominantly using DCC in-house resources. This is a combination of environmental, economic, design, land acquisition and legal.

Planning Application

The outcome of a Pre-Application Screening Request concluded that only the road widening between Portmore Roundabout and Filleigh Cutting, including junction improvements to Landkey and West Buckland Junctions, require an Environmental Impact Assessment (EIA). A planning application for Portmore Roundabout to Filleigh Cutting will therefore be submitted in October 2018.

Improvements to the remaining six junctions would be permitted development.

Land Assembly

Private land will be required for this scheme. All identified landowners have been contacted or visited by the design team and are aware of the proposals.

It is intended that, where possible, land will be acquired through negotiation. However, the Compulsory Purchase Order (CPO) process will run in parallel with negotiations to reduce risks associated with not securing land. Where agreement cannot be reached there is time in the programme for a Public Inquiry.

Tender

The tender documents will comprise two packages: the road widening works and the junctions. The tender process would begin in late-2018 and run through to mid-2020 ready for the submission of the Full Business Case. This would allow construction to start in late-2020.

Construction

Construction will be phased over a period of 3 years with works grouped and phased to minimise disruption, however there will still be a residual impact during this time.

4. Consultations/Representations/Technical Data

Three public consultations were undertaken prior to the submission of the OBC, all of which have shown considerable support for a scheme. The results of the 2017 consultation are summarised in Section 3 of the 2017 Cabinet Report, with further detail provided in Public Consultation Reports on the project documents page here: <https://new.devon.gov.uk/ndlr/project-documents>.

Full and constructive engagement has taken place with statutory environmental bodies to ensure their understanding of the scheme proposals and to ensure that concerns are addressed prior to submission of the planning application. Stakeholders and consultees will be able to submit further comments regarding the proposals during the planning application.

5. Financial Considerations

The NDLR scheme has been the subject of a successful bid and has been allocated £83.1m from the DfT Local Majors Fund. This funding is subject to a final decision by the DfT in 2020 once a Full Business Case has been presented by DCC. The grant award is entirely capital in nature, and therefore any revenue costs will need to be met from existing resources.

Agenda Item 8

As agreed by Cabinet in October 2017, the scheme costs are being funded from the sources shown in Table 2 below:

Funding	Amount
DfT Local Majors Fund	£83.115m
Devon County Council	£5m
Developer Funding Contributions*	£5m
TOTAL	£93.115m

Table 2: Funding sources

**Every effort will be made to increase Developer Funding Contributions to exceed the £5m, thereby reducing the overall capital contribution required of DCC. Should the £5m Developer Funding Contributions target not be reached, then this gap will be met by DCC.*

The new estimated profile of spending, in line with changes in the scheme since the submission of the OBC (including costs to be incurred prior to Full Approval in 2020), are shown in Table 3 below:

	Financial Year (£ms)									
	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26 onward	Total
DfT	0.000	3.426	5.113	9.008	33.271	31.019	1.278	0.000	0.000	£ 83.115
DCC	0.423	0.977	0.000	0.000	0.000	0.000	0.970	1.840	0.790	£ 5.000
Developer cont.	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	5.000	£ 5.000
Outturn	0.423	4.403	5.113	9.008	33.271	31.019	2.248	1.840	5.790	£ 93.115

Table 3: Spending profile

Should Full Approval of the Scheme be granted in 2020, funding will be paid as capital grant under Section 31 of the Local Government Act 2003. In advance of Full Approval, land purchase and early design work is required to ensure that the scheme remains on programme. Discussions are currently taking place with the DfT to determine the final profile of funding and the extent to which funding is to be provided in advance of Full Approval.

The total cost up to 2020 (date for Full Business Case approval) is £1.4m from DCC and £8.539m from DfT, which is the amount needed from DfT to forward fund this project. If the DfT do not agree to forward fund the project, the DCC commitment will rise from £1.4m to approximately £10 million in order to cover land acquisition and advance work. DCC would then be forward funding a project for which future funding is not certain and which is still dependent on a successful Full Business Case approval. Should Full Approval not be granted, or funding be withdrawn in the future, some costs may have an impact on revenue budgets.

The financial position has been assessed with the County Treasurer and her team and assuming the long-term scale of the funding requirement (from FY2017/18 to FY2024/25+), it is considered there is scope for a £10 million contribution towards the scheme from the County Council's Capital Programme, including the £1.4 million already approved. However, it is not considered feasible that the County Council's revenue budget could take the risk of having to cope with funding £10m. Therefore, there would be a need for further consideration if DfT refuse to forward fund the scheme.

It should be recognised that the DCC contribution will constrain any other large requests for funding over the medium term.

6. Environmental Impact Considerations

Environmental impact considerations at the submission of the OBC are set out in Section 7 of the 2017 Cabinet report which can be found here: <https://new.devon.gov.uk/ndlr/project-documents>.

Further active engagement with environmental consultants will be undertaken as the design is refined, and a full Environmental Impact Assessment will be produced prior to the submission of a planning application in Autumn 2018.

7. Equality Considerations

In progressing this particular scheme, an Impact Assessment has been prepared which has been circulated separately to Cabinet Members and also is available on the Council's website at: <https://new.devon.gov.uk/ndlr/project-documents> and at <https://new.devon.gov.uk/impact/published/>, which Members will need to consider for the purposes of this item.

8. Legal Considerations

The lawful implications of the recommendations have been considered in the formulation of the recommendations set out above. In principle this is a relatively straight forward scheme that the Council have considerable experience in delivering however in practice the scale of the scheme presents a challenge. There are numerous land owners involved, and a relatively short timescale to negotiate and acquire land.

When making a Traffic Regulation Order it is the County Council's responsibility to ensure that all relevant legislation is complied with. This includes Section 122 of the Road Traffic Regulation Act 1984 that states that it is the duty of a local authority, so far as practicable, to secure the expeditious, convenient and safe movement of traffic and provision of parking facilities.

9. Risk Management Considerations

This proposal has been assessed and all necessary safeguards or actions have been taken/included to safeguard the Council's position. The scheme is subject to the normal engineering and assessment risks. A quantified risk assessment has been undertaken and the risk costs have been included in the scheme estimate.

Table 4 below describes the significant risks to the Scheme and the mitigation strategies for them.

Description of Risk	Mitigation
<u>Programme</u>	
<p>To meet the 2020 deadline the programme for The Scheme is ambitious with little contingency should work fall behind.</p>	<p>The main risks to the programme are associated with statutory processes and land acquisition. In both cases DCC has initiated proven mitigation measures to manage the potential impacts on cost and time. Such mitigation measures include the use of extensive experience in negotiating land acquisition without the use of compulsory purchase order powers and full and constructive engagement with statutory environmental bodies to ensure their full understanding of the scheme proposals prior to submission of the planning application</p>

Agenda Item 8

<u>Rising Cost</u>	
If the project costs rise, then DCC will be liable for paying these costs. The DfT contribution is fixed.	Costs will continue to be monitored and reported monthly at Project Board Meetings throughout the preparation of the Full Business Case. When going to tender, contracts will be designed to manage the risk of overspend.
<u>Construction</u>	
The NDLR is the main route connecting Northern Devon with the rest of the county and the UK. Works on this section of road could cause severe disruption and could result in an adverse impact on DCC's reputation.	Construction management has been considered throughout the design process so that the design lends itself to easier construction. Construction will be phased and works grouped to minimise construction along the route. However, some residual impacts will remain.
<u>Change of Political Landscape</u>	
Funding has been earmarked for The Scheme by Government but shifts in the political landscape prior to Full Approval could result in the funding being reallocated.	The majority of DCC spend will fall after the Full Approval in 2020. Spend before Full Approval (£1.4m italics in Table 3) is accepted as a risk, though work undertaken to develop the scheme may be useful should a different funding opportunity materialise in the future. Decisions may also be taken to proceed with the scheme in smaller stages to avoid incurring abortive revenue costs and achieve completion of the scheme.

Table 4: Risks and Mitigation Strategies

10. Public Health Impact

The public health impact of the scheme was considered at the submission of the OBC, and is described in Section 11 of the 2017 Cabinet report which can be found here: <https://new.devon.gov.uk/ndlr/project-documents>.

The scheme will be subject to a Stage 1 Road Safety Audit, which will be undertaken prior to the submission of the Planning Application. There will be further Stage 2 and Stage 3 Safety Audits.

11. Options/Alternatives

The DfT has confirmed Programme Entry for the Scheme within the Large Local Major schemes programme, therefore no options/alternatives can be considered at this stage.

12. Reason for Recommendation/Conclusion

The scheme continues to meet the overall objectives set out by DCC at the beginning of the project, as described in the 2017 Cabinet Report. It also continues to have a high level of public and political support.

Work to progress the scheme through the DfT processes has been previously agreed by cabinet. The scheme has now been approved by the DfT to progress to a Full Business Case submission for the full amount of funding that was bid for in the Outline Business Case. The Scheme remains deliverable, and no critical risks have materialised since the submission of the

Agenda Item 8

Outline Business Case in 2017 which should prevent the project from progressing to Full Business Case submission.

Dave Black
Head of Planning, Transportation and Environment

Electoral Divisions: South Molton, Chulmleigh and Landkey, Barnstaple North, Barnstaple South, Fremington Rural, Bideford East, Bideford West and Hartland, Northam, Torrington Rural, Ilfracombe, Braunton Rural, Combe Martin Rural.

Cabinet Member for Infrastructure, Development and Waste: Councillor Andrea Davis

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

Local Government Act 1972: List of Background Papers

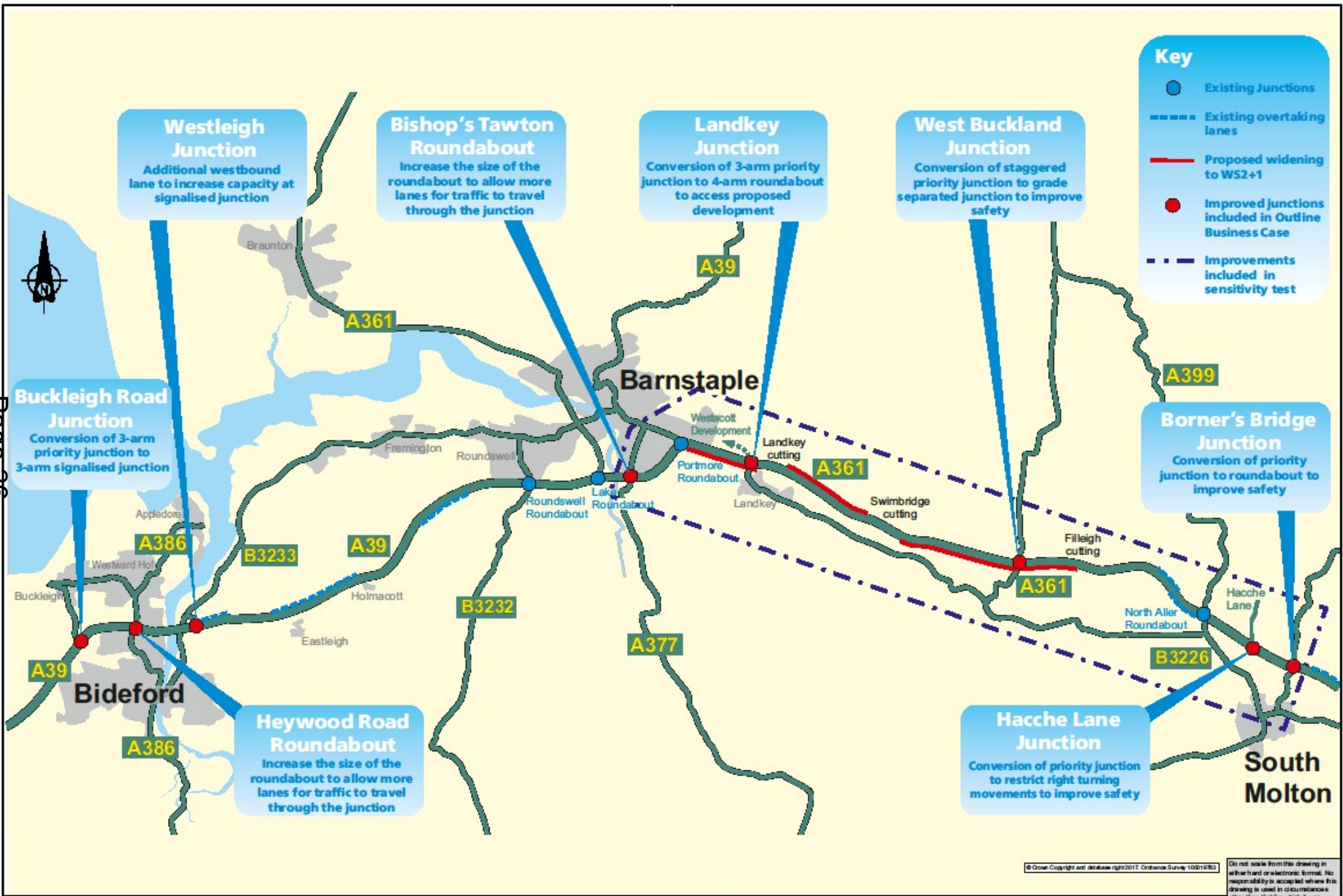
Contact for enquiries: David Black

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

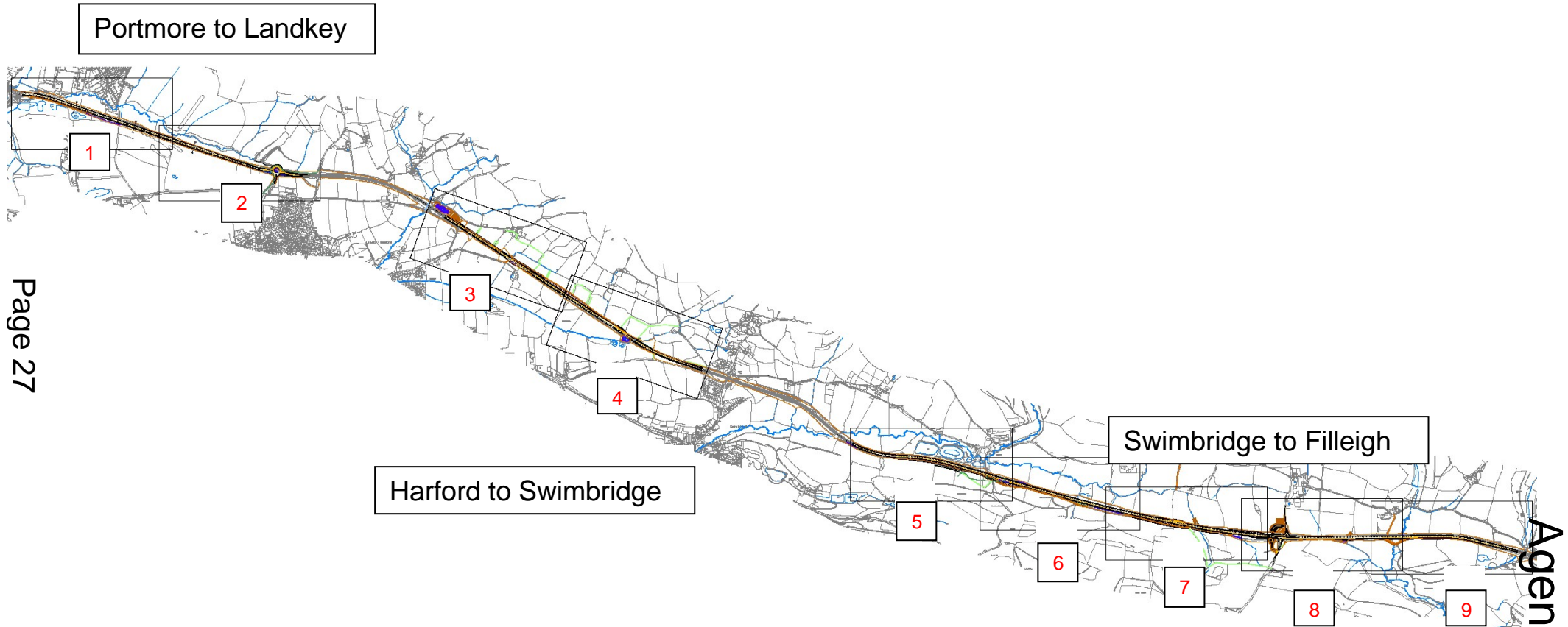
Tel No: 01392) 383000

Background Paper	Date	File Reference
1. NDLR Strategic Outline Business Case	October 2016	https://new.devon.gov.uk/ndlr/project-documents
2. NDLR Value Management Workshop report	June 2017	https://new.devon.gov.uk/ndlr/project-documents
3. NDLR Technical Appraisal Report	June 2017	https://new.devon.gov.uk/ndlr/project-documents
4. NDLR Public Consultation Report	September 2017	https://new.devon.gov.uk/ndlr/project-documents
5. NDLR Scheme Selection Report	September 2017	https://new.devon.gov.uk/ndlr/project-documents
6. NDLR Environmental Assessment Report	September 2017	https://new.devon.gov.uk/ndlr/project-documents
7. NDLR Outline Business Case	December 2017	https://new.devon.gov.uk/ndlr/project-documents
8. NDLR Impact Assessment v9	June 2018	https://new.devon.gov.uk/ndlr/project-documents

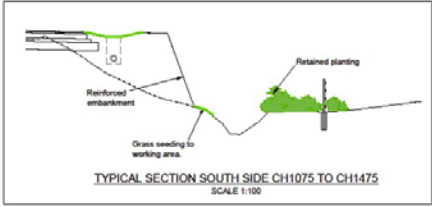
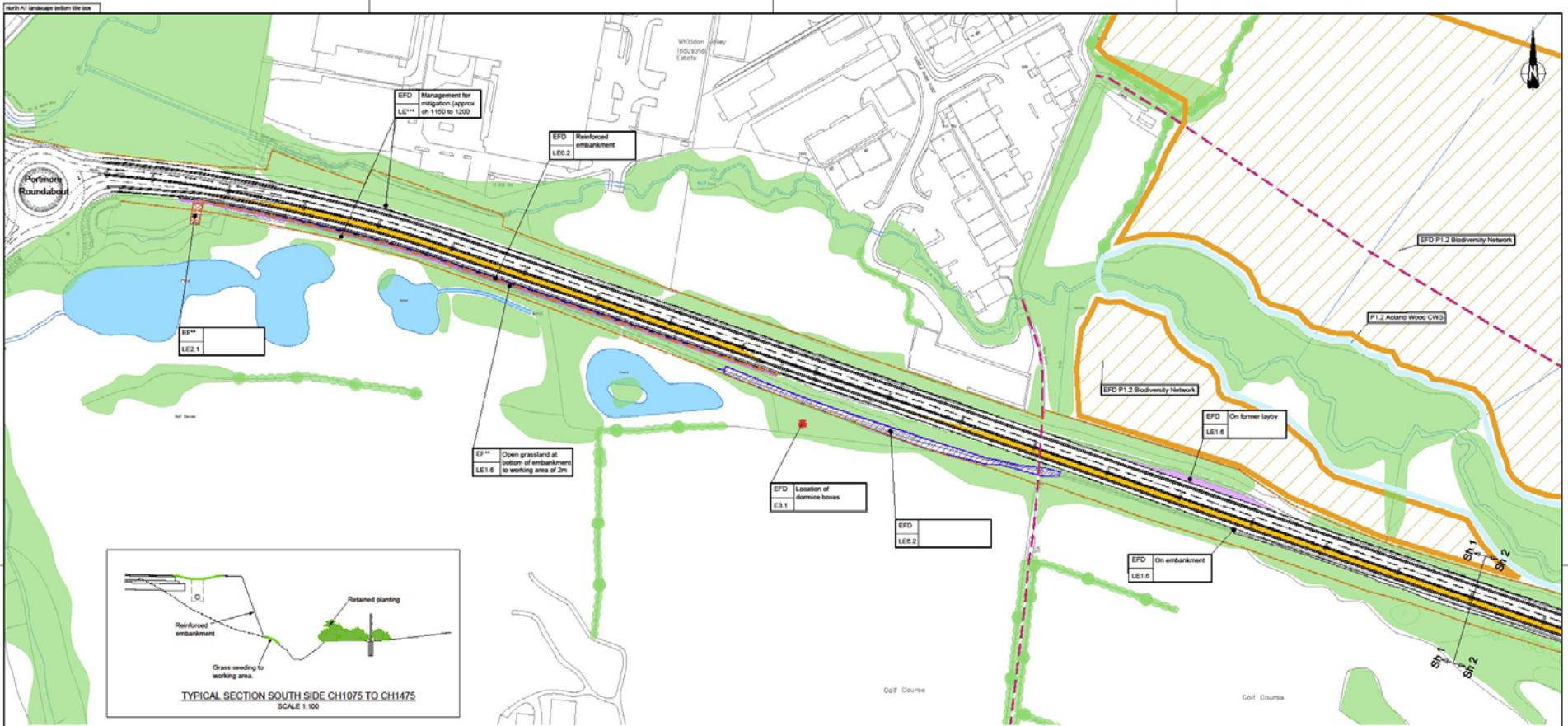
kp210618cab A Gateway to Northern Devon – A361/A39 North Devon Link Road South Molton to Bideford
hk 06 280618



Location of Detailed Scheme Plans



Note: These detailed plans only show the sections for which a planning application will be submitted, other junctions will be improved under permitted development. Scheme plans for all junctions can be found at the end of this appendix



GENERAL - EXPOSING A NEW WOODLAND EDGE
 Where existing tree line is directly adjacent to the highway the exposed edge shall be managed to achieve an attractive, stable edge by care thinning or coppicing and where appropriate by in-fill shrub edge planting as per DMRB Volume 10 Section 1 Part 2 HA 56/92 6.6 'Exposing a New Woodland Edge'. This applies to both sides of the carriageway, widening and non widening sides.

Environmental Functions	Landscape Elements	Environmental Elements	KEY - PROPOSED	KEY - EXISTING
EFA - Visual Screening	LE1.1 - Amenity grass areas (Veget)	E1.1 - Noise reducing surface	Proposed carriageway widening	Tree preservation order
EFB - Landscape integration	LE1.3 - Species rich (or conservation) grassland	E1.2 - Noise barrier built elements	Proposed embankment	Existing vegetation to remain
EDC - Enhancing the Built Environment	LE1.6 - Open grassland	E1.3 - Noise reducing earthworks	Proposed cutting	Existing pond
EFD - Nature Conservation & Biodiversity	LE2.1 - Woodland	E2.1 - water pollution control measures	Ecology mitigation	Listed Building P3.1
EFE - Visual amenity	LE2.2 - Woodland edge	E2.2 - Surface water outfalls	Permissive path/Divided footpath	Planning and Policy Elements
EFG - Noise mitigation	LE2.4 - Linear belts and shrubs & trees	E2.3 - Skidways	Public Right of way P4.4	County wildlife sites (CWS)
EFH - Water quality	LE2.5 - Shrubs with intermittent trees	E3.1 - Protected species		Unconfirmed Wildlife Site (UWS)
Planning and Policy Features	LE2.6 - Scrub	E3.2 - Ecological protection measures		Other Site of Wildlife Interest (OSWI)
P1.2 - Local Nature Conservation Designation	LE2.8 - Scrub			
P3.1 - Archaeology Sites & features of Cultural Importance	LE4.2 - Native species hedges (managed)			
P4.4 - Public Rights of Way	LE4.3 - Native species hedges (unmanaged)			
	LE4.4 - Native hedges with trees			
	LE4.5 - Devon hedgebank			
	LE5.1 - Individual trees			
	LE5.2 - Native species hedgerow (unmanaged)			
	LE5.3 - Scrub			
	LE5.4 - Water body (River) Class 1			
	LE5.5 - Banks and ditches			
	LE6.1 - Marsh and wet grassland			
	LE6.2 - Marsh and wet grassland			
	LE6.3 - Marsh and wet grassland			
	LE6.4 - Marsh and wet grassland			
	LE6.5 - Marsh and wet grassland			
	LE6.6 - Marsh and wet grassland			
	LE6.7 - Marsh and wet grassland			
	LE6.8 - Marsh and wet grassland			
	LE6.9 - Marsh and wet grassland			
	LE6.10 - Marsh and wet grassland			
	LE6.11 - Marsh and wet grassland			
	LE6.12 - Marsh and wet grassland			
	LE6.13 - Marsh and wet grassland			
	LE6.14 - Marsh and wet grassland			
	LE6.15 - Marsh and wet grassland			
	LE6.16 - Marsh and wet grassland			
	LE6.17 - Marsh and wet grassland			
	LE6.18 - Marsh and wet grassland			
	LE6.19 - Marsh and wet grassland			
	LE6.20 - Marsh and wet grassland			
	LE6.21 - Marsh and wet grassland			
	LE6.22 - Marsh and wet grassland			
	LE6.23 - Marsh and wet grassland			
	LE6.24 - Marsh and wet grassland			
	LE6.25 - Marsh and wet grassland			
	LE6.26 - Marsh and wet grassland			
	LE6.27 - Marsh and wet grassland			
	LE6.28 - Marsh and wet grassland			
	LE6.29 - Marsh and wet grassland			
	LE6.30 - Marsh and wet grassland			
	LE6.31 - Marsh and wet grassland			
	LE6.32 - Marsh and wet grassland			
	LE6.33 - Marsh and wet grassland			
	LE6.34 - Marsh and wet grassland			
	LE6.35 - Marsh and wet grassland			
	LE6.36 - Marsh and wet grassland			
	LE6.37 - Marsh and wet grassland			
	LE6.38 - Marsh and wet grassland			
	LE6.39 - Marsh and wet grassland			
	LE6.40 - Marsh and wet grassland			
	LE6.41 - Marsh and wet grassland			
	LE6.42 - Marsh and wet grassland			
	LE6.43 - Marsh and wet grassland			
	LE6.44 - Marsh and wet grassland			
	LE6.45 - Marsh and wet grassland			
	LE6.46 - Marsh and wet grassland			
	LE6.47 - Marsh and wet grassland			
	LE6.48 - Marsh and wet grassland			
	LE6.49 - Marsh and wet grassland			
	LE6.50 - Marsh and wet grassland			
	LE6.51 - Marsh and wet grassland			
	LE6.52 - Marsh and wet grassland			
	LE6.53 - Marsh and wet grassland			
	LE6.54 - Marsh and wet grassland			
	LE6.55 - Marsh and wet grassland			
	LE6.56 - Marsh and wet grassland			
	LE6.57 - Marsh and wet grassland			
	LE6.58 - Marsh and wet grassland			
	LE6.59 - Marsh and wet grassland			
	LE6.60 - Marsh and wet grassland			
	LE6.61 - Marsh and wet grassland			
	LE6.62 - Marsh and wet grassland			
	LE6.63 - Marsh and wet grassland			
	LE6.64 - Marsh and wet grassland			
	LE6.65 - Marsh and wet grassland			
	LE6.66 - Marsh and wet grassland			
	LE6.67 - Marsh and wet grassland			
	LE6.68 - Marsh and wet grassland			
	LE6.69 - Marsh and wet grassland			
	LE6.70 - Marsh and wet grassland			
	LE6.71 - Marsh and wet grassland			
	LE6.72 - Marsh and wet grassland			
	LE6.73 - Marsh and wet grassland			
	LE6.74 - Marsh and wet grassland			
	LE6.75 - Marsh and wet grassland			
	LE6.76 - Marsh and wet grassland			
	LE6.77 - Marsh and wet grassland			
	LE6.78 - Marsh and wet grassland			
	LE6.79 - Marsh and wet grassland			
	LE6.80 - Marsh and wet grassland			
	LE6.81 - Marsh and wet grassland			
	LE6.82 - Marsh and wet grassland			
	LE6.83 - Marsh and wet grassland			
	LE6.84 - Marsh and wet grassland			
	LE6.85 - Marsh and wet grassland			
	LE6.86 - Marsh and wet grassland			
	LE6.87 - Marsh and wet grassland			
	LE6.88 - Marsh and wet grassland			
	LE6.89 - Marsh and wet grassland			
	LE6.90 - Marsh and wet grassland			
	LE6.91 - Marsh and wet grassland			
	LE6.92 - Marsh and wet grassland			
	LE6.93 - Marsh and wet grassland			
	LE6.94 - Marsh and wet grassland			
	LE6.95 - Marsh and wet grassland			
	LE6.96 - Marsh and wet grassland			
	LE6.97 - Marsh and wet grassland			
	LE6.98 - Marsh and wet grassland			
	LE6.99 - Marsh and wet grassland			
	LE6.100 - Marsh and wet grassland			

DRAFT



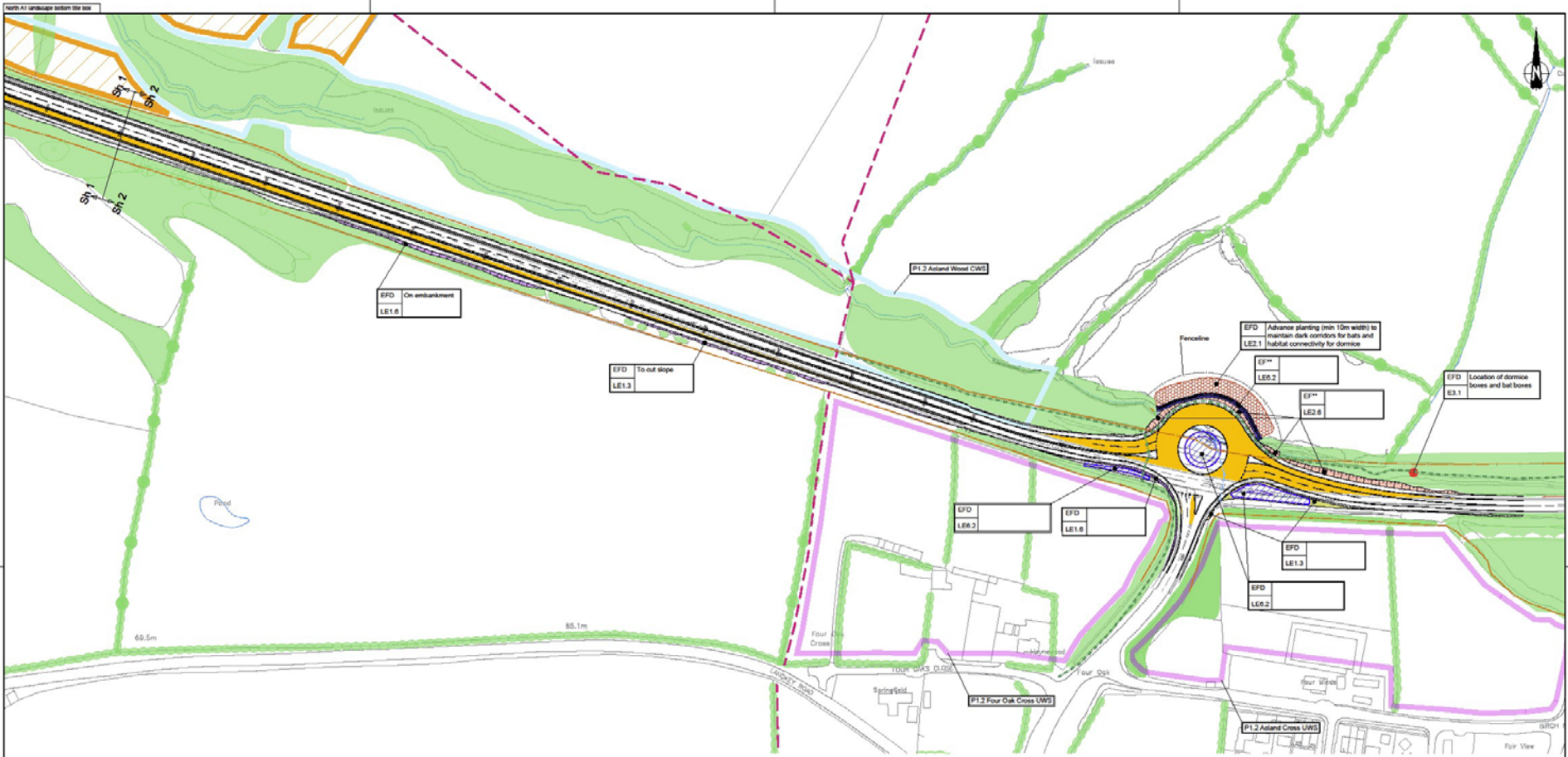
Engineering Design Group
 Taw View, Barnstaple, EX31 1EE
 Tel: 0845 155 1004
 Fax: 01392 382342
 customers@devon.gov.uk
 www.devon.gov.uk

NORTH DEVON LINK ROAD

DRAWING TITLE
 Portmore to Landkey Environmental Master Plan
 Sheet 1

Rev	Date	Drawn	Revised	Chk

Do not scale from this drawing in either hard or electronic format. All responsibility is accepted where this drawing is used in circumstances other than that for which it was originally prepared and issued.
 Drawing number: DCCP16425-EDG-HGN-27502200-C
 P 02 EN 09
 Scale: 1:1250, A1, 0



Environmental Functions	Landscape Elements	Environmental Elements	KEY - PROPOSED	KEY - EXISTING
EFA - Visual Screening	LE1.1 - Amenity grass areas (T verge)	E1.1 - Noise reducing surface	Proposed carriageway widening	Tree preservation order
EFB - Landscape Integration	LE1.3 - Species rich (or conservation) grassland	E1.2 - Noise barrier built elements	Proposed embankment	Existing vegetation to remain
EDC - Enhancing the Built Environment	LE1.4 - Open grassland	E1.3 - Noise reducing earthworks	Proposed cutting	Existing pond
EFD - Nature Conservation & Biodiversity	LE2.1 - Woodland	E2.1 - water pollution control measures	Ecology mitigation	Listed Building P3.1
EFE - Visual amenity	LE2.2 - Woodland edge	E2.2 - Surface water outfalls	Permissive path/cleaned footpath	Planning and Policy Elements
EFG - Visual mitigation	LE2.4 - Linear belts and shrubs & trees	E2.3 - Sullageways	Public Right of way PA.4	County wildlife sites (CWS)
EFH - Water quality	LE2.5 - Scrubs with intermittent trees	E3.1 - Protected species	Native species hedgerow (unmanaged)	Unconfined Wildlife Site (UWS)
Planning and Policy Features	LE2.6 - Scrubs	E3.2 - Ecological protection measures		Other Site of Wildlife Interest (OSWI)
P1.2 - Local Nature Conservation Designation	LE4.2 - Native species hedges (managed)			
P3.1 - Archaeological Sites & features of Cultural Importance	LE4.3 - Native species hedges (unmanaged)			
P4.4 - Public Rights of Way	LE4.4 - Native hedgerows with trees			
	LE4.5 - Devon hedgebank			
	LE5.1 - Individual trees			
	LE6.1 - Water body (River) Class 1			
	LE6.2 - Banks and ditches			
	LE6.4 - Marsh and wet grassland			
Other Landscape Treatments	LE10.3 - Reinstale and return to landowner			

GENERAL - EXPOSING A NEW WOODLAND EDGE
 Where existing tree line is directly adjacent to the highway the exposed edge shall be managed to achieve an attractive, stable edge by care thinning or coppicing and where appropriate by infill shrub edge planting as per DMRB Volume 10 Section 1 Part 2 HA 56/52 6.6 'Exposing a New Woodland Edge'. This applies to both sides of the carriageway, widening and non widening sides.

DRAFT

Contains Ordnance Survey data.
 © Crown copyright and database rights 2014. 100019783



Engineering Design Group
 Taw View,
 Barnstaple,
 EX31 1EE
 Tel. 0843 155 1004
 Fax 01392 382342
 customers@devon.gov.uk
 www.devon.gov.uk

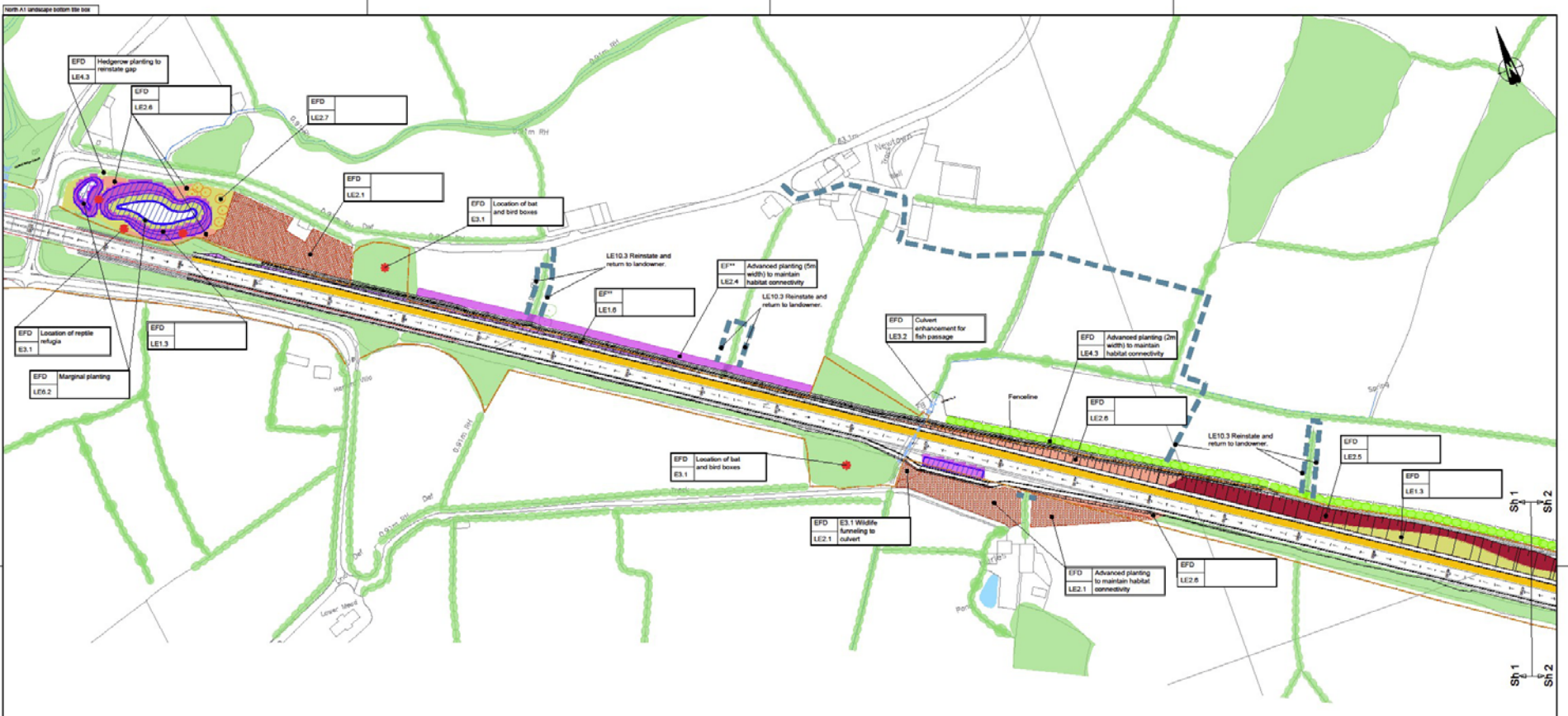
NORTH DEVON LINK ROAD

Portmore to Landkey
 Environmental Master Plan

Sheet 2

Rev	Date	Drawn	Revisions	CHK

Do not scale from this drawing in either hard or electronic form. No responsibility is accepted where this drawing is used in circumstances other than that for which it was originally prepared and issued.	
Project Number	DCCP16425-EDG-HGN-27502200-C
Drawing Number	P_02_EN_10
Scale	1:1250
Size	A1
Revision	0



Environmental Functions	Landscape Elements	Environmental Elements	KEY - PROPOSED	KEY - EXISTING
EFA - Visual Screening	LE1.1 - Amenity grass areas (Verge)	E1.1 - Noise reducing surface	Proposed carriageway widening	Tree preservation order
EFB - Landscape Integration	LE1.3 - Species rich (or conservation) grassland	E1.2 - Noise barrier built elements	Proposed embankment	Existing vegetation to remain
EDC - Enhancing the Built Environment	LE1.4 - Open grassland	E1.3 - Noise reducing earthworks	Proposed cutting	Existing pond
EPD - Nature Conservation & Biodiversity	LE1.5 - Woodland	E2.1 - water pollution control measures	Ecology mitigation	Listed Building P3.1
EFE - Visual amenity	LE2.1 - Woodland edge	E2.2 - Surface water outfalls	Permissive path/diverted outpath	Planting and Policy Elements
EPG - Noise mitigation	LE2.4 - Linear belts and shrubs & trees	E2.3 - Sullageways	Public Right of way P4.4	County wildlife sites (CWS)
EFH - Water quality	LE2.5 - Shrubs with ornamental trees	E3.1 - Protected species	Native species hedgerow (unmanaged)	Unconfirmed Wildlife Site (UWS)
	LE2.6 - Shrubs	E3.2 - Ecological protection measures		Other Site of Wildlife Interest (OSWI)
	LE2.8 - Scrub			
	LE4.2 - Native species hedges (managed)			
	LE4.3 - Native species hedges (unmanaged)			
	LE4.4 - Native hedgerows with trees			
	LE4.5 - Devon hedgerow			
	LE5.1 - Individual trees			
	LE5.1 - Water body (River) Class 1			
	LE5.2 - Banks and ditches			
	LE5.4 - Marsh and wet grassland			
	Other Landscape Treatments			
	LE10.3 - Reinstatement and return to landowner			

GENERAL - EXPOSING A NEW WOODLAND EDGE
 Where existing tree line is directly adjacent to the highway the exposed edge shall be managed to achieve an attractive, stable edge by care thinning or coppicing and where appropriate by infill shrub edge planting as per DMRB Volume 10 Section 1 Part 2 HA 56/92 6.6 'Exposing a New Woodland Edge'. This applies to both sides of the carriageway, widening and non widening sides.

DRAFT

Contains Ordnance Survey data.
 © Crown copyright and database rights 2014. 100019783



Engineering Design Group
 Taw View, Ramstaple, EX31 1EE
 Tel: 0845 155 1004
 Fax: 01392 382342
 outcases@devon.gov.uk
 www.devon.gov.uk

NORTH DEVON LINK ROAD

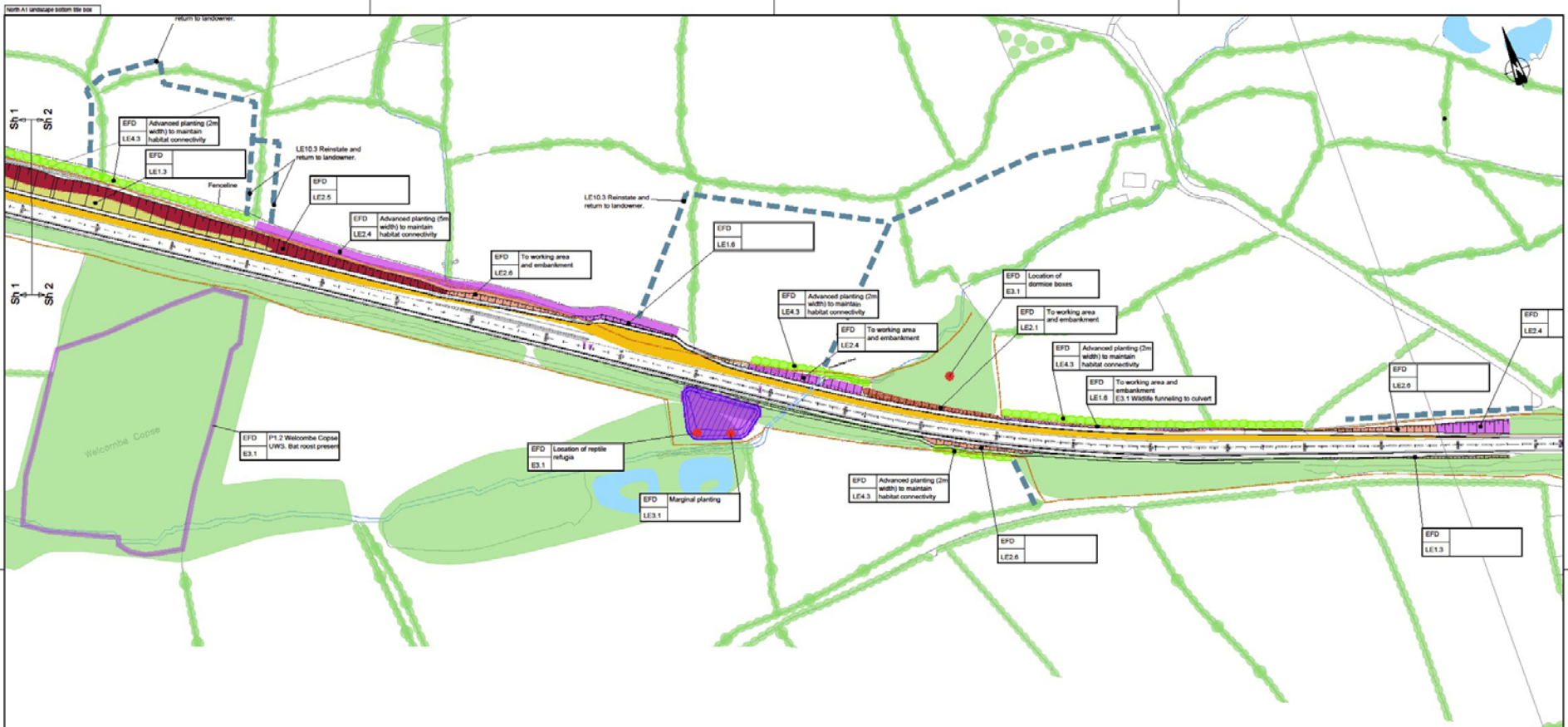
DRAWING TITLE

Harford to Swimbridge Environmental Master Plan

Sheet 3

Rev	Date	Drawn	Revisions

Do not scale from this drawing in either hard or electronic format. No responsibility is accepted when this drawing is used in circumstances other than that for which it was originally prepared and issued.			
Project number: DCCP16425-EDG-HGN-27502200-C			
Drawing number: P_03_EN_04			
Scale: 1:1250	Size: A1	Revision: 0	



GENERAL - EXPOSING A NEW WOODLAND EDGE
 Where existing tree line is directly adjacent to the highway the exposed edge shall be managed to achieve an attractive, stable edge by care thinning or coppicing and where appropriate by infill shrub edge planting as per DMRB Volume 10 Section 1 Part 2 HA 56/92 6.6 'Exposing a New Woodland Edge'. This applies to both sides of the carriageway, widening and non widening sides.

DRAFT

<p>Environmental Functions</p> <ul style="list-style-type: none"> EFA - Visual Screening EFB - Landscape Integration ECC - Enhancing the Built Environment EPD - Nature Conservation & Biodiversity EFE - Visual Amenity EPG - Noise Mitigation EPH - Water Quality <p>Planning and Policy Features</p> <ul style="list-style-type: none"> P1.2 - Local Nature Conservation Designation P3.1 - Archaeological Sites & Features of Cultural Importance P4.4 - Public Rights of Way 	<p>Landscape Elements</p> <ul style="list-style-type: none"> LE1.1 - Amenity grass areas (Verge) LE1.3 - Species rich (or conservation) grassland LE1.6 - Open grassland LE2.1 - Woodland LE2.4 - Linear belts and shrubs & trees LE2.5 - Shrubs with intermittent trees LE2.6 - Shrubs LE2.8 - Scrub LE4.2 - Native species hedges (managed) LE4.3 - Native species hedges (unmanaged) LE4.4 - Native hedgerows with trees LE4.5 - Devon hedgerbank LE5.1 - Individual trees LE5.1 - Water body (River) Class 1 LE5.2 - Banks and ditches LE5.4 - Marsh and wet grassland LE10.3 - Reinstatement and return to landowner <p>Other Landscape Treatments</p> <ul style="list-style-type: none"> LE10.3 - Reinstatement and return to landowner 	<p>Environmental Elements</p> <ul style="list-style-type: none"> E1.1 - Noise reducing surface E1.2 - Noise barrier-built elements E1.3 - Noise reducing earthworks E2.1 - water pollution control measures E2.2 - Surface water outlets E2.3 - Soakaways E3.1 - Protected species E3.2 - Ecological protection measures <p>Ecology mitigation</p> <ul style="list-style-type: none"> Ecology mitigation <p>Permissive path/Diverted footpath Public Rights of way P4.4</p> <ul style="list-style-type: none"> Permissive path/Diverted footpath Public Rights of way P4.4 <p>Native species hedgerow (unmanaged)</p> <ul style="list-style-type: none"> Native species hedgerow (unmanaged) 	<p>KEY - PROPOSED</p> <ul style="list-style-type: none"> Proposed carriageway widening Proposed embankment Proposed cutting Ecology mitigation Permissive path/Diverted footpath Public Rights of way P4.4 Native species hedgerow (unmanaged) 	<p>Proposed retention pond/ditch</p> <ul style="list-style-type: none"> Proposed retention pond/ditch <p>Existing vegetation to remain</p> <ul style="list-style-type: none"> Species rich grassland Woodland Liner belts of shrubs and trees Shrubs Scrub Banks and ditches Marsh and wet grassland Open grassland 	<p>KEY - EXISTING</p> <ul style="list-style-type: none"> Tree preservation order Existing vegetation to remain Existing pond Listed Building P3.1 <p>Planning and Policy Elements</p> <ul style="list-style-type: none"> County wildlife sites (CWS) Unconfirmed Wildlife Site (UWS) Other Site of Wildlife Interest (OSWI)
---	---	---	---	--	--

Contains Ordnance Survey data.
 © Crown copyright and database rights 2014. 100015783



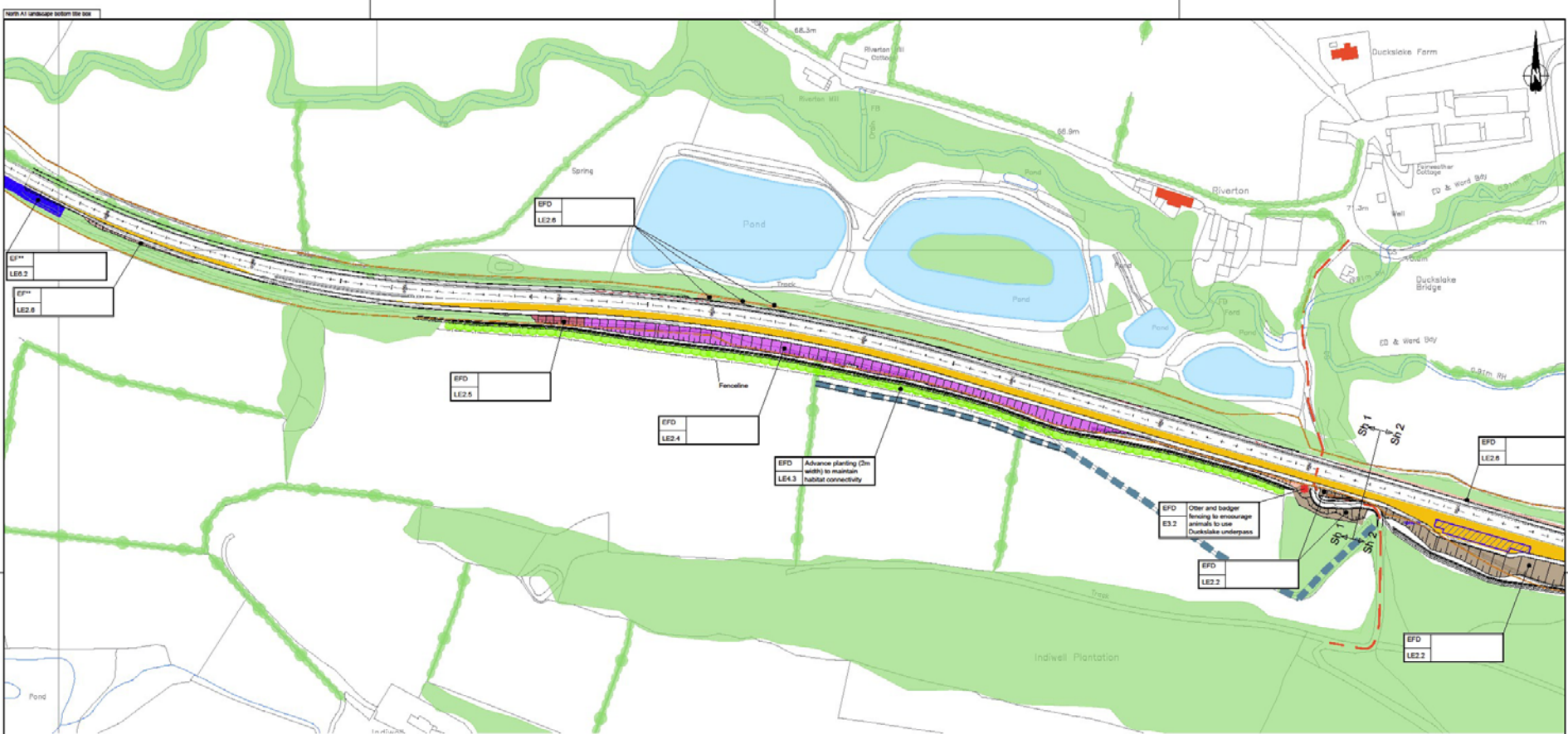
Engineering Design Group
 Taw View,
 Ramstaple,
 EX31 1EE
 Tel: 0845 155 1004
 Fax: 01392 382342
 customers@devon.gov.uk
 www.devon.gov.uk

NORTH DEVON LINK ROAD

Harford to Swimbridge
 Environmental Master Plan
 Sheet 4

Rev	Date	Drawn	Revisions	CHK

Do not scale from this drawing to other hard or electronic format. No responsibility is accepted while this drawing is used in circumstances other than that for which it was originally prepared and issued.	
Project number	DCCP16425-EDG-HGN-27502200-C
Drawing number	P_03_EN_05
Scale	1:1250
Size	A1
Revised	0



GENERAL - EXPOSING A NEW WOODLAND EDGE
 Where existing tree line is directly adjacent to the highway the exposed edge shall be managed to achieve an attractive, stable edge by care thinning or coppicing and where appropriate by infill shrub edge planting as per DMRB Volume 10 Section 1 Part 2 HA 56/92 6.6 'Exposing a New Woodland Edge'. This applies to both sides of the carriageway, widening and non widening sides.

DRAFT

Environmental Functions	Landscape Elements	Environmental Elements	KEY - PROPOSED	KEY - EXISTING
EFA - Visual Screening	LE1.1 - Amenity grass areas (large)	E1.1 - Noise reducing surface	Proposed carriageway widening	Tree preservation order
EFB - Landscape integration	LE1.2 - Species rich (or conservation) grassland	E1.2 - Noise barrier built elements	Proposed embankment	Existing vegetation to remain
EFC - Enhancing the Built Environment	LE1.3 - Open grassland	E1.3 - Noise reducing earthworks	Proposed cutting	Existing pond
EFD - Nature Conservation & Biodiversity	LE1.4 - Woodland	E2.1 - water pollution control measures	Ecology mitigation	Listed Building P3.1
EFE - Visual amenity	LE1.5 - Woodland edge	E2.2 - Surface water outfalls	Permissive path/Diversed footpath	Planning and Policy Elements
EFG - Noise mitigation	LE2.1 - Linear belts and shrubs & trees	E2.3 - Scaletways	Public Right of way P4.4	County wildlife sites (CWS)
EFH - Water quality	LE2.2 - Shrubs with intermittent trees	E3.1 - Protected species	Native species hedgerow (unmanaged)	Unconfirmed Wildlife Site (UWS)
Planning and Policy Features	LE2.3 - Shrubs	E3.2 - Ecological protection measures		Other Site of Wildlife Interest (OSWI)
P1.2 - Local Nature Conservation Designation	LE2.4 - Native species hedges (managed)			
P3.1 - Archaeological Sites & features of Cultural Importance	LE4.3 - Native species hedges (unmanaged)			
P4.4 - Public Rights of Way	LE4.4 - Native hedgerows with trees			
	LE4.5 - Devon hedgerow			
	LE5.1 - Individual trees			
	LE6.1 - Water body (River) Class 1			
	LE6.2 - Banks and ditches			
	LE6.4 - Marsh and wet grassland			
	Other Landscape Treatments			
	LE10.3 - Reinstatement and return to landowner			

Contains Ordnance Survey data.
 © Crown copyright and database rights 2014. 100016783



Engineering Design Group
 Taw View,
 Bampton,
 EX31 1EB
 Tel: 0843 155 1004
 Fax: 01392 382342
 customers@devon.gov.uk
 www.devon.gov.uk

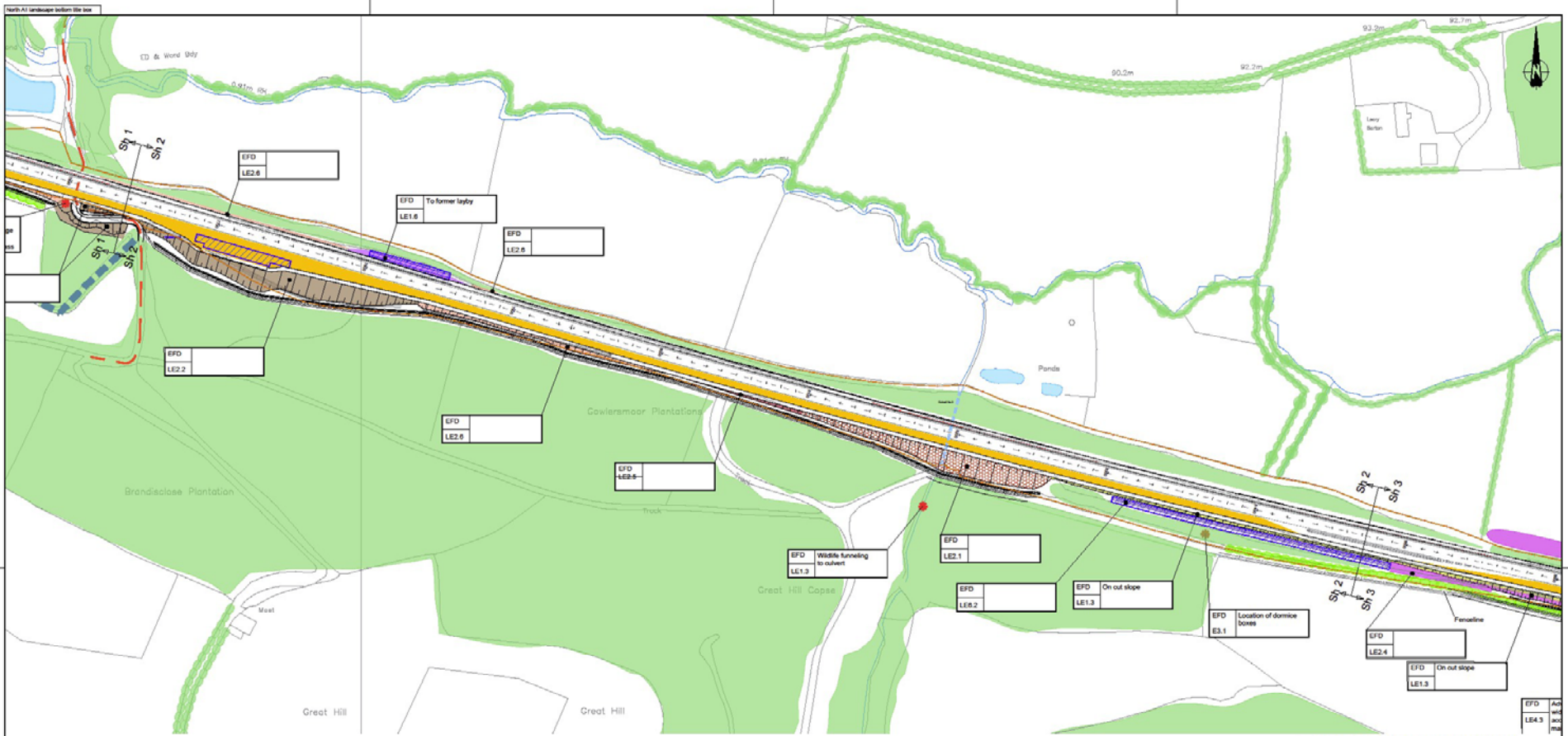
NORTH DEVON LINK ROAD

Swimbridge to Filleigh
 Environmental Master Plan

Sheet 5

Rev	Date	Drawn	Revisions

Do not scale from this drawing in either hard or electronic format. No responsibility is accepted where this drawing is used in circumstances other than that for which it was originally prepared and issued.			
Project number DCCP16425-EDG-HGN-27502200-C			
Drawing number P_04_EN_08			
Scale	1:1250	Rev	A1
			0



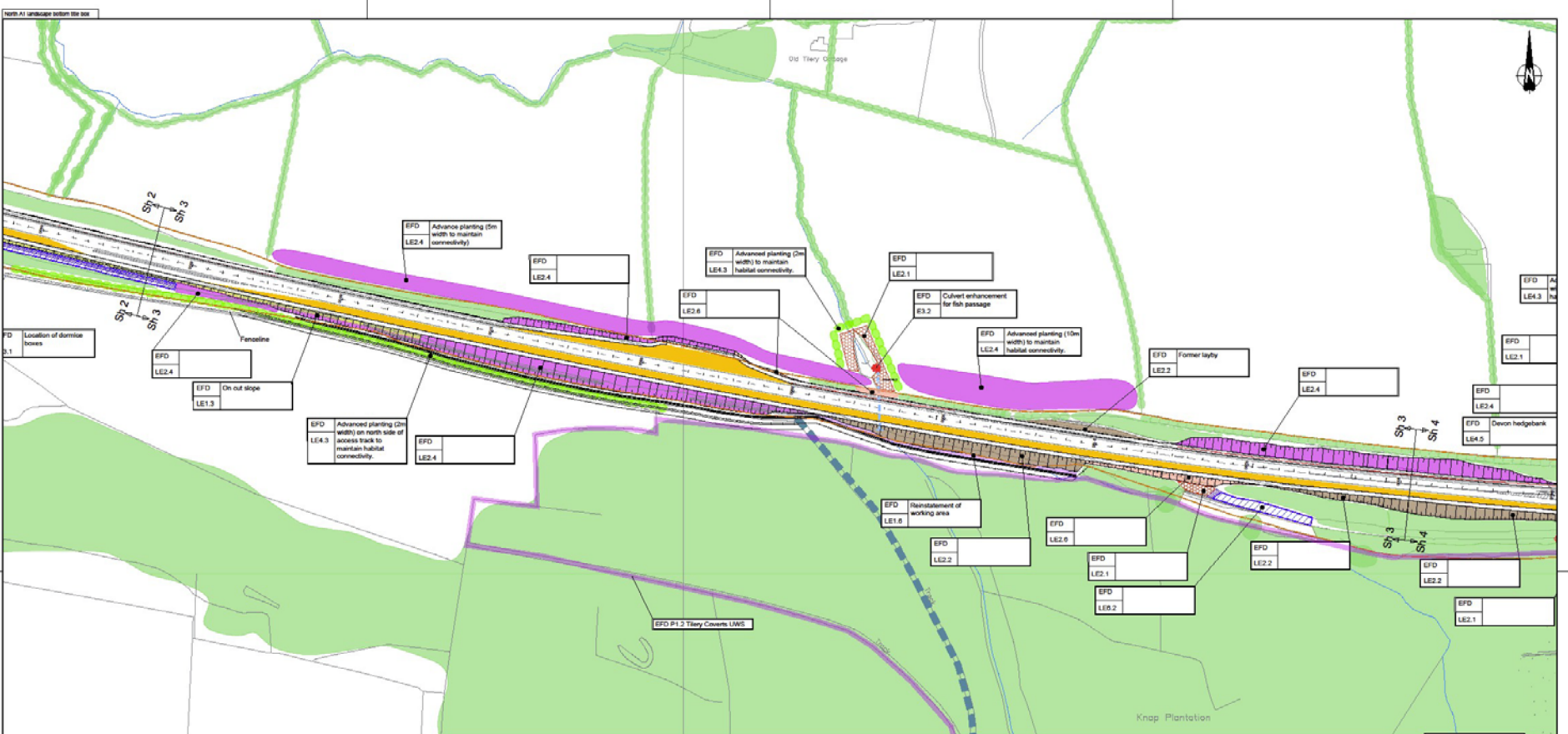
GENERAL - EXPOSING A NEW WOODLAND EDGE
 Where existing tree line is directly adjacent to the highway the exposed edge shall be managed to achieve an attractive, stable edge by care thinning or coppicing and where appropriate by infill shrub edge planting as per DMRB Volume 10 Section 1 Part 2 HA 56/92 6.6 'Exposing a New Woodland Edge'. This applies to both sides of the carriageway, widening and non widening sides.

DRAFT

Environmental Functions EPA - Visual Screening EFB - Landscape Integration EDC - Enhancing the Built Environment EFD - Nature Conservation & Biodiversity EFE - Visual Amenity EFG - Noise Mitigation EFH - Water Quality Planning and Policy Features P1.2 - Local Nature Conservation Designation P3.1 - Archaeology Sites & Features of Cultural Importance P4.4 - Public Rights of Way	Landscape Elements LE1.1 - Amenity grass areas (Verge) LE1.3 - Species rich (or conservation) grassland LE1.9 - Open grassland LE2.1 - Woodland LE2.2 - Woodland edge LE2.4 - Linear belts and shrubs & trees LE2.9 - Shrubs with intermittent trees LE2.9 - Shrubs LE2.9 - Scrub LE4.2 - Native species hedges (managed) LE4.3 - Native species hedges (unmanaged) LE4.4 - Native hedgerows with trees LE4.5 - Devon hedgerow LE5.1 - Individual trees LE5.1 - Water body (River) Class 1 LE6.2 - Banks and ditches LE5.4 - Marsh and wet grassland Other Landscape Treatments LE10.3 - Reinstatement and return to landowner	Environmental Elements E1.1 - Noise reducing surface E1.2 - Noise barrier-built elements E1.3 - Noise reducing earthworks E2.1 - Water pollution control measures E2.2 - Surface water outfalls E2.3 - Swales E3.1 - Protected species E3.2 - Ecological protection measures	KEY - PROPOSED Proposed carriageway widening Proposed embankment Proposed cutting Ecology mitigation Permissive path/Diverted footpath Public Right of way P4.4 Native species hedgerow (unmanaged)	Proposed retention pond/fish Species rich grassland Woodland Linear belts of shrubs and trees Shrubs Scrub Banks and ditches Marsh and wet grassland Open grassland	KEY - EXISTING Tree preservation order Existing vegetation to remain Existing pond Listed Building P3.1 Planning and Policy Elements County wildlife sites (CWS) Unformated Wildlife Site (UWS) Other Site of Wildlife Interest (OSWI)
---	---	---	---	---	--

Contains Ordnance Survey data
 © Crown copyright and database rights 2014. 100019783

<p>Engineering Design Group</p> Taw View, Barnstaple, EX31 1EE Tel: 0843 155 1004 Fax: 01392 382342 customers@devon.gov.uk www.devon.gov.uk	NORTH DEVON LINK ROAD	Swimbridge to Filleigh Environmental Master Plan Sheet 6	Rev Date Drawn Revisions Ckr	The full scale from this drawing is referred to as electronic format. No responsibility is accepted where this drawing is used in circumstances other than that for which it was originally prepared and issued. Project Number: DCCP16425-EDG-HGN-27502200-C Drawing Number: P_04_EN_09 Scale: 1:1250 Size: A1 Revision: 0	
			DRAWING TITLE		Date
			JOB		Date



Environmental Functions	Landscape Elements	Environmental Elements	KEY - PROPOSED	KEY - EXISTING
EFA - Visual Screening EFD - Landscape Integration EDC - Ensuring the Built Environment EFD - Nature Conservation & Biodiversity EFC - Visual Amenity EFD - Noise mitigation EFH - Water quality	LE1.1 - Amenity grass areas (Verge) LE1.3 - Species rich (or conservation) grassland LE1.6 - Open grassland LE2.1 - Woodland LE2.2 - Woodland edge LE2.4 - Linear belts and shrubs & trees LE2.5 - Shrubs with intermittent trees LE2.6 - Shrubs LE2.8 - Scrub LE4.2 - Native species hedges (managed) LE4.3 - Native species hedges (unmanaged) LE4.4 - Native hedgerows with trees LE4.6 - Devon hedgeranks LE5.1 - Individual trees LE6.1 - Water body (River) Class 1 LE6.2 - Banks and ditches LE6.4 - Marsh and wet grassland Other Landscape Treatments LE10.3 - Reinstatement and return to landowner	E1.1 - Noise reducing surface E1.2 - Noise barrier-built elements E1.3 - Noise reducing earthworks E2.1 - water pollution control measures E2.2 - Surface water outfalls E2.3 - Sewalkways E3.1 - Protected species E3.2 - Ecological protection measures	Proposed carriageway widening Proposed embankment Proposed cutting Ecology mitigation Permissive path/Diverted footpath Public Right of way P1.4 Native species hedgerow (unmanaged)	Proposed retention pond/ditch Species rich grassland Woodland Linear belts of shrubs and trees Shrubs Scrub Banks and ditches Marsh and wet grassland Open grassland Tree preservation order Existing vegetation to remain Existing pond Listed Building P3.1 Planning and Policy Elements County wildlife sites (CWS) Unaffirmed Wildlife Site (UWS) Other Site of Wildlife Interest (OSWI)

GENERAL - EXPOSING A NEW WOODLAND EDGE
Where existing tree line is directly adjacent to the highway the exposed edge shall be managed to achieve an attractive, stable edge by care thinning or coppicing and where appropriate by mill shrub edge planting as per DMRB Volume 10 Section 1 Part 2 HA 56/92 6.6 'Exposing a New Woodland Edge'. This applies to both sides of the carriageway, widening and non widening sides.

DRAFT

Cartlidge Ordnance Survey data.
© Crown copyright and database rights 2014. 100019753



Engineering Design Group
Taw View,
Barnstaple,
EX31 1EE
Tel: 0845 155 1004
Fax: 01392 383342
customers@devon.gov.uk
www.devon.gov.uk

NORTH DEVON LINK ROAD

DRAWING TITLE

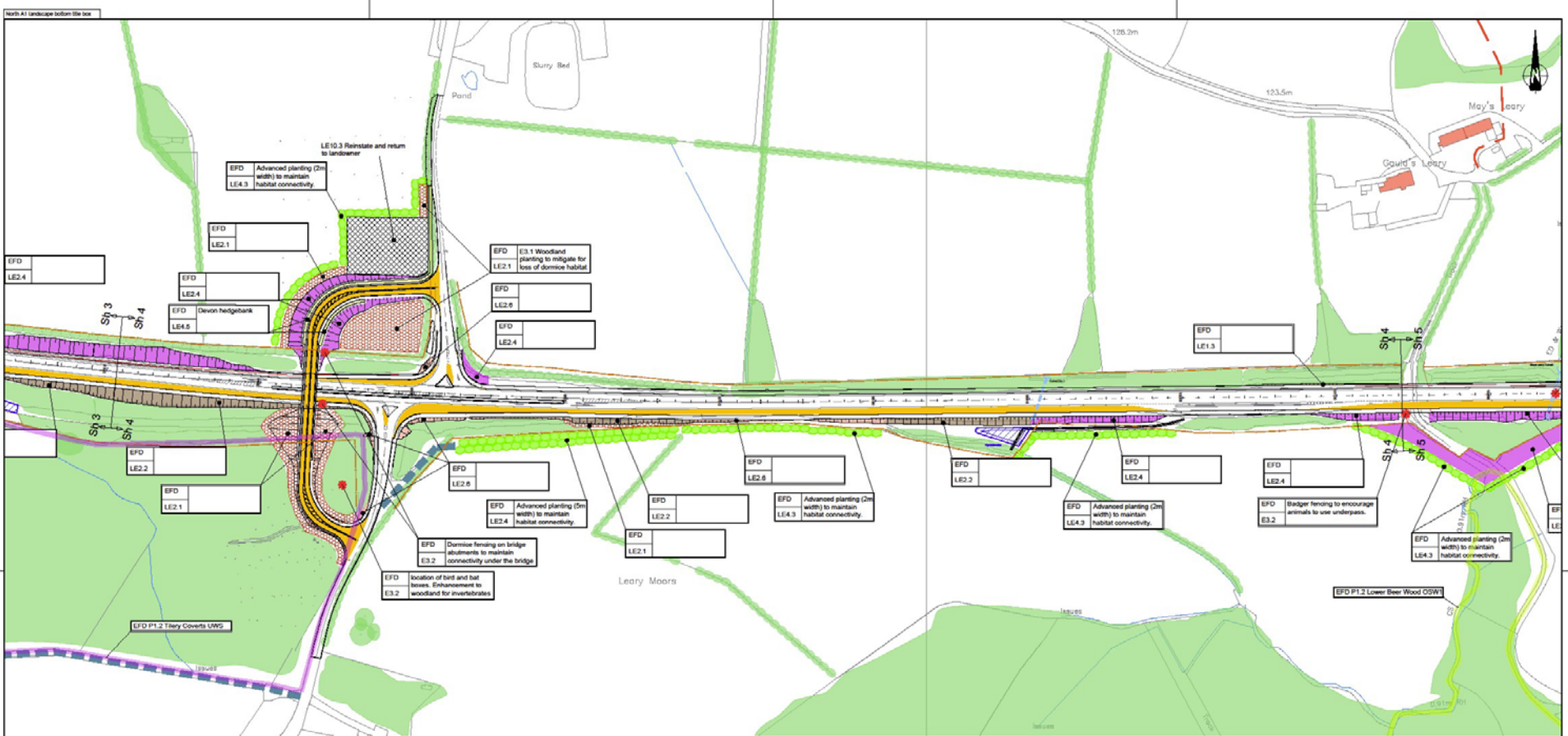
Swimbridge to Filleigh
Environmental Master Plan

Sheet 7

Rev	DRW	DRWN	REVISIONS	CRS

Do not scale from this drawing if other units or electronic format. No responsibility is accepted when this drawing is used in circumstances other than that for which it was originally prepared and issued.

DCCP16425-EDG-HGN-27502200-C
Drawing number: P_04_EN_10
Scale: 1:1250
Size: A1
Revised: 0



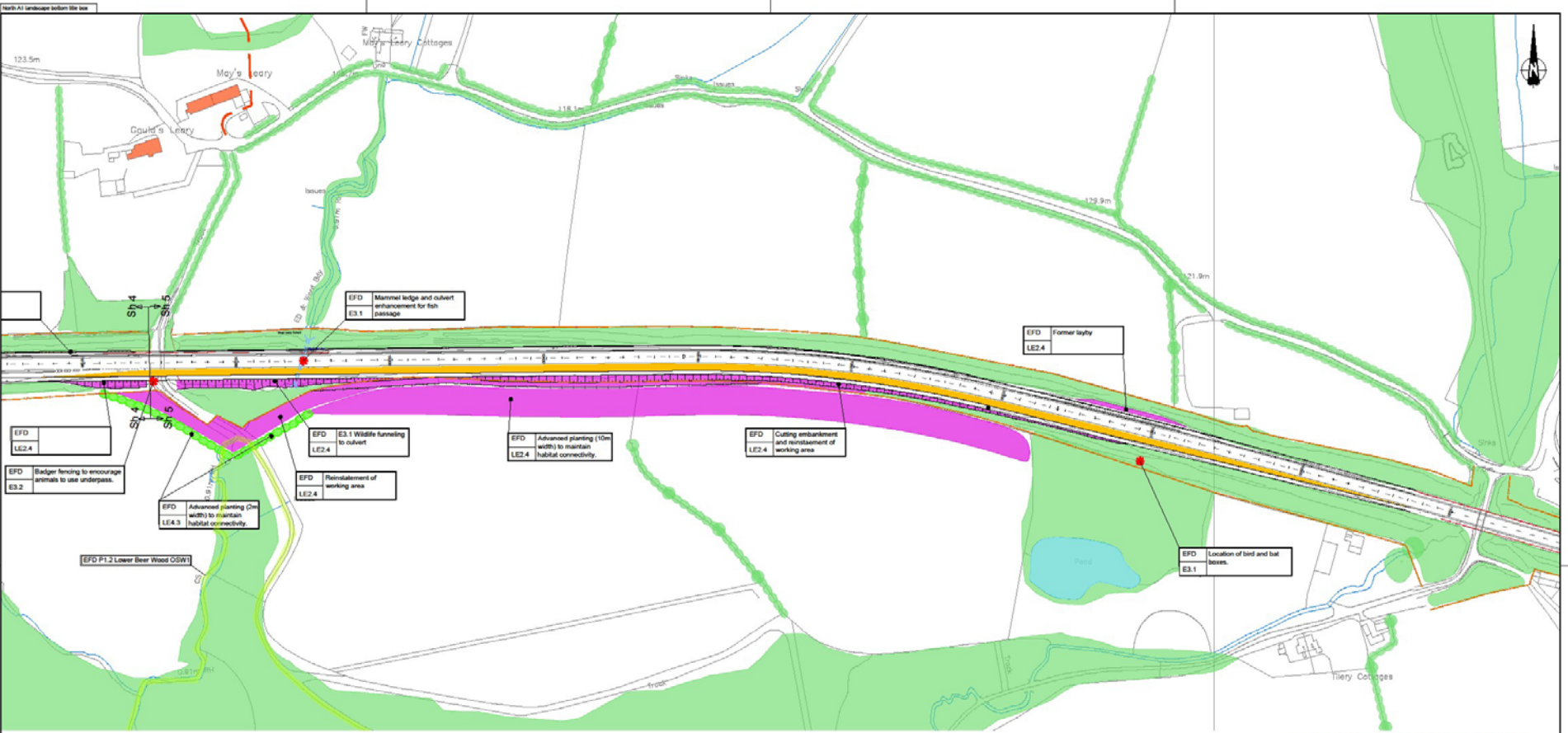
GENERAL - EXPOSING A NEW WOODLAND EDGE
 Where existing tree line is directly adjacent to the highway the exposed edge shall be managed to achieve an attractive, stable edge by care training or coppicing and where appropriate by infill shrub edge planting as per DMRB Volume 10 Section 1 Part 2 HA 56/92 6.6 'Exposing a New Woodland Edge'. This applies to both sides of the carriageway, widening and non widening sides.

Environmental Functions	Landscape Elements	Environmental Elements	KEY - PROPOSED	Proposed retention pond/fish	KEY - EXISTING
EFA - Visual Screening	LE1.1 - Amenity grass areas (Verge)	EE1.1 - Noise reducing surface	Proposed carriageway widening	Species rich grassland	Tree preservation order
EFB - Landscape Integration	LE1.3 - Species rich (or conservation) grassland	EE1.2 - Noise barrier/built elements	Proposed embankment	Woodland	Existing vegetation to remain
EDC - Enhancing the Built Environment	LE1.0 - Open grassland	EE1.3 - Noise reducing earthworks	Proposed cutting	Linear belts of shrubs and trees	Existing pond
EFD - Nature Conservation & Biodiversity	LE2.1 - Woodland	EE2.1 - Water pollution control measures	Ecology mitigation	Shrubs	Listed Building PS.1
EFE - Visual Amenity	LE2.2 - Woodland edge	EE2.2 - Surface water outfalls	Permissive path/Diverted footpath	Scrub	Planning and Policy Elements
EFG - Noise Mitigation	LE2.4 - Linear belts and shrubs & trees	EE2.3 - Soakaways	Public Right of way P4.4	Bank and ditch	County Wildlife Sites (CWS)
EFH - Water Quality	LE2.5 - Shrubs with intermittent trees	EE3.1 - Protected species	Native species hedgerow (unmanaged)	Marsh and wet grassland	Unconfirmed Wildlife Site (UWS)
	LE2.6 - Scrub	EE3.2 - Ecological protection measures		Open grassland	Other Site of Wildlife Interest (OSWI)
	LE2.8 - Scrub				
	LE4.2 - Native species hedges (managed)				
	LE4.3 - Native species hedges (unmanaged)				
	LE4.4 - Native hedgerows with trees				
	LE4.5 - Devon hedgebank				
	LE5.1 - Individual trees				
	LE6.1 - Water body (River) Class 1				
	LE6.2 - Banks and ditches				
	LE6.4 - Marsh and wet grassland				
	Other Landscape Treatments				
	LE10.3 - Reinstatement and return to landowner				

Contains Ordnance Survey data.
 © Crown copyright and database rights 2014. 100016783

<p>Devon County Council</p>	<p>Engineering Design Group</p> <p>Tel: 0845 155 1004 Fax: 01392 382342 customers@devon.gov.uk www.devon.gov.uk</p>	<p>NORTH DEVON LINK ROAD</p>	<p>Swimbridge to Filleigh Environmental Master Plan</p> <p>Sheet 8</p>	<p>Rev</p>	<p>Date</p>	<p>Drawn</p>	<p>Revisions</p>	<p>CHK</p>	<p>Do not scale from this drawing in either hard or electronic format. No responsibility is accepted when this drawing is used in circumstances other than that for which it was originally prepared and issued.</p>
				<p>Project number</p> <p>DCCP16425-EDG-HGN-27502200-C</p>	<p>Drawing number</p> <p>P_04_EN_11</p>	<p>Scale(s)</p> <p>1:1250</p>	<p>Rev</p> <p>A1</p>	<p>Revision</p> <p>0</p>	

DRAFT



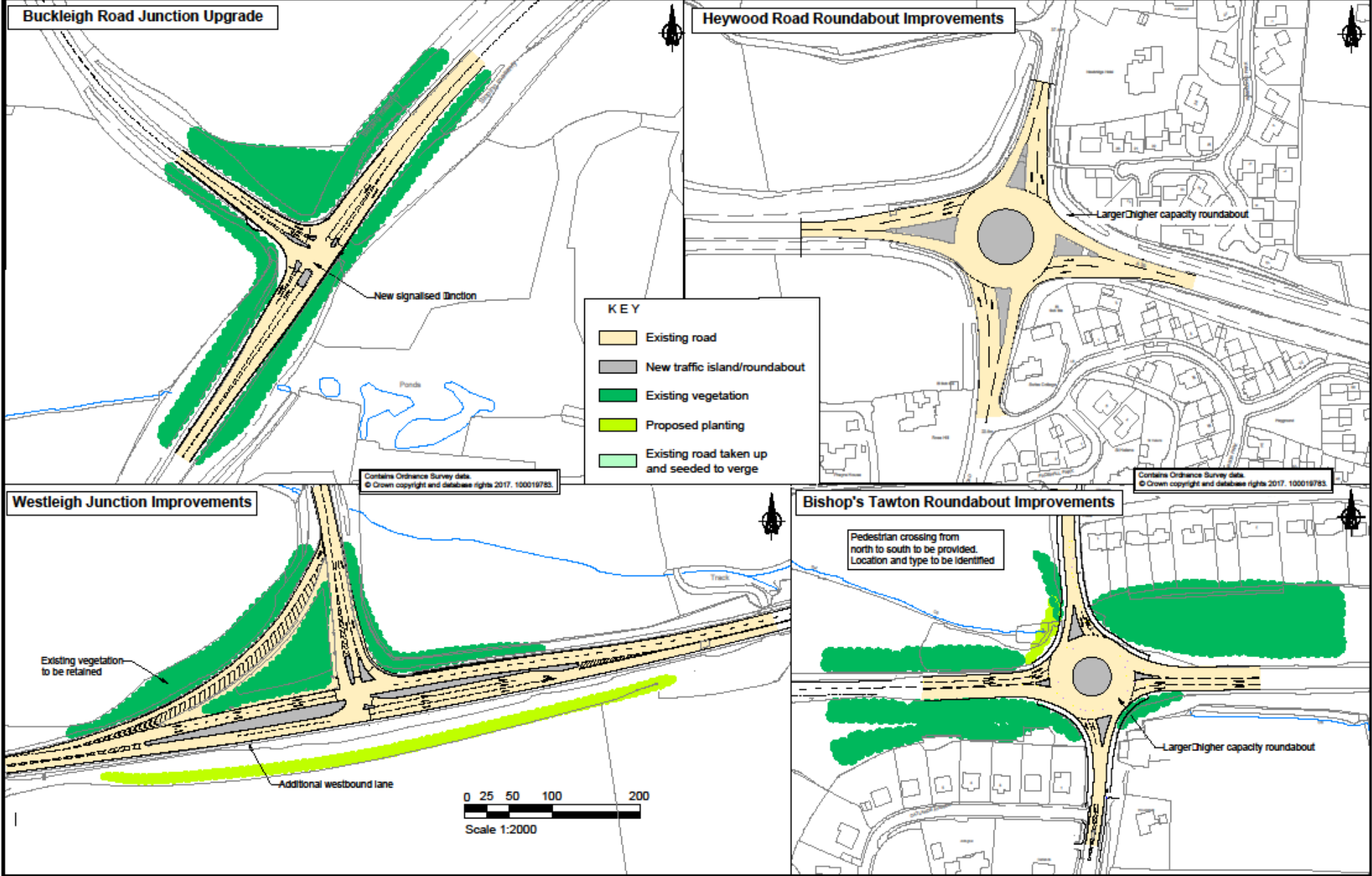
GENERAL - EXPOSING A NEW WOODLAND EDGE
 Where existing tree line is directly adjacent to the highway the exposed edge shall be managed to achieve an attractive, stable edge by care thinning or coppicing and where appropriate by infill shrub edge planting as per DMRB Volume 10 Section 1 Part 2 HA 56/92 6.6 'Exposing a New Woodland Edge'. This applies to both sides of the carriageway, widening and non widening sides.

DRAFT

<p>Environmental Functions</p> <p>EFA - Visual Screening EFB - Landscape Integration EDC - Enhancing the Built Environment EFD - Nature Conservation & Biodiversity EFE - Visual Amenity EFG - Noise Mitigation EFH - Water Quality</p> <p>Planning and Policy Features</p> <p>P1.2 - Local Nature Conservation Designation P3.1 - Archaeological Sites & Features of Cultural Importance P4.4 - Public Rights of Way</p>	<p>Landscape Elements</p> <p>LE1.1 - Amenity grass areas (Verge) LE1.2 - Species rich (or conservation) grassland LE1.3 - Open grassland LE2.1 - Woodland LE2.2 - Woodland edge LE2.4 - Linear belts and shrubs & trees LE2.5 - Shrubs with intermittent trees LE2.6 - Shrubs LE2.8 - Scrub LE4.2 - Native species hedges (managed) LE4.3 - Native species hedges (unmanaged) LE4.4 - Native hedgerows with trees LE4.5 - Devon hedgerow LE5.1 - Individual trees LE6.1 - Water body (River) Class 1 LE6.2 - Banks and ditches LE6.4 - Marsh and wet grassland</p> <p>Other Landscape Treatments</p> <p>LE10.3 - Reinstate and return to landowner</p>	<p>Environmental Elements</p> <p>E1.1 - Noise reducing surface E1.2 - Noise barrier-built elements E1.3 - Noise reducing earthworks E2.1 - water pollution control measures E2.2 - Surface water outlets E2.3 - Soakaways E3.1 - Protected species E3.2 - Ecological protection measures</p>	<p>KEY - PROPOSED</p> <p>Proposed carriageway widening Proposed embankment Proposed cutting Ecology mitigation Permissive path/Diverted footpath Public Right of way P4.4 Native species hedgerow (unmanaged)</p>	<p>Proposed retention pond/ditch</p> <p>Species rich grassland Woodland Linear belts of shrubs and trees Shrubs Scrub Banks and ditches Marsh and wet grassland Open grassland</p>	<p>KEY - EXISTING</p> <p>Tree preservation order Existing vegetation to remain Existing pond Listed Building P3.1</p> <p>Planning and Policy Elements</p> <p>County wildlife sites (CWS) Unconfirmed Wildlife Site (UWS) Other Site of Wildlife Interest (OSWI)</p>
---	--	--	---	--	--

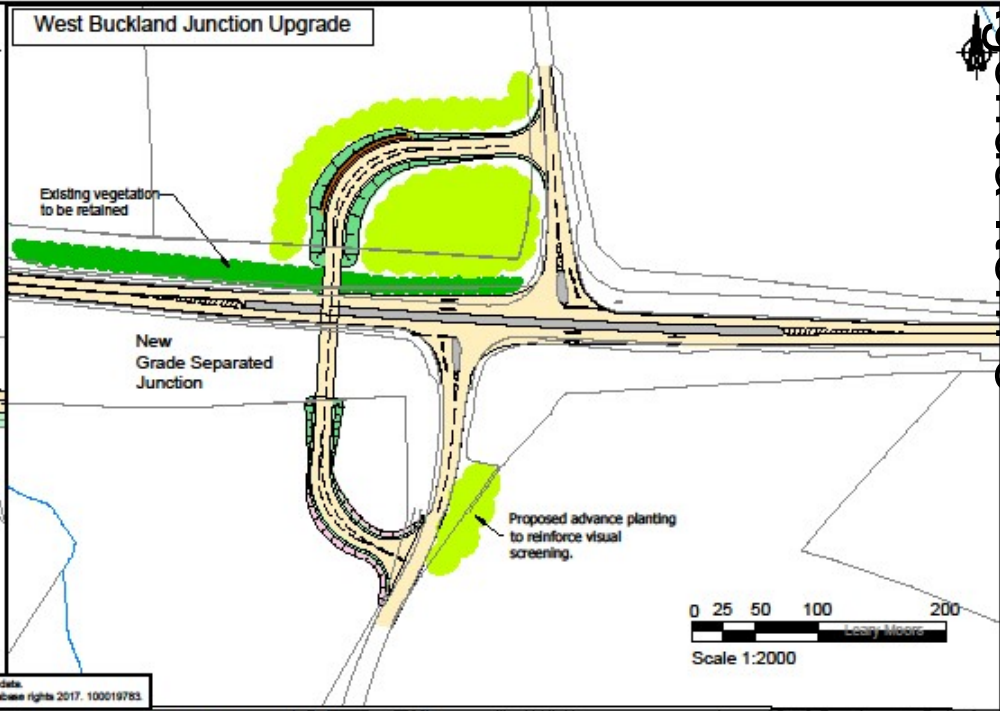
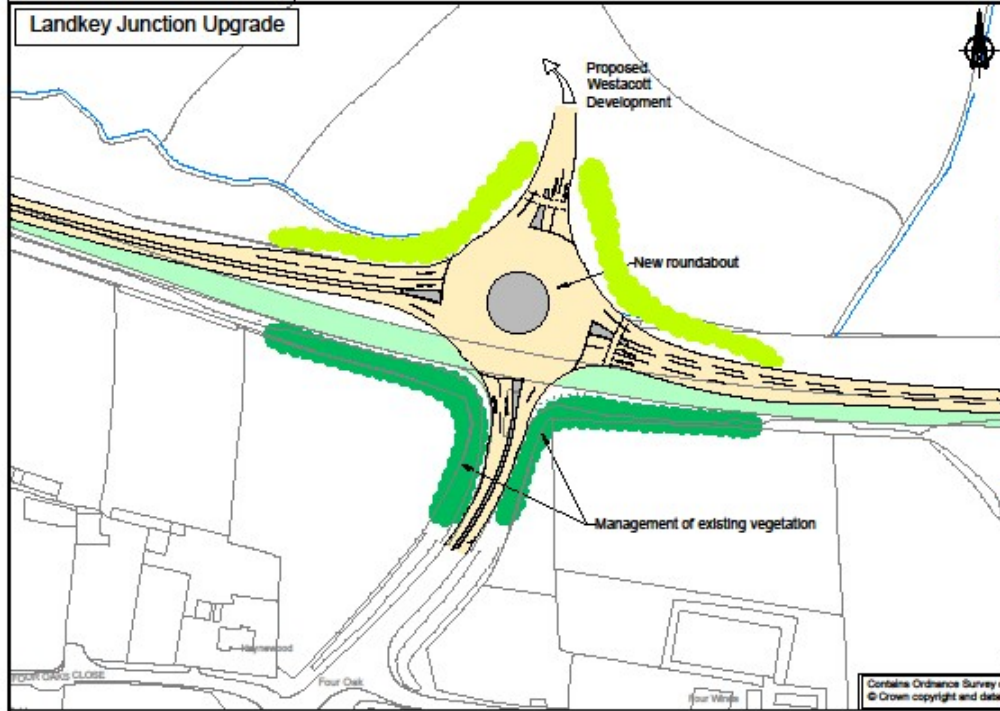
Contains Ordnance Survey data.
 © Crown copyright and database rights 2014. 100019783

<p>Devon County Council</p>	<p>Engineering Design Group</p> <p>Taw View, Barnstaple, EX31 1EE</p> <p>Tel. 0845 155 1004 Fax 01392 382342 customers@devon.gov.uk www.devon.gov.uk</p>	<p>NORTH DEVON LINK ROAD</p>	<p>Swimbridge to Filleigh Environmental Master Plan</p> <p>Sheet 9</p>	<p>Rev</p>	<p>Date</p>	<p>Drawn</p>	<p>Revisions</p>	<p>Chk</p>	<p>Do not scale from this drawing in either hard or electronic format. No responsibility is accepted where this drawing is used in circumstances other than that for which it was originally prepared and issued.</p>
				<p>Project Number: DCCP16425-EDG-HGN-27502200-C</p> <p>Drawing Number: P_04_EN_12</p> <p>Scale: 1:1250, A1, 0</p>					



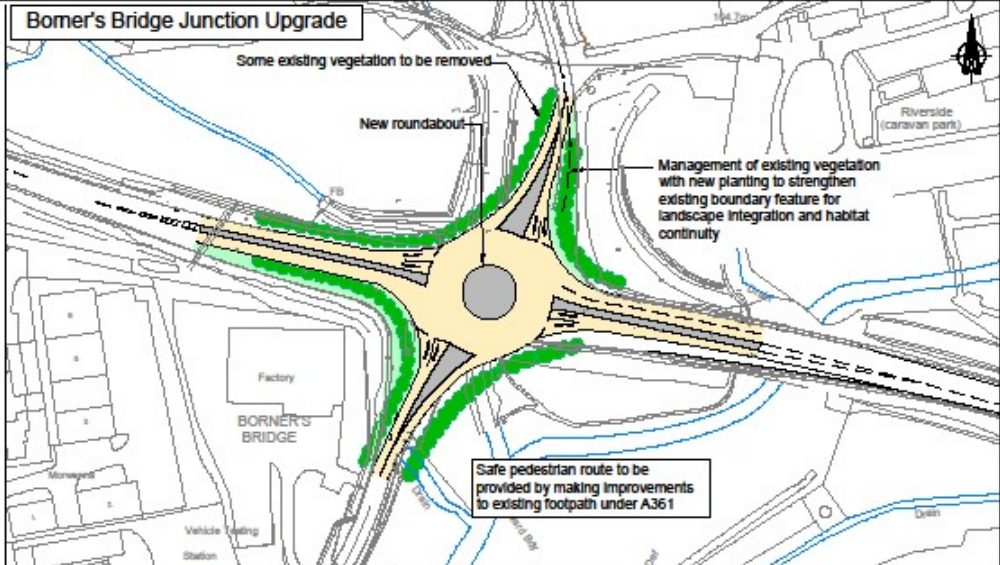
<p>Devon County Council</p>	<p>Engineering Design Group</p> <p>Matford Offices County Hall Topsham Road Exeter EX2 4QD</p> <p>Tel. 0845 155 1004 Fax. 01392 382342</p> <p>customer@devon.gov.uk www.devon.gov.uk</p>	<p>North Devon Link Road Outline Business Case</p>	<p>DRAWING TITLE</p> <p>Selected Scheme - Junctions Plan 1 of 2</p>	Rev	Date	Drawn	Revisions	CHK	<p>Do not scale from this drawing in either hard or electronic format. No responsibility is accepted where this drawing is used in circumstances other than that for which it was originally prepared and issued.</p> <p>DCCP18425-EDG-1121-27822302-DR-C-202</p> <p>1:2000</p> <p>A3</p>

Roads A3 FRAME bottom box - Version 2.0



KEY

- Existing road
- New traffic island/roundabout
- Existing vegetation
- Proposed planting
- Existing road taken up and seeded to verge



	<p>Engineering Design Group</p> <p>Staffed Offices County Hall Topham Road Exeter EX2 4QD</p> <p>Tel: 0845 155 1004 Fax: 01392 382342 castles@devon.gov.uk www.devon.gov.uk</p>	<p>JOB</p> <p>North Devon Link Road Outline Business Case</p>	<p>DRAWING TITLE</p> <p>Selected Scheme - Junctions Plan 2 of 2</p>	<table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th>Rev</th> <th>Date</th> <th>Drawn</th> <th>Revisions</th> </tr> </thead> <tbody> <tr> <td> </td> <td> </td> <td> </td> <td> </td> </tr> </tbody> </table>	Rev	Date	Drawn	Revisions					<p>Chk</p>	<p>Do not scale from this drawing in either hard or electronic format. No responsibility is accepted where this drawing is used in circumstances other than that for which it was originally prepared and issued.</p> <p>Drawing Number: DCCP18425-EDG-HGN-3782232-DR-C-2015</p> <p>Scale: 1:2000</p> <p>Sheet: A3</p>
	Rev	Date	Drawn	Revisions										
<p>1:2000</p>														

Assessment of:	North Devon Link Road Proposals for Improvement
Service:	Planning, Transportation & Environment

Head of Service:	Dave Black
Date of sign off by Head Of Service/version:	11/06/18 Version 9 (Post OBC Submission)
Assessment carried out by (incl. job title):	Rachel Walker – Assistant Project Manager

Section 1 - Background

<p>Description:</p> <p>Page 39</p>	<p>Devon County Council is developing a scheme to improve the section of the North Devon Link Road (NDLR) between Borner’s Bridge Junction on the A361 north of South Molton and Buckleigh Road junction on the A39 north of Bideford.</p> <p>The proposed NDLR Strategy includes junction improvements and widening of sections of the A361 between Borner’s Bridge Junction at South Molton and Buckleigh Road junction on the A39 north of Bideford. In October 2017 Cabinet recognised that the approved Strategy could not be delivered as a single scheme because of affordability constraints. Certain elements of the Strategy were prioritised to select the Scheme for submission in the OBC.</p> <p>The Scheme to improve the North Devon Link Road comprises:</p> <ul style="list-style-type: none"> • 7.5km of widening to upgrade the performance of the NDLR between South Molton and Barnstaple (16km); and • Junction improvements to support sites identified for housing and employment opportunities in South Molton, Barnstaple and Bideford. <p>The junction improvements are required to enable housing developments to take place without having a material impact on the safety (and capacity) of the junctions. Although there are agreements with developers to contribute to the cost of the junction improvements, the funding would not be forthcoming until the development is firmly established or in some cases complete, so the housing developments are potentially stalling.</p> <p>The link improvements would upgrade the road width to 13.5 metres and would include a hatched metre strip through the centre of the road and the installation of average speed cameras. This would increase the overtaking opportunities from</p>
------------------------------------	--

	<p>approximately 10% to 50% and be an improvement in road safety.</p> <p>The Scheme has been split into two packages:</p> <ul style="list-style-type: none"> • Mainline works between South Molton and Barnstaple, including Landkey and West Buckland Junction Improvements, which requires an EIA and planning; and • Discrete junctions (Buckleigh Road, Heywood Road, Westleigh, Bishop's Tawton and Borner's Bridge), which are permitted development. <p>The scheme is currently being progressed through to submission of planning in October 2018 for the mainline works and Design, Specification, Contract & Selection Questionnaire (SQ) Preparation for the mainline works and discrete junctions.</p>
<p>Reason for change/review and options appraisal:</p> <p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 40</p>	<p><u>Reason for change/review:</u></p> <p>The NDLR is the key strategic link connecting northern Devon to the rest of the country via the M5. Locally, there has been a long-term concern that the strategic transport connections to the northern Devon area are unsuitable for a developing economy. This has resulted in considerable pressure from the public, businesses and politicians for improvements to the road network. The northern Devon area has one of the lowest levels of economic performance in the country and there has been concern that poor connectivity is a key limitation to unlocking growth.</p> <p>The NDLR is predominantly single carriageway with limited opportunities for overtaking, has junctions with safety issues and limited scope to facilitate economic development.</p> <p>These issues lead to problems such as:</p> <ul style="list-style-type: none"> • Significant congestion at the key junctions, particularly at peak times; • Fluctuating journey times and perception that there is a lack of reliability between northern Devon and the wider transport network, especially the national network key access points at Junction 27 of the M5 and Tiverton Parkway railway station, particularly in the peak season. • Higher than average accident severity rate for collisions that occur on the NDLR when compared to other A roads in Devon; and • Poor network resilience, meaning even small scale works or incidents result in a road closure. <p>Improvements to the NDLR would facilitate Devon County Council's Strategic aims, which are to:</p> <ul style="list-style-type: none"> • enhance the economic prosperity and competitiveness of northern Devon, both nationally and in line with other areas of Devon; and • support housing and employment development opportunities in northern Devon.

Options appraisal:

The process of option assessment has taken place over three years between 2015 and 2017. The culmination of this work has led to the identification of a scheme that optimises a range of criteria fulfilling the DfT and local objectives. It is affordable and deliverable within existing constraints.

To support the strategic aims, objectives have been developed. These reflect the differing issues identified, which are principally connectivity issues between Bideford and Barnstaple and between Barnstaple and the wider transport network.

An initial set of objectives for the NDLR scheme were defined in the Options Assessment Report dated October 2016.

The objectives were refined and agreed with key stakeholders at two Value Management Workshops held in April 2017 and October 2017.

The **Objectives** are:

- Reducing journey times for commercial and non-commercial journey purposes between:
- Barnstaple and Bideford, (Significant congestion occurs at the key junctions on the corridor particularly at peak times.)
- M5 and Barnstaple, (To improve connectivity between Bideford, Barnstaple and the wider transport network, including key access points to the national transport network (mainline stations at Tiverton Parkway, and Junction 27 of the M5), particularly in peak season)
- Improving highway safety through reducing the rate of fatal and serious accidents on the NDLR. (Accidents occur at various locations due to overtaking and junctions.)
- Improving network resilience through reducing the effects of accidents and incidents on the NDLR. (The nature of the road at 7.3 meters wide means any even small scale works or incident can mean a road closure.)
- These objectives are to be achieved while minimising adverse social and environmental impacts and, where possible, achieving net environmental benefits.

Following a public consultation in July 2016, the need for a scheme was agreed (with 95% of respondents agreeing the need for improvement to the road), and it was concluded that improvements to links and junctions between Bideford and South Molton should be presented as the preferred scheme option in the Strategic Outline Business Case (SOBC) submitted to the Department for Transport in late 2016. The process of deciding the preferred option is detailed further in the SOBC, which available on the scheme website: <https://new.devon.gov.uk/ndlr/project-documents>

Following the submission of the SOBC, further work was undertaken to develop the scheme option. Further details of the process used to develop the scheme option for assessment is provided in Chapter 4 of the Technical Appraisal Report

	<p>available on the scheme website: https://new.devon.gov.uk/ndlr/project-documents</p> <p>A public consultation on the scheme option was held between the 9th June, 2017 and the 28th July, 2017.</p> <p>Following the consultation further work was undertaken to identify a strategy for the improvement of the NDLR including:</p> <ul style="list-style-type: none">• Assessment of the suggested alternative proposals that emerged from the public consultation to define the updated scheme proposals; and• Distillation of the salient issues from a framework of many factors including costs, benefits and impacts on people and the environment in order to select The Scheme to be recommended for inclusion in the OBC. <p>An Outline Business Case (OBC) for The Scheme was submitted to the Department for Transport in December 2017.</p> <p>Further details of the process used to identify a strategy for the improvement and select The Scheme is provided in the Public Consultation Report, Scheme Selection Report and Outline Business Case available on the scheme website: https://new.devon.gov.uk/ndlr/project-documents</p>	
--	---	--

Section 2 - Key impacts and recommendations

<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 43</p> <p>Social/equality impacts:</p>	<p>Details of the social/equality impacts are provided in Chapters 6 and 7 of the Technical Appraisal Report, in the Environmental Assessment Report and the Outline Business Case available on the scheme website: https://new.devon.gov.uk/ndlr/project-documents</p> <p>An assessment of the social and distributional impacts of the scheme has been undertaken and is reported on in the Economic Case Chapter of the Outline Business Case.</p> <p><u>In summary:</u></p> <p>Commuting and other users will be impacted due to delays during construction and maintenance. The Scheme leads to journey time savings on the NDLR and vehicle operating cost benefits for business users due to reduced congestion brought about by increased capacity along the route.</p> <p>Improved alignment, improved overtaking opportunities, better separation and reduced accidents as well as localised enhanced views over the surrounding countryside would reduce driver stress.</p> <p>Increasing safe overtaking opportunities and removing right turns would reduce accidents.</p> <p>Overall vehicle operating costs would reduce because of the reduced congestion.</p> <p>Where land is required, there would be some impact on agricultural land due to land take, severance, increased management time resulting from altered field layouts and reduction in income from basic payment scheme. Properties may be affected where the widening is on that side of the road due to increased visibility and potential increase in noise. Properties may be devalued. Beneficial effects would result from the proposed improvements for businesses from improved access and improved journey times for business activities.</p> <p>The scheme affects a number of footpaths that cross the NDLR. These are being considered during the preliminary design stage. Beneficial effects would result from the improved provision for pedestrians at Borner's Bridge Junction, Bishop's Tawton and Heywood Road Roundabouts.</p>
<p>Environmental impacts:</p>	<p>A comprehensive assessment of the anticipated environmental effects of the scheme is provided through an Environmental Assessment Report and summarised in the Economic Case Chapter of the Outline Business Case. The reports are available on the scheme website: https://new.devon.gov.uk/ndlr/project-documents.</p> <p>All impacts are being further assessed through the Environmental Impact Assessment process. Fortnightly design team meetings with environmental consultants have ensured that where possible environmental impacts are mitigated.</p> <p><u>In summary:</u></p>

As the scheme is predominantly within the corridor of the existing road the largest adverse environmental impact will be during construction and at the year of opening.

Noise: Varying impacts between Negligible and Minor increases in noise impact levels. There are no properties currently predicted to show Moderate or Major impacts at this stage. Most of impacts relate to Landkey Junction (northwest of Landkey and around the proposed Westacott Development) and to Bishop's Tawton Roundabout.

Air quality: Overall, reductions in congestion at junctions lead to slight decreases in emissions per vehicle as a result of the more smoothly flowing traffic. The Scheme's impact on air quality has been assessed as neutral.

Greenhouse Gases: The Scheme brings about a reduction in CO2 emissions per vehicle as a result of reduced congestion and more freely flowing traffic at junctions to the south of Barnstaple. This reduction is offset slightly by the increase in vehicle flows through the area. Link improvements bring about vehicle speed increases, which in turn lead to vehicles consuming more fuel and marginally increasing CO2 emissions.

Cultural heritage: The highest environmental impacts will be on Castle Hill Registered Park and Garden during construction and operation due to the proposed overbridge at the West Buckland junction. The overall Historic Environment impact has been assessed as moderate adverse due to the impacts at the West Buckland Junction. Following refinement of the highway design and additional sensitive detailed mitigation, particularly at the West Buckland Junction, it is anticipated that the significance of adverse effects would be reduced in the long term.

Landscape: The overall Landscape impact for the Scheme has currently been assessed as moderate adverse. The improvements to Landkey, West Buckland and Borner's Bridge Junctions represent the highest impact and would result in minor permanent change to landform and loss of vegetation. Further refinement of the highway design through the iterative design process and in relation to enhanced landscape and ecology mitigation opportunities or additional mitigation measures could reduce the overall significance of adverse effects.

Townscape: The overall Townscape impact has been assessed as slight adverse. Improvements of junctions would result in slight change in views from some public rights of way surrounding Landkey Junction, West Buckland Junction and Borner's Bridge Junction, due to loss of vegetation that would exacerbate existing views and open up new views on road and traffic.

Biodiversity: The impact on protected species is considered to be neutral based on the assumption that mitigation is fully implemented and species would be able to use habitats created on site once established. During construction and establishment of new habitats there would be suitable adjacent habitats that can be used by protected species in the short term

Water Quality/Flood Risk: Following the application of mitigation measures and following best practice guidelines, the

	<p>Scheme will result in negligible impacts across most of its extent. Adverse effects are predicted where works are required in proximity to watercourses, where pollutants are more easily mobilised into watercourses or where works may interrupt flow regimes, reduce available floodplain storage or increase surface water runoff rates/volumes (in particular at the Bishop's Tawton, Portmore and Borner's Bridge Junctions). The Scheme will also result in the general betterment of the drainage design, relative to the existing situation, therefore reducing the likelihood of flooding or of pollutants mobilising into watercourses.</p> <p>Groundwater: No significant impacts on abstractions are predicted.</p> <p>Geology and Soils: When adopting standard mitigation measures the environmental effects with regard to geodiversity and contaminated land are considered neutral with the exception of the construction of cuttings, embankments and bridge footings in areas of significant superficial deposits, which present a risk of instability and / or consolidation.</p> <p>A range of mitigation principles and strategies have been devised including the adoption of innovative and sustainable solutions. The strategies also include the adoption of compensatory measures to offset unavoidable impacts as well as the inclusion of opportunities for environmental enhancement in line with the scheme objectives.</p> <p>The mitigation principles and strategies are presented in Chapter 13 of the Environmental Assessment Report.</p>
<p>Economic impacts:</p>	<p>Details of the economic impacts are provided in Chapter 8 of the Technical Appraisal Report and in the Economic Case Chapter of the Outline Business Case available on the scheme website: https://new.devon.gov.uk/ndlr/project-documents.</p> <p>The districts of North Devon and especially Torridge are severely economically deprived, with the northern Devon economy falling behind other areas of the county. The districts have some of the lowest average weekly wages in the country. Torridge is ranked close to the lowest of work-placed earnings in Great Britain.</p> <p>Gross Value Added (GVA) per head in parts of northern Devon is just 60% of the UK as whole.</p> <p>The Scheme leads to journey time savings on the NDLR and vehicle operating cost benefits for business users due to reduced congestion brought about by increased capacity along the route.</p> <p>The Scheme would have a neutral impact on reliability as although the Scheme results in a large reduction in stress, flows are relatively low due to the single carriageway route.</p>
<p>Other impacts (partner agencies, services, DCC policies, possible 'unintended consequences'):</p>	<p>Key Organisations, particularly statutory bodies such as the Environment Agency, Natural England, Historic England, North Devon Council, Mid Devon Council and Torridge District Council, whose interests will be affected by the scheme, have been engaged as key stakeholders throughout the design process and have formally, responded to the public consultation. Details of their response is provided in the Public Consultation Report available on the scheme website: https://new.devon.gov.uk/ndlr/project-documents.</p>

	<p>They will also be consulted as part of the planning process.</p> <p>During construction there will, unavoidably, be some short-term delays to road users of the NDLR which may have knock-on consequences for nearby parts of the county road network. However, this potential impact is considered to be outweighed by the benefits offered by the scheme.</p> <p>Traveller safety and the risks associated with traffic management will be assessed throughout the scheme development.</p>
<p>How will impacts and actions be monitored?</p>	<p>Reduced journey times as a result of increased speed will be monitored through traffic monitoring data. Reduction in peak hour journey times will be considered.</p> <p>Post construction surveys would be undertaken to measure if the perception of businesses and tourists using the NDLR as a gateway to northern Devon has improved.</p> <p>Future accident rates and their severity would be measured and compared against existing data to demonstrate that the current accident rates have been reduced.</p> <p>Accident rates and their severity would be measured and compared against the baseline and information from other similar schemes.</p> <p>The number of times diversion routes are required and the number of road closures due to maintenance or incidents will be recorded and monitored.</p> <p>Relevant impacts during the construction period, such as dust emissions, noise impacts and potential impacts on water quality will be monitored by the appointed contractor, and overseen by regulatory agencies, with remedial measures deployed as necessary.</p> <p>A programme of post construction monitoring and mitigation will form part of the detailed scheme proposals and will be a requirement of the formal planning process.</p> <p>Housing supply and delivery will be monitored against the Local Plan allocation.</p> <p>Economic prosperity will be monitored by looking at wages and GVA to determine whether over time they become more in line with the average in the South West and national average figures compared to 2015 levels.</p>

Section 3 - Profile and views of stakeholders and people directly affected

<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 47</p> <p>People affected:</p>	<p>The scheme will affect everyone travelling along the NDLR between Bideford and South Molton and all users of the side roads adjoining the NDLR. As a key strategic route, it is relevant to road users at a national, regional and local scale. 85% of respondents to the 2017 public consultation agreed there was a need to improve the NDLR between South Molton and Bideford.</p> <p>It will also affect local residents directly affected by land acquisition and those indirectly affected by visual impact and noise, change in vehicle movements, etc.</p> <p>Information was gathered from the directly and indirectly affected landowners during the public consultation phase. Their views are summarised as follows:</p> <ul style="list-style-type: none"> • Residents living at Oatlands Avenue, between Portmore and Bishop’s Tawton Roundabouts, Holmacott and Swimbridge are concerned that widening closer to their properties would: <ul style="list-style-type: none"> ○ Increase noise pollution ○ Increase air pollution ○ Increase visibility of the NDLR ○ Devalue property <p style="margin-left: 40px;">They are also concerned about blight.</p> • There are concerns that the proposed West Buckland Junction would impact the historic landscape of the Castle Hill Estate.
<p>Diversity profile and needs assessment of affected people:</p>	<p>Given the nature of the scheme, it would have no impact on the diversity profile of affected people. Consideration has been given to non-motorised users, rather than focussing on vehicles alone.</p> <p>The adequacy of the current proposals was tested through public consultation, the results of which influenced the selection of The Scheme and changes to the detailed design of the scheme.</p>
<p>Other stakeholders:</p>	<p>Members of the public and organisations were given the opportunity to express their views on the scheme via an online consultation and at public exhibitions. The results of the public consultation are provided in the Public Consultation Report available on the scheme website: https://new.devon.gov.uk/ndlr/project-documents</p> <p>A Communications Plan has been produced which identifies Key Stakeholders, other stakeholders and consultees including local councils, specialist interest groups, businesses and organisations. Key Stakeholders include the Environment Agency, Natural England, Historic England, North Devon Council, Mid Devon Council and Torridge District Council. Consultation with Key Stakeholders has been undertaken throughout the scheme development process,</p>

	<p>including:</p> <ul style="list-style-type: none"> • Meeting with individuals; • Seeking comment on the Environmental Scoping Report; • Attendance at VM workshops; • Providing formal responses during the public consultation; • Seeking stakeholder responses on the EIA Scoping Opinion request; • Pre-app discussions. <p>Key stakeholders will be given further opportunity to express their opinions during the planning consultation stage.</p> <p>Neither the Environment Agency nor Natural England have any objections to the proposed improvements, however Historic England has serious concerns regarding the proposed new junction at West Buckland, as it is likely to result in significant harm to a number of designed vistas at the grade I Listed landscape of Castle Hill Estate. There have been several meetings with Historic England to address their concerns and determine a suitable solution for the West Buckland junction overbridge.</p> <p>Both Torridge District Council and North Devon Councils support the proposals, whilst Mid Devon District Council are disappointed that the proposals no longer include the Mid Devon District.</p>
Consultation process:	<p>Online and exhibition events were chosen to enable the widest practical public demographic to be consulted, especially considering the geographic spread of potential road users. Four exhibitions and a week-long unmanned exhibition were held. Alternative formats of documents and assistance for those who needed this was available at exhibitions or on request through the Customer Service Centre channels.</p> <p>In addition to the above public consultation, letters were sent to the owners / occupiers of land directly affected by the scheme proposals. A number of Key Stakeholders (especially relevant statutory bodies) were also engaged at earlier stages in the process, including attendance at a 'Value Management' workshop.</p> <p>More information on how the public consultation was carried out, and results of the public consultation are provided in the Public Consultation Report available on the scheme website: https://new.devon.gov.uk/ndlr/project-documents The key concerns expressed by Stakeholders and consultees were:</p> <ul style="list-style-type: none"> • Safety of the proposed wide single carriageway standard 2+1; • Safety of the proposed urban 2+2 carriageway standard; • Environmental impacts including, noise, visual, air quality and ecology; • Impacts of increased noise levels in particular the impact of the widening between Portmore and Lake Roundabouts and near Holmacott;

	<ul style="list-style-type: none"> • Effects on designed vistas at the grade I Listed landscape of Castel Hill Estate; • South Molton to Tiverton not being considered; • Dual carriageway not being considered; and • Alternative junction arrangements. <p>In response to the information gathered from the public consultation, further work was undertaken to identify a strategy for the improvement of the NDLR including:</p> <ul style="list-style-type: none"> • Assessment of the suggested alternative proposals that emerged from the public consultation to define the updated scheme proposals for each of the three sections; • Distillation of the salient issues from a framework of many factors including costs, benefits and impacts on people and the environment in order to select The Scheme to be recommended for inclusion in the OBC. <p>Further details of the process used to develop the preferred Scheme is provided in the Public Consultation Report and Scheme Selection Report available on the scheme website: https://new.devon.gov.uk/ndlr/project-documents</p> <p>Stakeholders and consultees will be given further opportunity to express their opinions during the planning consultation stage.</p>
<p>Research and information used:</p>	<p>The scheme takes into account the government design standards Design Manual for Roads and Bridges (DMRB) http://www.standardsforhighways.co.uk/ha/standards/dmr/index.htm and DfT 'Transport Analysis Guidance (TAG)'</p> <p>A Strategic Outline Business Case (SOBC) was submitted to the DfT in October 2016. In response to the SOBC the DfT responded with a letter to confirm the decision of Ministers to provide the remainder of the funding contribution from the DfT totalling £1.5m for development work on the NDLR up to and including the production of an Outline Business Case (OBC), which was submitted to the DfT on December 2017.</p> <p>National guidance and procedures have been followed to carefully define and assess a wide range of environmental risks, which guided the scheme development and assessment and included the identification of avoidance, mitigation, compensation and enhancement measures and any monitoring requirements.</p>

Background Analysis

This section describes how relevant questions and issues have been explored during the options appraisal.

Section 4a - Social Impacts

Giving Due Regard to Equality and Human Rights

The local authority must consider how people will be affected by the service, policy or practice. In so doing we must give due regard to the need to:

- Eliminate unlawful discrimination, harassment and victimisation
- Advance equality of opportunity and
- Foster good relations.

Where relevant, we must take into account the protected characteristics of age, disability, gender, gender reassignment, pregnancy and maternity, marriage and civil partnership, sexual orientation, race, and religion and belief.

This means considering how people with different needs get the different services they require and are not disadvantaged, and facilities are available to them on an equal basis in order to meet their needs; advancing equality of opportunity by recognising the disadvantages to which protected groups are subject and considering how they can be overcome.

We also need to ensure that human rights are protected. In particular, that people have:

- A reasonable level of choice in where and how they live their life and interact with others (this is an aspect of the human right to 'private and family life').
- An appropriate level of care which results in dignity and respect (the protection to a private and family life, protection from torture and the freedom of thought, belief and religion within the Human Rights Act and elimination of discrimination and the promotion of good relations under the Equality Act 2010).
- A right to life (ensuring that nothing we do results in unlawful or unnecessary/avoidable death).

The Equality Act 2010 and other relevant legislation does not prevent the Council from taking difficult decisions which result in service reductions or closures for example, it does however require the Council to ensure that such decisions are:

- Informed and properly considered with a rigorous, conscious approach and open mind, taking due regard of the effects on the protected characteristics and the general duty to eliminate discrimination, advance equality and foster good relations.
- Proportionate (negative impacts are proportionate to the aims of the policy decision)
- Fair
- Necessary

- Reasonable, and
- Those affected have been adequately consulted.

Characteristics	Describe any actual or potential negative consequences (e.g. disadvantage or community tensions) for the groups listed. (Consider how to mitigate against these).	Describe any actual or potential neutral or positive outcomes for the groups listed. (Consider how to advance equality/reduce inequalities as far as possible).
<p>All residents (in general):</p> <p style="text-align: center;">Page 51</p>	<p>The scheme would have adverse impacts on travellers during the construction phase, in particular due to the increase in construction vehicles, traffic management and diversion routes. Some road closures may be required.</p> <p>Some land owners may see a reduction in their land value due to the increased size and proximity of the road. Of the 563 respondents to the 2017 public consultation, 24% believed that they owned land that could be affected by the scheme. Land owners were also engaged with at public consultation exhibitions and through ongoing correspondence. In a number of instances, comments from land owners have informed updates to the scheme design.</p> <p>Crossing the live carriageway will become more difficult under the proposals due to an increase in road width.</p>	<p>An online consultation and public exhibitions were chosen to allow the full public demographic to be consulted.</p> <p>All travellers will benefit from improved journey times, perceived reliability, reduced accident severity and Wider Economic Impacts as a result of improved connectivity. Improved alignment, better separation and reduced accidents would reduce driver stress.</p> <p>A strategic aim of the scheme is to improve the economy of northern Devon. The benefits of a more prosperous economy will be felt by all groups. With regards to deprivation and lack of opportunities the area significantly lags behind the rest of the country in terms of Social Mobility. The scheme would have a positive impact on social mobility.</p> <p>The proposed improvements to some of the junctions would be beneficial to the safe movement of all users.</p>
Age (from young to old):	Younger and older age groups who are less likely to drive a car could be more impacted by the severance caused by the increased size of the road.	55% of the public consultation respondents were over 55 which indicates a good level of engagement with this group. Younger and older age groups who are less likely to drive a car will feel a lesser benefit from the scheme, though they may feel some benefit from improved NMU facilities such as pedestrian crossing facilities at Heywood Road, Bishop's Tawton and Borner's Bridge Roundabouts.
Disability (incl. sensory,	Disabled people who are less likely to drive a car could	5% of consultation respondents considered themselves to have

<p>mobility, mental health, learning disability, ill health) and carers of disabled people:</p>	<p>face increased severance from road widening.</p> <p>Consultation responses highlighted concerns of parents caring for disabled children in houses near to the proposed scheme, who felt that their children's wellbeing may be disproportionately compromised by an increase in local traffic (due to increases in noise and a reduction in air quality).</p> <p>Air quality and noise assessments have been undertaken and show that the effect of the scheme, once built, will be neutral in the case of air quality and negligible to minor in the case of noise.</p>	<p>a disability. In addition, a number of respondents (who will not be captured in the above 5%) raised concerns on behalf of others with a disability (for example children).</p> <p>Disabled people who are less likely to drive a car will feel a lesser benefit from the scheme, though they may feel some benefit from improved NMU facilities such as pedestrian crossing facilities at Heywood Road, Bishop's Tawton and Borner's Bridge Roundabouts.</p>
<p>Culture/ethnicity: nationality, skin colour, religion and belief:</p>	<p>Neutral</p>	<p>Neutral</p>
<p>Sex, gender and gender identity (including transgender & pregnancy/maternity):</p>	<p>Neutral</p>	<p>Neutral</p>
<p>Sexual orientation:</p>	<p>Neutral</p>	<p>Neutral</p>
<p>Other socio-economic factors such as families, carers, single people/couples, low income, vulnerability, education, reading/writing skills, 'digital exclusion' and rural isolation.</p>	<p>Northern Devon has a higher than average level of low-income residents who may be less likely to drive.</p> <p>Consultation materials were presented using language that was non-technical, with diagrams used to demonstrate more complex technical information, to improve the accessibility of the material to all education levels.</p>	<p>Due to proposed NMU facilities that remove the need to cross the live carriageway, the impact on low income residents less likely to own a car is considered neutral.</p> <p>The strategic aim of enhancing the local economy in northern Devon could result in a reduction of unemployed and low-income residents as well paid job opportunities become more available. The 'trickle down' effect of an improved economy could also have a positive impact on other socio-economic factors.</p>
<p>Human rights considerations:</p>	<p>Neutral</p>	<p>Neutral</p>

Section 4b - Environmental impacts

An impact assessment should give due regard to the following activities in order to ensure we meet a range of environmental legal duties.

The policy or practice does not require the identification of environmental impacts using this Impact Assessment process because it is subject to (please select from the table below and proceed to the 4c, otherwise complete the environmental analysis table):

	Devon County Council's Environmental Review Process for permitted development highway schemes.
	Planning Permission under the Town and Country Planning Act (1990).
	Strategic Environmental Assessment under European Directive 2001/42/EC "on the assessment of the effects of certain plans and programmes on the environment".

	<p>Describe any actual or potential negative consequences.</p> <p>(Consider how to mitigate against these).</p>	<p>Describe any actual or potential neutral or positive outcomes.</p> <p>(Consider how to improve as far as possible).</p>
<p>Reduce waste, and send less waste to landfill:</p>	<p>The design development would look to refine the alignment design to reduce the volume of surplus earthworks without generating earthwork features that detract from the landscape characteristics. A waste audit statement, which includes measures used to minimise the generation of waste during the construction process, will be produced as part of the planning submission.</p>	
<p>Conserve and enhance biodiversity (the variety of living species):</p>	<p>Improvements of junctions would result in:</p> <ul style="list-style-type: none"> • Potential loss of foraging habitat and disturbance from lighting on barbastelle bats which are qualifying feature of Exmoor and Quantocks Oakwoods SAC. Potential degradation and disturbance to habitats used by overwintering birds from Taw-Torridge Estuary SSSI; • Potential impacts to two County Wildlife Sites, and three Unconfirmed Wildlife Sites, such as possible loss of habitat and degradation of quality and function of retained habitat; • Direct loss and/or degradation to Biodiversity Networks, Habitats of Principle Importance in England and habitats included in Devon Biodiversity Action Plan along the Scheme; and • Disturbance of key habitats for, and direct impacts to, protected and/or principally important species such as bats, birds, hazel 	<p>Standard mitigation measures will be implemented at the design phase to avoid impacts where possible and reduce potential impacts during construction and operation. Mitigation may include enhancing retained habitats, minimise the loss of key habitats, maintain key north/south dispersal corridors across the Scheme using culverts and structural planting, undertake compensation planting, appropriate lighting design to minimise effects on wildlife and design to include connectivity routes over the Scheme. Disturbance to ecological receptors as a result of construction would be a short-term impact. Opportunities for enhancement will also be sought across the Scheme. The impact on protected species is considered to be neutral based on the assumption that mitigation is fully implemented and species would be able to use habitats created on site once established. During construction and establishment of new habitats there would be suitable adjacent habitats that can be used by protected species in the short term.</p>

	dormouse, otters and reptiles.	
Safeguard the distinctive characteristics, features and special qualities of Devon's landscape:	<p>Improvement of junctions would result in the following landscape impacts:</p> <ul style="list-style-type: none"> • The minor permanent loss of woodland plantation within Castle Hill Registered Park and Garden. This would open up some views on traffic and construction activity mainly from nearby receptors; • Improvement of West Buckland Junction would also result in permanent loss of agricultural land under the proposed embankments north-west of the junction, and permanent loss of woodland. New planting would re-establish the former local character and changes would be less perceptible; • New embankments at West Buckland Junction would be better integrated but the changes on landform within the former green field would remain evident; • The loss of some Monterey cypress at Bishop's Tawton Roundabout due to widening to the north and views opened up to traffic from residential properties to the south due to loss of vegetation; and • The loss of woodland vegetation and agricultural land at Landkey Junction. <p>There would be some minor impact on the confluence of two minor water courses to the northwest of Borner's Bridge Junction arising from realignment of stream channels and extensions to culverts. After establishment of new vegetation, changes would be</p>	In some instances, the new screening provided would reduce the visual impact of the road more than the current situation.

	<p>less perceptible.</p> <p>Widening of the road would result in minor permanent change to landform and loss of vegetation within highway boundary on both sides of the road, including woodland plantation within Gowlersmoor Plantation and Castle Hill Registered Park and Garden. This would open up some views on traffic and construction activity mainly from receptors close to the NDLR corridor.</p> <p>Further refinement of the highway design through the iterative design process and in relation to enhanced landscape and ecology mitigation opportunities or additional mitigation measures could reduce the overall significance of adverse effects</p>	
<p>Conserve and enhance the quality and character of our built environment and public spaces:</p>	<p>The overall Townscape impact has been assessed as slight adverse. Improvements of junctions would result in slight change in views from some public rights of way surrounding Landkey Junction, West Buckland Junction and Borner's Bridge Junction, due to loss of vegetation that would exacerbate existing views and open up new views on road and traffic.</p>	
<p>Conserve and enhance Devon's cultural and historic heritage:</p>	<p>Improvements of junctions would result in:</p> <ul style="list-style-type: none"> • A temporary impact due to the loss of tree screening on the settings of Castle Hill Registered Park and Garden; Goulds Leary Grade II Listed; Buckingham Leary Grade II Listed; and High Down Cottage Grade II Listed. The Castle Hill Registered Park and Garden is Grade I Listed, making it of national importance and high significance; • The construction work at the West Buckland 	

	<p>Junction would cause a largely temporary increased visual intrusion into the valley landscape until screen planting matures; and</p> <ul style="list-style-type: none"> • The proposed overbridge would be directly in vision of Buckingham Leary and would obscure views across the road to the Castle Hill estate side of the valley. Screen planting would eventually mature again and any impact is considered temporary from a visual perspective. <p>The construction of road widening would cause:</p> <ul style="list-style-type: none"> • A temporary impact due to the loss of tree screening on Yeoland House, Grade II Listed; and • A temporary increased visual intrusion into the valley landscape until screen planting matures. <p>Following refinement of the highway design and additional sensitive detailed mitigation, particularly at the West Buckland Junction, it is anticipated that the significance of adverse effects would be reduced in the long term.</p> <p>The trustees of the estate and Historic England have been consulted with throughout the design process.</p>	
<p>Minimise greenhouse gas emissions:</p>	<p>Link improvements bring about vehicle speed increases, which in turn lead to vehicles consuming more fuel and marginally increasing CO2 emissions.</p>	<p>The Scheme brings about a reduction in CO2 emissions per vehicle as a result of reduced congestion and more freely flowing traffic at junctions to the south of Barnstaple. This reduction is offset slightly by the increase in vehicle flows through the area</p>
<p>Minimise pollution (including air, land, water, light and noise):</p>	<p>Varying impacts between Negligible and Minor increases in noise impact levels.</p>	<p>Overall, reductions in congestion at junctions lead to slight decreases in emissions per vehicle as a result of the more</p>

	<p>Adverse effects are predicted where works are required in proximity to watercourses, where pollutants are more easily mobilised into watercourses or where works may interrupt flow regimes, reduce available floodplain storage or increase surface water runoff rates/volumes (in particular at the Bishop's Tawton, Portmore and Borner's Bridge Junctions).</p> <p>At the Borner's Bridge Junction, the junction improvement would result in change in flow dynamics and the requirement for additional floodplain compensation.</p> <p>Introduction of new roundabouts, which must be lit, will increase light pollution. There are no properties adjacent to the sites where new lighting is proposed and the impact of this is considered negligible. Lighting will have an impact on bats.</p>	<p>smoothly flowing traffic.</p> <p>During the Operational Phase, the Scheme will reduce congestion and the likelihood of traffic accidents on the route, therefore reducing the likelihood of accidental pollutant releases. The Scheme will also result in the general betterment of the drainage design, relative to the existing situation, therefore reducing the likelihood of flooding or of pollutants mobilising into watercourses.</p>
Contribute to reducing water consumption:	Increased water consumption from activities during construction.	Reduction in water consumption during maintenance holiday.
Ensure resilience to the future effects of climate change (warmer, wetter winters; drier, hotter summers; more intense storms; and rising sea level):	Neutral	Neutral
Other (please state below):		<p>An Environmental Impact Assessment Report, which details the environmental impacts and mitigation measures considered for the scheme, is available on the scheme website: https://new.devon.gov.uk/ndlr/project-documents.</p> <p>All impacts are being further assessed through the Environmental Impact Assessment.</p> <p>An environmental management plan and construction</p>

		environmental management plan are being produced to provide a framework for recording environmental risks, commitments and other environmental constraints and to identify the structures and processes that will be used to manage and control these aspects.
--	--	--

Section 4c - Economic impacts

	Describe any actual or potential negative consequences. (Consider how to mitigate against these).	Describe any actual or potential neutral or positive outcomes. (Consider how to improve as far as possible).
Impact on knowledge and skills:	No specific impact identified at this stage	The scheme would enhance the economic prosperity and competitiveness of northern Devon, both nationally and in line with other areas of Devon and support housing and employment development opportunities in northern Devon by: <ul style="list-style-type: none"> • Increasing overtaking opportunities from 10% to 50%, reducing journey times, reducing the potential for accidents and increasing resilience. • Increasing capacity, reducing congestion and reducing the potential for accidents. The effect of investment aims to reduce peak hour journey times by between 10% and 20% by 2037 compared to a non-intervention scenario. • Opening up key areas for development and accelerate growth in the Local Plan.
Impact on employment levels:	No specific impact identified at this stage	
Impact on local business:	There is the possibility that improving transport connections between northern Devon and the rest of the UK could make commuting to areas outside of northern Devon more attractive to residents in the local area.	

Section 4d -Combined Impacts

Linkages or conflicts between social, environmental and economic impacts:	Please refer to the Technical Appraisal Report, Environmental Assessment Report and Outline Business Case available on the scheme website: https://new.devon.gov.uk/ndlr/project-documents .
---	--

Section 5 - 'Social Value' of planned commissioned/procured services:

How will the economic, social and environmental well-being of the relevant area be improved through what is being proposed? And how, in conducting the process of procurement, might that improvement be secured?	<p>The primary objectives of the scheme will all have positive effects on the economic, social and environmental well-being of the area.</p> <p>In preparing the specific scheme designs, the standard County Council procurement rules will be followed.</p>
---	---

PTE/18/24

Cabinet
11 July 2018

South West Exeter Housing Infrastructure Fund Bid

Report of the Head of Planning, Transportation and Environment

Please note that the following recommendations are subject to consideration and determination by the Cabinet (and confirmation under the provisions of the Council's Constitution) before taking effect.

Recommendation: That Cabinet:

- (a) approves the proposal to submit a bid to the Housing Infrastructure Fund, administered by the Ministry of Housing, Communities and Local Government, to assist in delivering infrastructure to support development at South West Exeter;
- (b) delegates authority to the Head of Planning, Transportation and Environment in consultation with the Cabinet Member for Infrastructure, Development and Waste to agree the final contents of the submission;
- (c) approves the proposal to enter into a legal agreement with developers and land owners to secure appropriate repayment of the Housing Infrastructure Fund to the County Council;
- (d) agrees to progress negotiations with the Education and Skills Funding Agency to deliver a new all through school. This will require planning permission and the acquisition of land.

1. Summary

This report follows a successful Expression of Interest that was submitted to the Ministry of Housing, Communities and Local Government (MHCLG) in September 2017 for funding from the Housing Infrastructure Fund (HIF). The bid was for funding towards infrastructure to support development at South West Exeter. The Expression of Interest identified a package of infrastructure totalling £44.7 million. Devon County Council was advised in March 2018 that it had been successful with the Expression of Interest and was invited to submit a full bid. This report seeks approval to proceed with submitting a full bid to the MHCLG. Three submission deadlines have been provided between September 2018 and March 2019. It is proposed to submit the bid for the 10 September 2018 deadline.

2. Background/Introduction

South West Exeter

South West Exeter is a strategic allocation of 2,500 dwellings and 5 hectares of employment on the edge of Exeter, which spans two administrative areas – Teignbridge District Council and Exeter City Council. The Teignbridge Local Plan allocates land for 2,000 dwellings and the Exeter Core Strategy allocates land for 500 dwellings. The development has taken a number of years to come to fruition, having first been identified as an area of search for development in the Regional Spatial Strategy, which was produced in draft in 2006, before being included in adopted local planning policy. In addition to the adopted planning policy, there are masterplans supporting the development at South West Exeter which provide additional information on how the development is expected to come forward.

Agenda Item 9

SW Exeter is a complex site. The development straddles a key arterial road (the A379), is close to the Exe Estuary Special Protection Area requiring additional mitigation and has multiple land ownerships. It requires a significant amount of infrastructure to enable the development to come forward, much of which is needed early, and involves coordination to minimise disruption.

The authorities are working together to bring development forward. Planning applications have been submitted for over 2,400 dwellings and 20ha of employment. Applications for 230 dwellings and 20ha employment have received planning permission and applications for 1,570 dwellings have committee resolutions to grant permission. Although applications for development have been submitted and there is interest from developers, the challenges to bring development forward, particularly the upfront costs, remain.

Opportunities for the delivery of infrastructure have been pursued and a Free School was approved for South West Exeter in wave 11 of the Free School Programme. This is for an all-through school which will include primary, secondary and nursery provision on the site. The school will benefit both the development at South West Exeter and in terms of the secondary provision, will also meet a future basic need for secondary places in the city and provide places to support wider development in the area. The proposed HIF bid would help to bring the Free School forward by servicing the school site.

Housing Infrastructure Fund

The HIF is a government capital grant scheme of £4.8 billion which has been identified to support the delivery of infrastructure related to the building of new homes. There are two streams to the HIF – marginal viability funding and forward funding.

The marginal viability stream allowed lower tier authorities to bid for up to £10 million to unlock development which was constrained due to marginal viability. These submissions were full bids. Successful marginal viability bids were announced in February 2018, subject to a due diligence process.

The forward funding stream was for higher tier authorities and allowed bids of up to £250 million. This was aimed at the early infrastructure costs of development which may not be affordable by development prior to receipts from housing delivery. This stream is a two-stage process comprised of an Expression of Interest to be followed by a full submission. The SW Exeter submission relates to the forward funding stream. The forward funding stream allows authorities to recoup funding back from development. Once this is received, authorities may recycle the funding to enable further schemes to be delivered. The funding is not intended to increase developers' profits. It is intended that the county council would deliver the infrastructure and as such funding would not be directly provided to developers.

Prior to the submission of the Expression of Interest, all parties involved in the HIF submission signed a Memorandum of Understanding. This provided commitment from developers and landowners to work together and, in very general terms, secure repayment of funding.

A successful HIF bid and the school approved under the Government's Free School Programme will enable the provision of the required infrastructure to unlock the potential of the South West Exeter allocation and have a positive impact on housing delivery.

3. Proposal

The Expression of Interest identified a list of infrastructure that was proposed to be included in a bid to the HIF. Since the submission of the Expression of Interest to the HIF, further discussions have taken place with developers. This has identified the benefit of undertaking foul drainage works alongside the works to the A379 to minimise disruption as well as supporting the servicing of the school site. The inclusion of this is being considered for the final submission.

The table below identifies the infrastructure which it is expected will be included in the final submission for the HIF bid. This table of infrastructure is the culmination of considerable work undertaken to identify the necessary infrastructure and the scale and size of this infrastructure so that it is suitable to support the proposed development.

Infrastructure	Cost
Pedestrian/cycle bridge to provide a crossing of the A379, serving the school and community facilities	£2.5m
Servicing of school site to enable delivery of the approved Free School	£2m
Electricity upgrade – new primary sub-station to provide additional capacity to accommodate the residential and employment development	£2m
Contributions towards Marsh Barton Rail Station to complete its funding package	£2m
Three new signal junctions on the A379 and associated widening over 1.5km highway	£10m
Southern spine road through multiple landownerships to unlock all parcels south of the A379 and provide an early public transport corridor	£12m
Capacity upgrade to 'Devon Hotel' roundabout on the A379 to deliver sufficient capacity for development and maintain access to large development site	£2.5m
Realignment of Chudleigh Road and new signal junction to address a safety concern and unlock development to the north of the A379	£6m
Provision of foul drainage along the A379	£2m
Alphington Village enhancements to mitigate the impact on the existing community	£0.5m
New access roundabout on the A379 to unlock a new employment site	£2.5m
Suitable Alternative Natural Green Space (SANGS) to mitigate the impact on the Exe Estuary	£2.7m
Total	£46.7m

Further work is currently being undertaken to progress design and more detailed cost estimates for the various elements proposed to be included in the final submission. It is expected that final submissions will need to closely align with Expressions of Interest and advice will be sought on whether additional infrastructure items can be added to the submission. Any risks associated with overspends are expected to rest with the County

Agenda Item 9

Council and the developers. Suitable allowances for risk, contingency and phasing will therefore be included in the cost estimates to minimise this risk. Following completion of the design work, which is expected to be by the end of July, a decision will need to be made as to the final contents of the HIF submission. If necessary, infrastructure will be prioritised, as it may not be possible to include all elements in the final submission. Developers have been involved throughout the process and invited to identify any exceptional infrastructure, which has not resulted in further infrastructure being identified. It is therefore not expected that further infrastructure will be included in the full submission which has not previously been identified in the Expression of Interest.

4. Consultation and Stakeholder Engagement

Consultation regarding the proposed development at South West Exeter and the infrastructure to support it has taken place at a number of stages.

Consultation was undertaken at the Local Plan Stage on the allocation of development in this location. This was undertaken by both Teignbridge District Council and Exeter City Council. In addition to public consultation, the Local Plans were subject to examination by an independent Planning Inspector. Following the adoption of the Local Plans, further work was undertaken by the city and district councils through the production and consultation of a Development Brief for the development within Exeter and a Development Framework for the development within Teignbridge. These documents provide further detail on the infrastructure that is proposed to be provided at South West Exeter.

Consultation has been undertaken as part of the planning application process for the development. At this stage, more detail is known about the exact infrastructure that is to be delivered such as the junction layouts. Given the scale and strategic nature of the development, decisions are expected to be made by committee.

5. Financial Considerations

HIF funding is capital grant to the Local Authority. It is expected that the County Council will be able to draw down the funding in line with spend. This reduces the risk of forward funding the scheme.

There are considerable benefits to a successful HIF bid. HIF funding is a grant to the Local Authority. The guidance is clear that it is expected that the funding is not intended to increase the profits of developers or landowners by the delivery of infrastructure to support an otherwise viable scheme. Instead it is proposed that funding will help support the upfront cost of infrastructure delivery, with funding to be repaid by developers as the development comes forward. The repayment of funding could be through a direct financial payment or an alternative is for a land contribution of an equivalent value. Funding is therefore expected to be repaid to Local Authorities, which are then able to recycle the money with the expectation that this is used to unlock further schemes and other development sites. The benefit to the county council is therefore greater than the sum which is included in the full submission.

Recognising these wider benefits, work is being undertaken to inform costs estimates and production of documents to inform the full submission following the format of an Outline Business Case. This has been funded by a combination of National Productivity Investment Fund and Local Transport Plan funding.

The bid would also secure a Free School by delivering a serviced site. This is a significant benefit in terms of funding and experience has demonstrated that education-led development has high delivery rates.

6. Environmental Impact Considerations

Planning applications for the development, which includes consideration of the infrastructure that is needed to support it, have been supported by Environmental Statements. In addition, the Local Plans which included the development and reference to the infrastructure required to support it were supported by a Strategic Environmental Assessment.

It is therefore considered that the environmental impacts of this scheme have been considered. There will be a need to consider the detailed impacts of individual elements, which will be undertaken through detailed design.

7. Equality Considerations

Where relevant to the decision, the Equality Act 2010 Public Sector Equality Duty requires decision makers to give due regard to the need to:

- eliminate discrimination, harassment, victimisation and any other prohibited conduct;
 - advance equality by encouraging participation, removing disadvantage, taking account of disabilities and meeting people's needs; and
 - foster good relations between people by tackling prejudice and promoting understanding, taking account of age, disability, race/ethnicity (includes Gypsies and Travellers), gender and gender identity, religion and belief, sexual orientation, pregnant women/ new and breastfeeding mothers, marriage/civil partnership status
- incoming to a decision, a decision maker may also consider other relevant factors such as caring responsibilities, rural isolation or socio-economic disadvantage.

This may be achieved, for example, through completing a full Equality Impact Needs Assessment/Impact Assessment or other form of options/project management appraisal that achieves the same objective.

As this project is at bid stage, the potential opportunities as a result of delivery are subject to change. Equality benefits that could result from aspects that have been confirmed subject to a successful bid include:

- Supporting the delivery of a new all-through Free School which would provide adequate school spaces within the vicinity of the development, reducing the need to travel for education and providing further choice of provision.
- Provision of a range of additional homes in the area including affordable housing and Gypsy and Traveller provision.
- The delivery of significant green space which would provide an environmental net gain on delivery.
- The provision of a bridge which would provide safe, accessible crossing for residents, pupils and visitors.
- Well-connected pedestrian and cycle routes through the development which would be accessible to the disabled, encourage sustainable modes of transport and assist in reducing air pollution.

8. Legal Considerations

Negotiations are taking place with developers to produce a legal agreement to recover the HIF grant. This type of agreement has been used by government organisations previously, demonstrating precedent that funding can be recouped from development as housing is delivered.

Agenda Item 9

The County Council is working with the Education and Skills Funding Agency to secure the school site for the approved Free School. This may require a legal agreement to ensure delivery of infrastructure within appropriate timescales to secure the transfer of the school site.

9. Risk Management Considerations

The scheme is dependent on an agreement being reached with the developers and landowners, which will enable land to be made available and a repayment mechanism to be secured. If this agreement is not forthcoming, or is only partially agreed, funding may not be awarded. In this situation, the County Council would not deliver the scheme.

The scheme is subject to the normal engineering and assessment risks. All risk management considerations will be considered when detailed scheme designs are produced. Key risks are:

- Land ownership issues delaying progress
- Increase in cost of the scheme
- Unexpected technical constraints
- Delays in the planning process
- No or reduced award of funding.

10. Public Health Impact

The infrastructure is proposed to support sustainable development at South West Exeter. As part of this there will be the provision of sustainable transport which will encourage active travel and have the potential for a public health benefit. The early delivery of the infrastructure will ensure that sustainable opportunities are provided to the earliest occupants of the development. This includes a pedestrian/cycle bridge across the A379 providing access between the two parts of the development as well as directly to the school site. The southern spine road will allow for an early public transport link through the development.

11. Options/Alternatives

Options for South West Exeter have been considered throughout the development process. A Masterplan was originally prepared by LDA Design. This was informed by a Transport Access Strategy (2011). The Transport Access Strategy considered different transport options to support the development including options for the treatment of A379 as well as the form junctions would need to take to provide the required capacity.

The Local Plans for the allocation identified the infrastructure that is required to support the development. This has been further refined, with additional detail provided, through the adoption of a Development Brief and Development Framework for the area. This includes agreeing the location of the school and efficiencies of locating the provision on a single site and the need for a pedestrian / cycle bridge to provide a safe crossing of the A379 for a large volume of users.

Given the significant amount of consideration that had been given to the infrastructure required to serve development at South West Exeter, the infrastructure included within the submission is considered to be the 'preferred option', being the culmination of testing of various options until this point.

12. Reason for Recommendation/Conclusion

In order to achieve funding for the scheme, a submission to the HIF will need to be made. There are currently no alternative funding opportunities available. Submitting the bid at the earliest opportunity would allow an earlier decision to be made on the funding and reduce any further delay to development coming forward.

The deadline date is before the next Cabinet date and as such it is not possible to present Cabinet with the final contents of the bid prior to submission. It is therefore recommended that authority is delegated to the Head of Planning, Transportation and Environment in consultation with the Cabinet Member for Infrastructure, Development and Waste to agree the final contents of the bid.

Dave Black
Head of Planning, Transportation and Environment

Electoral Divisions: Alphington & Cowick; Exminster & Haldon

Cabinet Member for Infrastructure, Development and Waste: Councillor Andrea Davis

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

Local Government Act 1972: List of Background Papers

Contact for enquiries: Sarah Ratnage

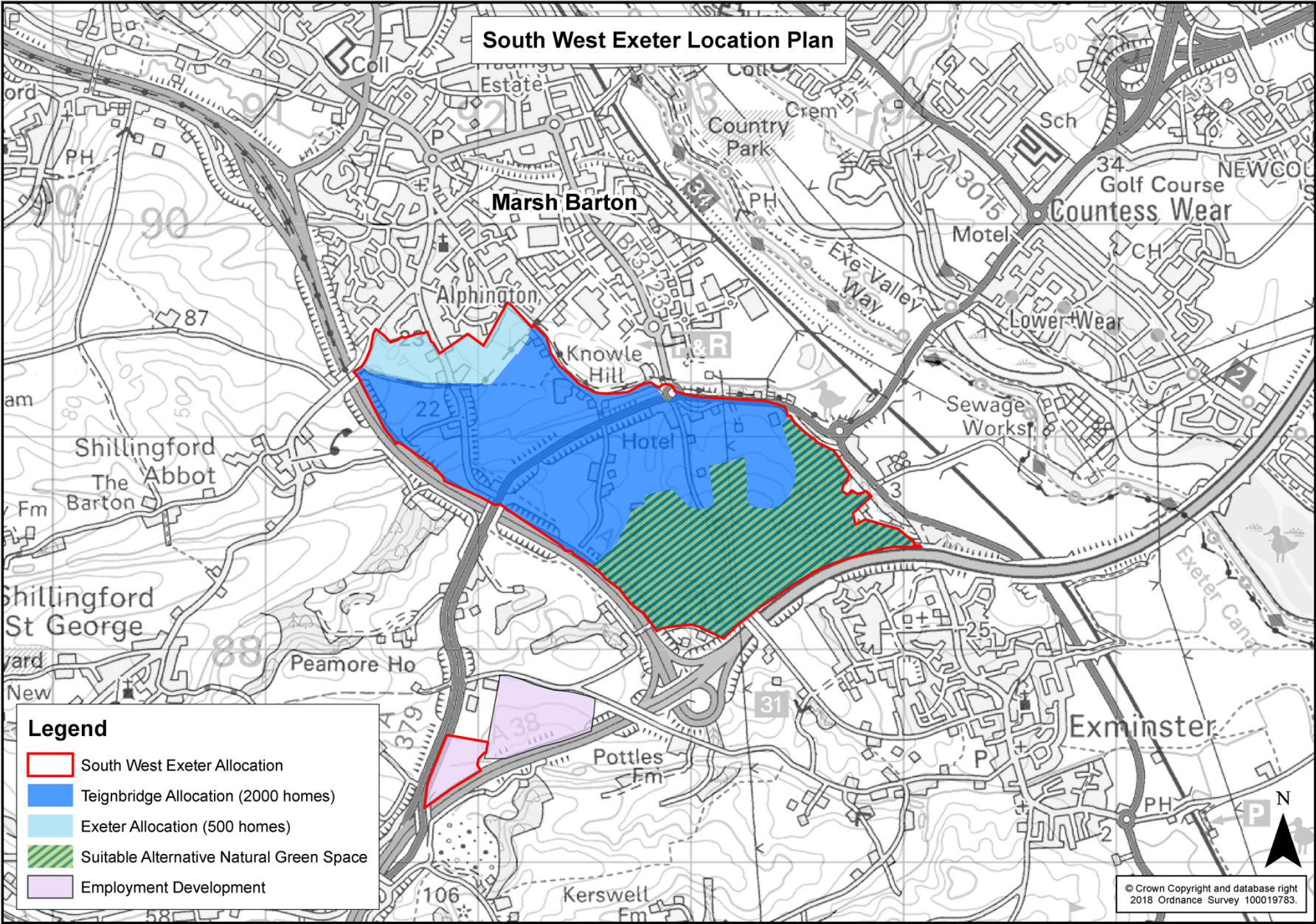
Room No. Lucombe House, County Hall, Exeter. EX2 4QD

Tel No: (01392) 383000

Background Paper	Date	File Reference
------------------	------	----------------

NII

sr200618cab South West Exeter Housing Infrastructure Fund Bid		
hk	05	280618



PTE/18/25

Cabinet
11 July 2018

Exeter, Northbrook Upper Flood Improvement Scheme

Report of the Head of Planning, Transportation and Environment

Please note that the following recommendations are subject to consideration and determination by the Cabinet (and confirmation under the provisions of the Council's Constitution) before taking effect.

Recommendation: That Cabinet:

- (a) approves the Exeter, Northbrook Upper Flood Improvement Scheme at an estimated cost of £450,000, which will not proceed until all funding is secured;**
- (b) gives authority to acquire title and/or rights over the necessary land as required in order to deliver the scheme.**

1. Summary and Purpose of Report

As a result of high intensity rainfall, parts of Exeter are at risk of surface water flooding. Devon County Council (DCC) has been leading an investigation between partners Exeter City Council (ECC), South West Water (SWW), the Environment Agency (EA) and Network Rail (NR) to better understand the risk and prioritise areas within the city for flood improvement works, based on the number of properties at risk, the potential depths of flooding and the vulnerability of those living there.

This report highlights the history of flooding in the upper Northbrook area of Exeter and the ongoing high risk of future flood events. It also details the proposed scheme options that aim to significantly reduce this ongoing risk of flooding and recommends that DCC supports the delivery of these essential flood improvements through its capital programme, as set out in the recommendations above.

2. Background

The DCC Preliminary Flood Risk Assessment, produced in 2011, established that Exeter had the largest number of properties at risk of surface water flooding, within the county. As a result of this further detailed investigations and hydraulic modelling has been undertaken for Exeter.

These proactive investigations, coupled with evidence gained from a localised rainfall event that fell in Exeter in October 2014 where approximately 60 residential properties flooded internally, have meant that works in Exeter can be fully justified and evidenced.

Surface water flooding within the catchment is exacerbated during high intensity rainfall events as urban drainage systems are overwhelmed by the volume of flow entering the network, which causes manholes in low lying areas to surcharge and also increases the volume of overland flow.

Given the complex nature of the surface water flooding mechanisms and the numerous locations of works required across the city, a phased delivery of flood improvement works over forthcoming years will be required. This will also allow time to build the evidence base required to draw down national Flood Defence Grant in Aid (FDGiA) funding to take schemes through to full design and construction. This document will therefore only cover

Agenda Item 10

phase one of the proposed works which will cover the Upper Northbrook catchment, mainly in Beacon Lane and the Georges Close area of Whipton and Old Tiverton Road, as shown in Annex 1.

These locations have a history of surface water flooding going back over the last 50 years with the most recent event being in October 2014.

3. Scheme Proposals

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

At Beacon Lane – See Annex 2

1. Alterations of kerbing and parking to create a barrier to flood waters to better protect the Beacon Heath Children's Centre
2. Installation of a 300m long low-level wall along the cycle path/footway from Beacon Lane to Bettys Mead playing fields to intercept an overland flow path.
3. Highway drainage improvements to divert water into the Northbrook watercourse where there is spare capacity.

At Georges Close, Whipton – See Annex 3

- Construction of a low earth bund to create an above ground water storage area in the public open space, in order to reduce the risk of flooding from surface water flows. This will then drain down into the Northbrook watercourse, where there is sufficient capacity.

At Old Tiverton Road – See Annex 4

- Provision of Property Level Resilience measures including flood doors, non-return valves and downpipe disconnections into the basement flats.

Attached are three plans which illustrate these proposed flood improvement works.

4. Consultations/Representations/Technical Data

Throughout the investigation and design process there has been a close working relationship between DCC's Flood Risk Management team, Jacobs Civil Engineering, Exeter City Council, Network Rail, South West Water and other relevant landowners.

A planning application will likely be required for the works at Georges Close, as part of this a community wide consultation will be undertaken.

5. Financial Considerations

A business case promoting the scheme to the Environment Agency will be submitted, imminently, to request funding support from Defra's Flood Defence Grant in Aid and Local Levy (collected from Lead Local Flood Authorities in Devon, Cornwall and the Isles of Scilly). The remaining funding will be provided by contributions sought from South West Water, and Exeter City Council, as well as by DCC's own dedicated flood risk budgets. This will be in addition to the significant investment made by DCC, to date, through the required investigation and scheme design / preparation work. Relevant revenue allocations will be capitalised and monitored through DCC's capital programme.

The proposed implementation of the scheme and allocation of funding through DCC's capital programme is subject to formal confirmation of the external grants and contributions. Current estimates are in the region of up to £450,000 to complete the works which is expected to be made up of £50,000 from the DCC PT&E Flood Risk Management revenue budget, £50,000 from the DCC Environment capital flood prevention works programme and up to £350,000 from external grants and third-party contributions.

6. Sustainability, Equality and Public Health Considerations

All of the flood improvements mentioned in this report will be developed in accordance with the Equality and Environmental Assessments produced in support of the Devon Local Flood Risk Management Strategy. All elements of the scheme have been assessed at the appropriate stage using the corporate, integrated assessment tool, with relevant equality and environmental impacts identified and acted on as necessary.

The works outlined in this report are all designed to improve the protection afforded to the community and individual properties currently at particular risk of flooding and, thereby, support health and wellbeing. More than just protecting the properties alone, it should be noted that flood water has the potential for transporting contaminants, such as sewage; so, reducing flood risk has clear health benefits.

An environmental appraisal of the proposals indicates that, with appropriate mitigation, there will be limited impact upon landscape, historic and ecological interests. The scheme will also look to maximise any ecological opportunities. These issues and any implications will be taken into account, in line with relevant policy considerations, through the planning process.

7. Legal Considerations

All works will be carried out in accordance with the powers and duties assigned to DCC under the Flood and Water Management Act 2010, the Land Drainage Act 1991 and any other relevant legislation. The lawful implications and consequences of the proposals and relevant actions have been considered through the design process and will be addressed, as necessary, through the implementation of the scheme. This may involve a legal easement or purchase of land to enable construction and future maintenance of key elements within the proposed scheme.

8. Risk Management Considerations

The risks associated with flooding are set out in the Devon Local Risk Management Strategy and addressed through DCC, Local Resilience Forum and local community emergency plans. In addition, the corporate risk register identifies the risks linked to the implementation of DCC's role as Lead Local Flood Authority. The proposed works are designed to reduce these risks and align with these strategies and plans.

The current standard of protection to some properties is estimated to be as low as from the 1 in 1-year event and this scheme aims to improve the standard up to the 1 in 75-year, as a minimum, and, for many properties, up to the 1 in 100-year scenario.

9. Discussion

The delivery of these important flood improvements will provide a significantly greater standard of protection and reduce the frequent risk of flooding to over 60 properties in residential areas of Exeter, including private and ECC tenanted properties and the children's centre. The business case to be submitted to the Environment Agency justifies the intended

Agenda Item 10

level of investment in the proposed scheme in accordance with national objectives. It also has a high priority when considered against the criteria set out in the Devon Flood Risk Management Strategy.

10. Options/Alternatives

A number of other options that could improve the flood resilience of this part of the city were considered, including natural flood risk management, large flood relief culverts and watercourse diversions. These were considered against a range of factors such as environmental impact, flood risk benefit, social impact, health and safety implications and economic affordability.

The assessment has indicated that the preferred option, and hence the proposed scheme, is deemed to provide the most advantageous and cost beneficial scheme that will give immediate benefit upon completion of the works. This will be fully scrutinised by the Environment Agency's National Project Assurance Service, as part of the business case approval process for Defra funding.

11. Reason for Recommendation/Conclusion

The proactive investigations and extensive modelling of the surface water flood risk in Exeter has identified the potential vulnerability and extent of risk to the affected properties. This has highlighted the urgent need for the proposed flood alleviation works. It is, therefore, recommended that the proposed scheme is approved for delivery through the DCC capital programme to secure these essential flood improvements.

Dave Black
Head of Planning, Transportation and Environment

Electoral Divisions: Heavitree & Whipton Barton, Pinhoe & Mincinglake, and St Sidwells & St James

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. Lucombe House, County Hall, Exeter. EX2 4QD

Tel No: (01392) 383000

Background Paper	Date	File Reference
------------------	------	----------------

Nil

mh220618cab Exeter, Northbrook Upper Flood Improvement Scheme
hk 04 280618

EXETER SURFACE WATER
FLOOD ALLEVIATION SCHEME
NORTHBROOK UPPER
SCHEME LOCATIONS

ANNEX 1



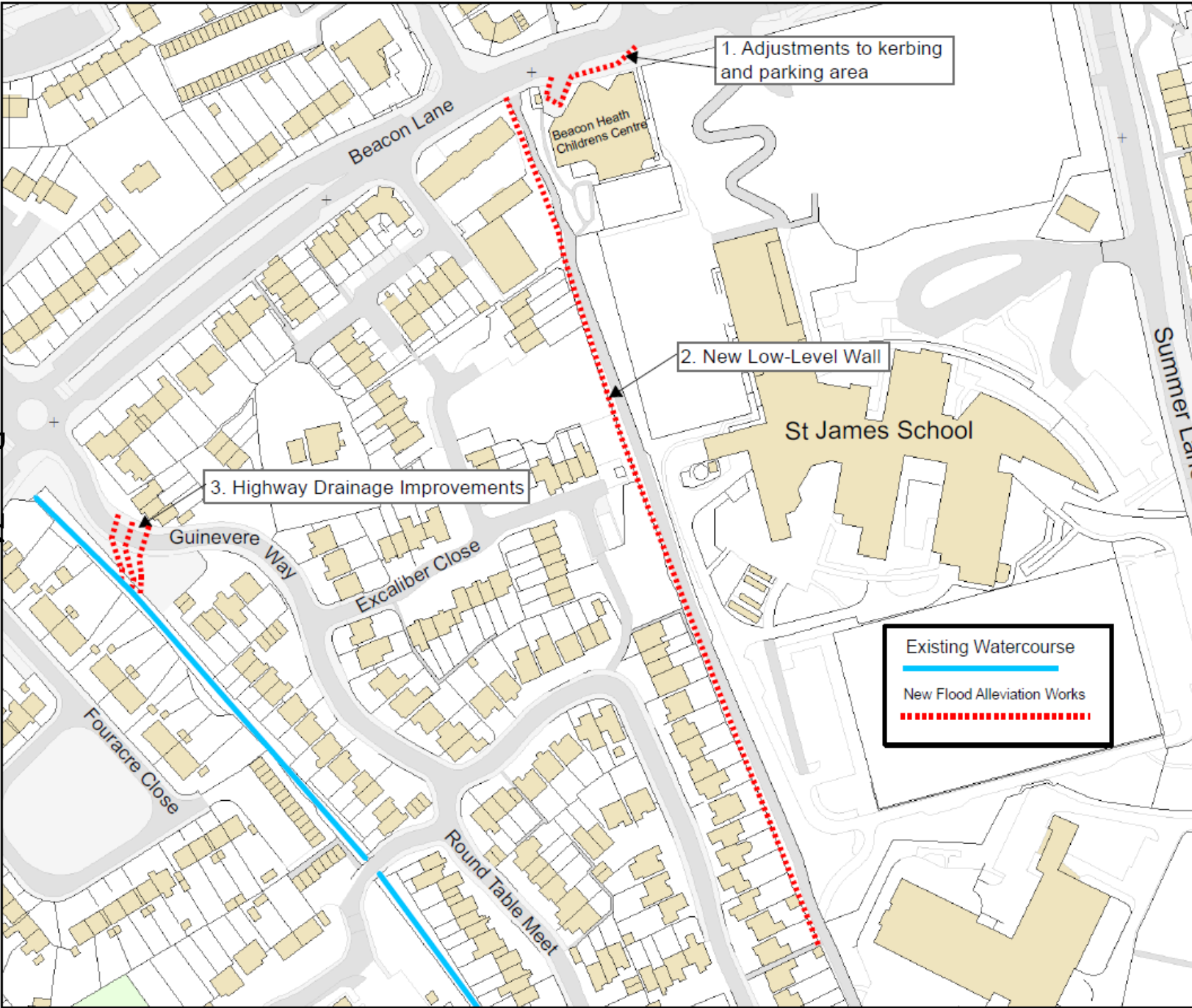
Date: JULY 2018

Scale: 0 40 80 160 Meters



Flood Risk Management
Planning, Transportation and Environment
Devon County Council
Place Directorate
Loombe House, County Hall
Exeter, EX2 4QD

© Crown Copyright and database right 2014.
Ordnance Survey 100019783



EXETER SURFACE WATER
FLOOD ALLEVIATION SCHEME
NORTHBROOK UPPER
BEACON LANE

**ANNEX 2
Beacon Lane**

Date: JULY 2018

Scale:
0 5 10 20 Meters



Existing Watercourse
New Flood Alleviation Works

Flood Risk Management
Planning, Transportation and Environment
Devon County Council
Place Directorate
Lucombe House, County Hall
Exeter, EX2 4QD

© Crown Copyright and database right 2014.
Ordnance Survey 100019783

EXETER SURFACE WATER
FLOOD ALLEVIATION SCHEME
NORTHBROOK UPPER
GEORGES CLOSE

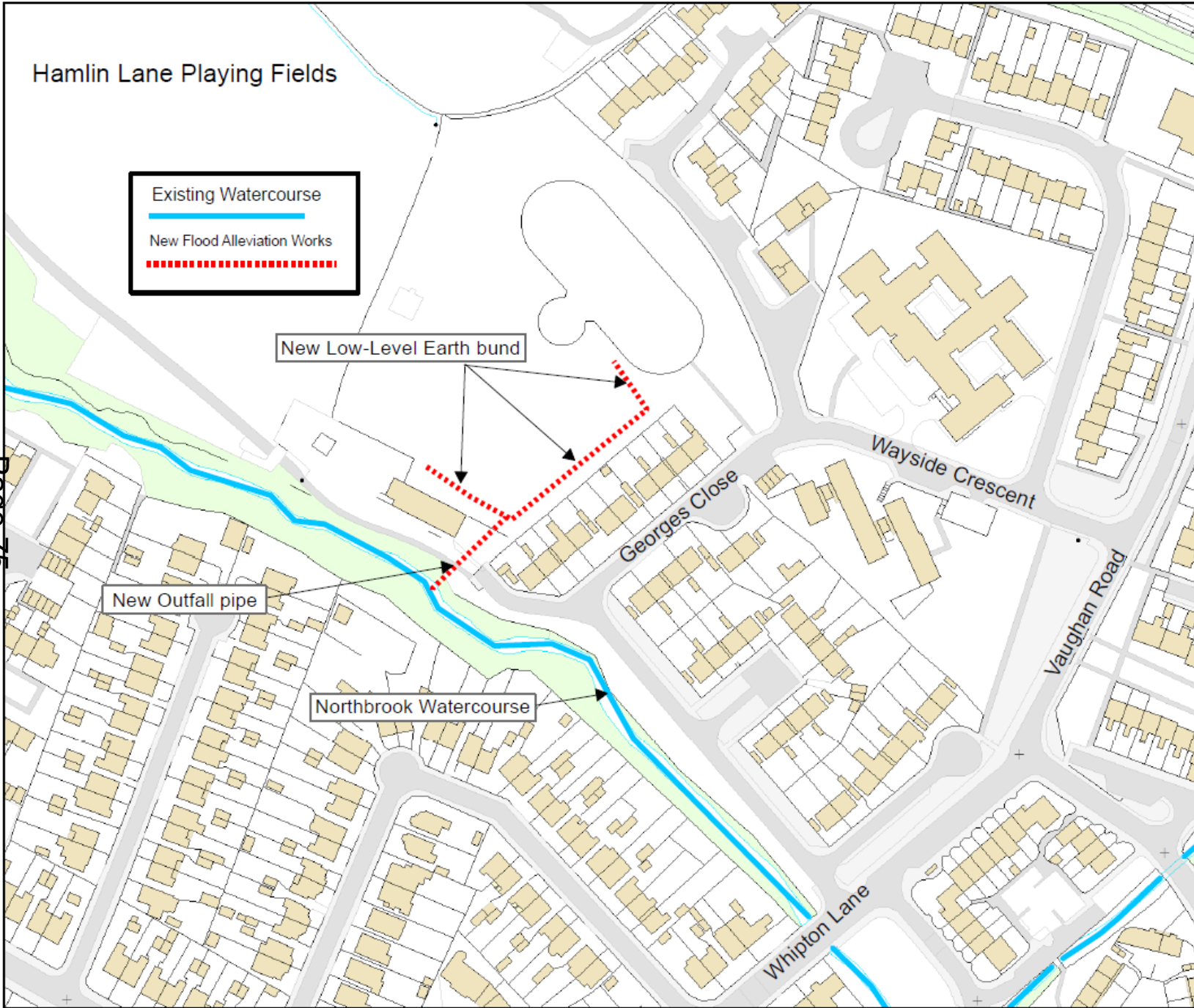
ANNEX 3
St Georges Close
Whipton

Date: JULY 2018
Scale: 0 5 10 20 Meters



Flood Risk Management
Planning, Transportation and Environment
Devon County Council
Plaoe Directorate
Lucombe House, County Hall
Exeter, EX2 4QD

© Crown Copyright and database right 2014.
Ordnance Survey 100019783



Existing Watercourse
New Flood Alleviation Works

New Low-Level Earth bund

New Outfall pipe

Northbrook Watercourse

Georges Close

Wayside Crescent

Vaughan Road

Whipton Lane

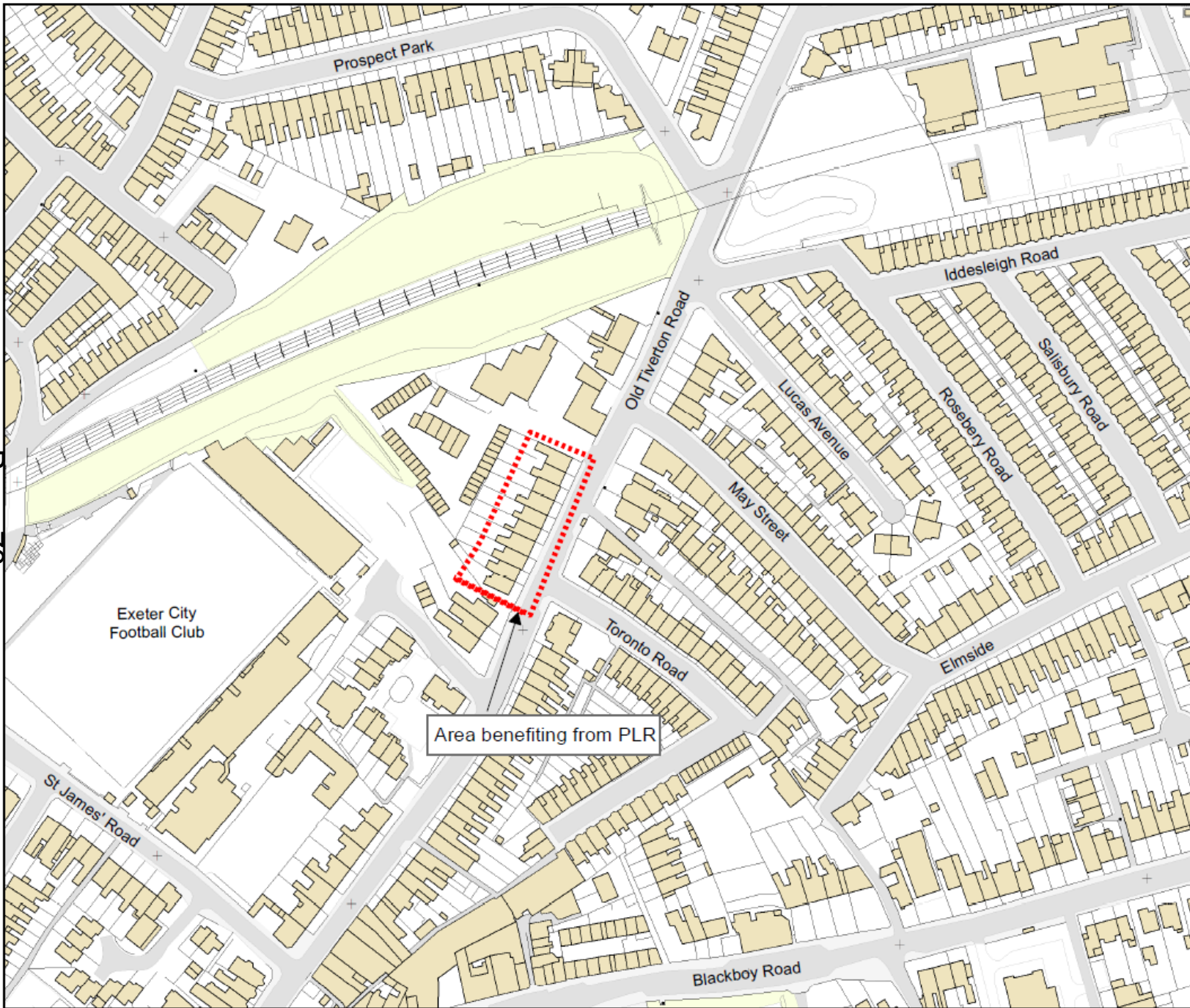
Hamlin Lane Playing Fields

Page 75

Agenda Item 10

EXETER SURFACE WATER
FLOOD ALLEVIATION SCHEME
NORTHBROOK UPPER
PROPERTY LEVEL RESILIENCE

ANNEX 4
Old Tiverton Road



Date: JULY 2018

Scale: 0 5 10 20 Meters



Flood Risk Management
Planning, Transportation and Environment
Devon County Council
Place Directorate
Loombe House, County Hall
Exeter, EX2 4QD

© Crown Copyright and database right 2014.
Ordnance Survey 100019783

TREASURY MANAGEMENT STEWARDSHIP ANNUAL REPORT 2017/18

Report of the County Treasurer

Please note that the following recommendations are subject to consideration and determination by the Committee before taking effect.

Recommendation: that the Committee notes the report and considers whether it wishes to make any further comments to Cabinet.

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 2016. 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 show the outturn position, review performance and inform members of any key matters arising from the Council's Treasury and Debt Management activities during the 2017/18 financial year. The report also includes an update on the 2018/19 Strategy. This report, together with any comments offered by this committee, will be considered by Cabinet on 11th July.

2. Minimum Revenue Provision

- 2.1. 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.
- 2.2. In February, the County Council changed the Minimum Revenue Provision Policy for 2017/18 to allow for £10.916 million of overprovision in earlier years to be placed into an Earmarked Reserve to offset the risk of increased costs in future years due to changes being proposed in a Central Government Consultation. The results of the Consultation are now known and the proposed change that would have seen an annual increased cost of c.£2 million to the authority has not been made; the future use of the Earmarked Reserve will be considered in 2018/19.

3. Treasury Management Outturn Position 2017/18 - Borrowing

- 3.1. The overall aims of the 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.

Agenda Item 11

- 3.2. Since 2009 the Council has followed a policy of containing the capital programme, taking out no new external borrowing and repaying debt whenever this can be done without incurring a financial penalty. Therefore, the Medium Term Financial Strategy (MTFS) assumption was that no new long-term borrowing would be required.
- 3.3. In accordance with the MTFS, no long-term borrowing was undertaken during the 2017/18 financial year. Instead all borrowing required to fund capital expenditure was met from internal cash balances.
- 3.4. Active treasury management and the maintenance of levels of liquidity have ensured that no short-term borrowing required was required during the financial year. Cash positions are monitored daily and modelled over a monthly horizon to ensure that anticipated liquidity levels are forecast accurately.
- 3.5. No opportunities arose during the 2017/18 financial year to repay outstanding debt without incurring substantial premium penalties, which would negate any benefit of repaying the debt. The Public Works Loan Board (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.
- 3.6. At 31st March 2018 the level of long term debt stood at £507.85m as detailed in the table below.

Analysis of Long Term Debt

	Actual 31.03.17 £'m	Interest Rate %	Current 31.03.18 £'m	Interest Rate %
Fixed Rate Debt				
PWLB	436.35	4.99	436.35	4.99
Money Market	71.50	5.83	71.50	5.83
Variable Debt				
PWLB	0.00		0.00	
Money Market	0.00		0.00	
Total External Borrowing	507.85	5.11	507.85	5.11

- 3.7. The carrying amount for long term debt figure presented in the Statement of Accounts for 2017/18, comprising PWLB, LOBO and market debt, is £522.441m, £14.6m greater 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 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. There was £10.9m of PWLB interest outstanding at year end which is also taken into account. The revaluation has the effect of smoothing the stepping of the interest over the life of the loans.

4. Treasury Management Outturn Position 2017/18 - Investments

- 4.1. 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.
- 4.2. Following the outcome of the EU referendum in June 2016, the Bank of England was concerned about the impact of the result on the wider economy. They therefore decided to reduce the base rate from 0.5% to 0.25%. As a result of this and other global concerns that impacted on banks, the rates available for bank deposits fell, and as a result the target rate for bank and building society deposits in 2017/18 was lowered to 0.4%. Subsequently the Bank of England base rate was increased back up to 0.5% in November 2017.
- 4.3. Following the November rise in the base rate, the interest rates on offer to the Council increased, but there was only a limited scope to take advantage of the increased rates during the remainder of the financial year. The average interest rate earned on investments, excluding the CCLA property fund, for the year was 0.54%, against the full year budget target return of 0.40%. The CCLA property fund has yielded an average rate of 4.36% for the same period against a full year budget target of 4.5%. The combined total return from all investments was 0.74%.
- 4.4. Revenue lending during 2017/18, including the use of term deposits, call accounts and property funds, earned interest of £1.35 million against a full year budget of £750,000. The surplus achieved over budget can be partly attributed to the higher rates of interest earned compared to the target rate. The Council also had more cash to invest than forecast, as a result of slippage on the capital programme and additions to reserves during the year. The interest figure quoted is the return from the Council's Treasury Management activity and is different from the figure presented in the Outturn Report and the Statement of Accounts which also includes interest generated from a number of other sources.
- 4.5. All lending has been carried out in accordance with the Council's Treasury Management Strategy and with institutions on the list of approved counterparties.
- 4.6. The following table shows the County Council's fixed and variable rate investments as at the start and close of the financial year:

Schedule of Investments

Maturing in:	Actual 31.03.17 £'m	Interest Rate %	Current 31.03.18 £'m	Interest Rate %
Bank and Building Society Deposits				
Fixed Rates				
Term Deposits < 365 days	66.50	0.66	117.50	0.73
365 days & >	0.00		0.00	
Callable Deposits				
Variable Rate				
Notice Accounts	30.00	0.75	5.00	1.05
Call Accounts	0.00		27.02	0.40
Money Market Funds (MMFs)	20.74	0.29	30.00	0.46
Property Fund	10.00	4.45	10.00	4.42
All Investments	127.24	0.92	189.52	0.84

- 4.7. The figure as at 31st March 2018 includes approximately £12.8m related to the Growing Places Fund (GPF). This figure was approximately £14.3m as at 31st March 2017. Devon County Council is the local accountable body for the GPF, which was 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.

Agenda Item 11

5. Prudential Indicators

- 5.1. 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.
- 5.2. 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.
- 5.3. 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 the following year is revised as part of the budget setting 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 upper limit for net debt** - the Council needs to ensure that its gross debt does not, except in the short term, exceed the total of the Capital Financing Requirement.
- 5.4. 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 Limit) £856.93m.
 - Underlying Borrowing Requirement to Gross Debt - £160.5m under borrowing.
 - Maximum amount of fixed interest exposure (as a percentage of total) 100%.
 - Maximum amount of variable interest exposure (as a percentage of total) 30%.
- 5.5. Members are asked to note that during 2017/18 the Council remained within its set Borrowing Limits and complied with the interest rate exposure limits.

6. 2018/19 Update

- 6.1. The Medium Term Financial Strategy assumes that, over the three year period, no new long-term borrowing will be required. This is still envisaged to be the case, although this will be kept under review.
- 6.2. The PWLB policy of imposing premium penalties for the early repayment of long term debt means there is little potential to repay further debt during the current financial year.
- 6.3. Forecasting future interest rates is difficult as the factors affecting interest rate movements are outside of the Council's control. Whilst short term rates are generally linked to the Bank of England's Base Rate, long term rates are determined by other factors, e.g. the market in Gilts. The County Council retains an external advisor, Link Asset Services (formerly

Capita), who forecast future rates several years forward. Similar information is received from a number of other sources.

- 6.4. For 2018/19, the Council set a prudent target rate for lending to bank and building society deposits of 0.55%, with a target rate for the investment in the CCLA Property Fund of 4.5%. The 0.55% target rate took into account the November 2017 increase in the Bank of England base rate, which has resulted in increased rates being available compared to those available before the increase. However, it made no allowance for any further increases. This strategy has proved correct, as a much heralded increase in rates in May 2018 failed to materialise, with the Bank of England expressing concern around the downturn in economic data since mid-February.
- 6.5. Link Asset Services are now forecasting an increase in the base rate up to 0.75% in November, but this is not guaranteed, and there will be limited opportunities for the Council to take advantage of any increase before the end of the 2018/19 financial year. It is anticipated that the budgeted income target of £1 million will be achieved.

7. Summary

- 7.1. No long term or short-term borrowing was undertaken during 2017/18. It is not envisaged that any new long-term borrowing will be required over the next three year period but this will be reviewed annually.
- 7.2. No opportunities arose during the 2017/18 financial year to repay outstanding debt without incurring substantial premium penalties, which would negate the benefit of repaying the debt.
- 7.3. Investment income of £1.35 million was achieved in 2017/18 against a full year budget of £750,000. This represented a return of 0.74%, including the Property Fund investment. Successful prudent management of the Council's short-term cash reserves has delivered a surplus of £600,000 for the 2017/18 financial year.

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

Children's Scrutiny Committee

Children & Young People's
Emotional Health &
Wellbeing
Task Group

Final Report

Agenda Item 12

Contents

	Preface	3
1.0	Introduction	4
2.0	Recommendations	5
3.0	Summary	6
4.0	Strategic Framework	7
5.0	Early Help for Mental Health	8
6.0	Children & Young People’s Feedback - ‘What helps me feel well at school & college?’	10
7.0	Issues Identified as Affecting Young People’s Emotional Health & Wellbeing	11
8.0	Impact of Poor Mental Health	13
9.0	School Interventions	14
10.0	Early Help	17
11.0	Multi-Agencies	18
Appendix 1	EH4MH Hub	19
Appendix 2	Task Group Activities	20
Appendix 3	Contributors / Representations to the Review	21
Appendix 4	Bibliography	22

This report can be downloaded from:

<http://democracy.devon.gov.uk/ieListDocuments.aspx?CId=428&MId=2855&Ver=4>

Preface

In 2013 headteachers, as part of the Early Help strategy development work led by the County Council, expressed concern about children and young people with mental health and behaviour problems which are sometimes linked to issues relating to adults, such as drug and alcohol abuse, domestic violence, sexual exploitation or even genetic disorders. They were also concerned about supporting children and young people who were suffering anorexia, bulimia, self-harming, gender issues, stress or bullying. Schools felt that the only support option open to them was the CAMHS service, but they were also aware of how over-stretched that service is and that there was little intervention and support going below Tier 3. In recognition of this gap in provision it was suggested that the Public Health Grant might be used to develop a programme of prevention and early intervention. In Devon in August 2015, a programme was procured for three years in the first instance and the Early Help for Mental Health Service (EH4MH) was born.

The Children's Scrutiny Committee is aware that since this contract was let, some schools have engaged in very good practice, but we are also aware that there were others who are struggling to make this effective. It was therefore agreed to set up a Task Group to explore where there is first-class intervention and support in our County so that it might be rolled out to those who wished to improve and those who were struggling.

The Task Group agreed to focus this piece of work expressly on our Secondary Schools, although we are mindful that the process should be followed up by a similar exercise in our primary schools. We have been really impressed by the quality of early intervention and support developed in some schools, where a real understanding and profound care for the young people concerned, coupled with a creative approach which has yielded positive outcomes for both the young people and the school. Peer groups are well-placed to identify mental health and well-being issues and promote early help among their fellow students. EM4MH is a good scheme which deserves to be adequately funded and developed further. There is evidence that it has helped schools to deal with challenging behaviour, giving students a sense of self-worth, and helped them to develop their potential from both an educational and healthy life-style point of view. We were particularly impressed with the empathy peer-counsellors showed to fellow students, who were experiencing personal problems, as we realise that not only were they helping that person but that they, too, were developing a more mature outlook on life.

I would like to thank the Members of the Task Group for the incisive, yet sensitive way, in which they have helped me carry out this piece of work. I would also like to thank those who have been prepared to take part for the honest way in which they have shared their information with us. Finally, we would like to thank Dan Looker for arranging our meetings, faithfully recording the discussions and helping draft this report.

**Councillor Christine Channon,
Chair, Children & Young People's Emotional Health & Wellbeing Task Group,
Children's Scrutiny Committee**

Agenda Item 12

1. Introduction

- 1.1 The Task Group — Councillors Christine Channon (Chair), Su Aves, Rob Hannaford, Linda Hellyer and Andrew Saywell — would like to place on record its gratitude to the witnesses who contributed to the review. In submitting its recommendations, the Group has sought to ensure that its findings are supported with evidence and information to substantiate its proposals.
- 1.2 On 15 June 2017 Children’s Scrutiny resolved to set up the Children & Young People’s Emotional Health & Wellbeing Task Group. The terms of reference for the review were:
 1. To understand the full system of support for the delivery of emotional health and wellbeing services in Devon including schools, Further Education (FE) colleges, youth services (DYS Space), GPs, community groups, the third sector etc.
 2. To evaluate early help for emotional health and wellbeing through on-line counselling and self-help.
 3. To report back to the Children’s Scrutiny Committee on the findings of the Task Group.
- 1.3 Scrutiny has previously focused on CAMHS, delivered by Virgin Care, and the top end of mental health need in Devon at the secondary level, with particular emphasis on the issue of delays in referral to treatment times. Members recognise that work continues to reduce these times, and while certain problems remain, agreed that for the purposes of this Task Group the focus would be predominantly on the measures in place to prevent the development of mental ill health and identify and support lower levels of emotional health and wellbeing.
- 1.4 Time and resources necessitate that this report provides a snapshot approach to highlight significant issues. The list of witnesses to the review does not pretend to be exhaustive but hopes to provide insight into some of the central themes.

2. Recommendations

Early Help for Mental Health Service

Recommendation 1

- i. That Early Help for Mental Health (EH4MH) provision is continued.
- ii. That EH4MH continues to be offered to all primary schools in Devon to ensure maximum take up of the service.

Schools

Recommendation 2

That there is better awareness in schools in Devon as to the nationally available tools and resources on emotional and health & wellbeing, that can be linked in with EH4MH, promoting use of a range of strategies to ensure wrap-around support to young people including counselling, peer mentoring and internal pastoral support.

Recommendation 3

That all Devon schools are encouraged to have a mental health champion and support champions and that all appropriate teaching staff are trained in terms of emotional health & wellbeing with access to annual best practice updates.

Recommendation 4

That there is better promotion of the offers available from outside agencies so schools know exactly what support and training is available.

Multi-Agencies

Recommendation 5

That the County Council supports the work started by the Strategic Partnership Forum who, alongside schools are seeking to resolve issues relating to Autistic Spectrum Disorder (ASD) assessments. This work will later transfer to the Special Educational Needs and Disabilities (SEND) Improvement Board.

Recommendation 6

That the Council promotes joint agency working in line with the Early Help protocols to ensure that, as far as possible, all agencies (DCC, CAMHS, Health, Police etc) work together to support young people whose mental health puts them at risk of harm.

Agenda Item 12

3. Summary

- 3.1 One in ten people in the UK have some form of mental health disorder (although research suggests this is an under estimation of the extent of the issue with a high number of people undiagnosed) which equates to around 850,000 children and young people with a diagnosable mental health disorder in the UK today.¹ There is a much higher number of people suffering with emotional stress, and needing support.
- 3.2 The overwhelming majority of NHS mental health spending goes towards those with the most severe needs. 38% of NHS spending on children's mental health goes on providing in-patient mental-health care, accessed by 0.001% of children aged 5-17. 46% of NHS spending goes on providing CAMHS community services, accessed by 2.6% of children.²

- £5.08 per student – the cost of delivering an emotional resilience programme in school
- £229 per child – the cost of delivering six counselling or group CBT sessions in a school
- £2,338 – the average cost of a referral to a community CAMHS service
- £61,000 - the average cost of admission to an in-patient CAMHS unit

[Children's Mental Healthcare in England, Children's Commissioner \(October 2017\)](#)

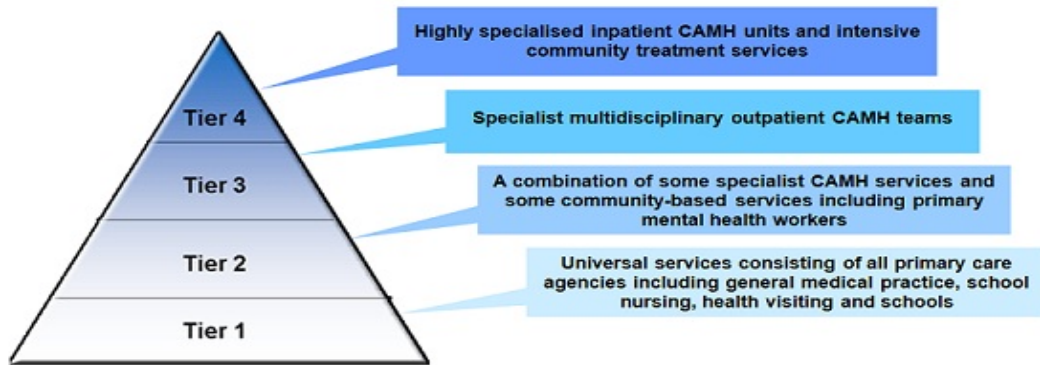
- 3.3 The focus needs to be on young people being mentally healthy and there is a need to find a way within the system of shifting resources from treatments to prevention. The Children and Young Person's workstream of the Devon Sustainability and Transformation Plan (STP) has Emotional Health and Well-Being as a priority and this is joined to the Mental Health workstream of the STP with the aim of achieving a seamless, all age, wrap-around response for those who are ill.
- 3.4 Most children face challenges. Exam pressure, social media, coupled with issues within the family home are significant factors affecting young people's emotional health, but the fundamental point is what is being done to help build resilience in young people to overcome these challenges. Amongst the best schools in the County, solution-focused and restorative approaches are utilised looking for positive outcomes, where young people have been involved in every aspect of planning and service design. The message that EH4MH promotes is letting young people know that everyone has "mental health" and it is not something that should be stigmatised, but seen as a strength to be able to ask for help. This is a challenge for schools and for some it will require a cultural change in how they meet their attainment measures and promote good mental health. The fact remains that all pupils are most likely to thrive when the school gets it right for their most vulnerable pupils. The Emotional Health and Well-Being delivery project of the STP Children & Young People workstream has developed, with the Anna Freud Centre, the i-THRIVE model and resilience framework which is to be rolled out and embedded across the system.

¹ [Based on 2016 ONS population estimates for ages 5-16. Office of National Statistics. Overview of the UK population: February 2016.](#)

² P.4 [Children's Mental Healthcare in England, Children's Commissioner \(October 2017\)](#)

4. Strategic Framework

4.1 Previously a 4-tier strategic framework has been used to define provision need.



4.2 The 4-tier service model has been complemented by i-THRIVE, which is a national programme of innovation and improvement in child and adolescent mental health. To help children and young people in Devon experience good emotional health and wellbeing support, the i-THRIVE framework tries to balance emotional health and wellbeing needs with the type of support that a young person may need.

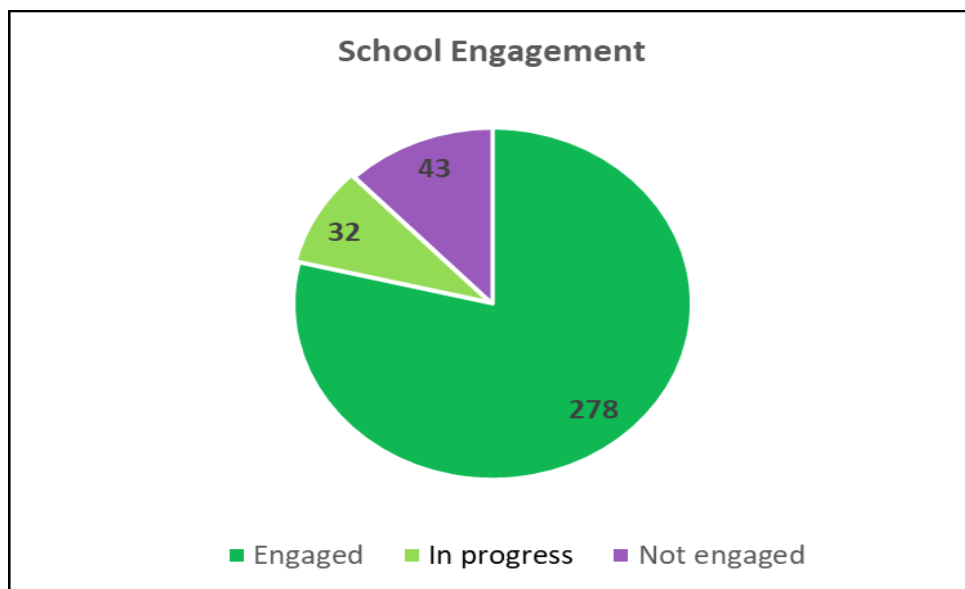


THRIVE framework, THRIVE Elaborated (2016)

Agenda Item 12

5. Early Help for Mental Health

- 5.1 In conversations with Local Learning Communities (LLCs) during 2013, headteachers expressed significant concern about children and young people with mental health and behavioural problems sometimes linked in with issues relating to adults – namely drug and alcohol abuse, domestic violence and the mental health problems of their parents. Schools felt that the only option available to them was to make a referral into CAMHS. Historically there had been support workers attached to each of the 33 LLCs but national funding for early intervention services was cut and Tier 2 services had gradually been drawn in to providing specialist support.
- 5.2 In recognising that there was a gap in provision, it was suggested that the Public Health Grant could be used to intervene earlier when mental health problems arose. Work was undertaken with schools and colleges to develop a programme to support prevention and early intervention. All schools agreed collectively to put money into a combined fund, with the school's contribution funded by top-slicing the Dedicated Schools Grant (DSG) totaling £60,000 with an additional £91,00 from the Better Care Fund (which includes £20,000 from the CCGs) and £549,000 from the Public Health Grant. Early Help 4 Mental Health (EH4MH) is now in the final year of the initial 3-year contact which runs up until August 2018.
- 5.3 The contract was originally tendered as a 3+1+1 year arrangement, so it could run to a maximum of 5 years subject to funding being available. This initial investment from Public Health was made prior to significant cuts being announced by the Government in 2015 to the Public Health Grant to local authorities. As a result, it has become problematic bridging the budgetary gap.



Data as at 31 December 2017

- 5.4 The Local Government Association has cited EH4MH as an exemplar of best practice. 310 schools are currently in process or engaged in the programme (including all the secondary schools³), which represents 88% of all state funded schools in Devon. EH4MH has 3 providers XenZone, Young Devon and Virgin Care. XenZone is a provider of online mental health services for children, young people

³ Work is ongoing in partnership with the County Council and Health linked in to the [Anna Freud Centre](#) working with special schools, FE colleges and private schools as these institutions are not part of EH4MH.

and adults. Kooth, from XenZone, is an online counselling and emotional wellbeing platform for children and young people, accessible through mobiles, tablets and desktops and free at the point of use. Young Devon are responsible for the direct delivery element of the EH4MH. Young Devon's counselling model uses professional trainee counsellors, and Young Devon provides their supervision etc, allowing them to provide a considerable amount of counselling within the contract value. The blended offer links in with XenZone's online service, providing young people with mentoring. In addition to the mentoring, counselling, and online offers there is also a participation offer where young people work to design services.

- 5.5 Over 3000 young people have used the online service in the last 2 years, compared to 1200 making face-to-face contact. Many users accessing EH4MH do so out of hours, when the offices are closed. The online service also helps to take away the isolating factor that some young people may otherwise feel, in that there is someone they can contact when they need them regardless of where in the County they are, which given the rurality of Devon is especially advantageous.
- 5.6 The opportunity to read articles and testimonies from other young people experiencing similar issues is powerful, as well as to learn what materials and/or interventions helped them to feel better. Young people reported to the Task Group that the online Kooth element of the EH4MH is felt to be important as it provides a platform for an anonymous link to a conversation they may feel they cannot otherwise have with their GP, parent or teacher. In terms of the data from self-assessments, 70% - 80% of young people reported to feel better following their involvement with EH4MH.
- 5.7 The Virgin Care element of the contract delivers directly to school staff only and includes clinical supervision, training and mental health consultation. School staff have an opportunity to talk about children whom they are working with, the interventions they are making and what they might be able to do differently. Each school appoints an emotional health and wellbeing lead and support champion responsible for liaising with the Virgin Care school support team for consultation and access to training. Schools reported that the impact of the supervision provided by Virgin Care for teaching staff and support assistants has been noticeable in terms of coping with pressure and building resilience. Staff feel less anxious in terms of their ability to cope with some of these issues, knowing where support is available.
- 5.8 The service also provides mental health consultations to develop and promote clear referral pathways for school staff so that where more specialised support is needed, it can be accessed effectively and efficiently, but crucially reduce inappropriate referrals. Schools have in the past been making referrals to CAMHS that were falling some way below that threshold.
- 5.9 Schools have provided positive feedback on the resources offered by EH4MH and report that it is making a difference, but it has not yet resulted in a visible reduction in demand for higher tier services. Nationally, pressure on child and adolescent mental health services continues to grow. It is hoped that the service will reduce the number of children who are absent through anxiety and those permanently excluded from school. There are some primary schools that are using other approaches such as THRIVE practitioners and have chosen not to take up the EH4MH offer.

I get really angry sometimes. Some teachers understand why, but others don't and shout which just makes me angrier. I want to control it. Teachers also ask for pupils to be more respectful, but they also need to respect pupils in the way they talk to them. Teachers need to be more open to mental health issues, as things have changed a lot since the time that they were in school.

Jess, Year 10

Agenda Item 12

6. Children & Young People's Feedback - 'What helps me feel well at school & college?'



7. Issues Identified as Affecting Young People's Emotional Health & Wellbeing

- 7.1 These are by no means exhaustive lists of issues affecting young people's emotional health and wellbeing, but were the main themes raised through the Task Group's school visits and offer an illustration of what children may be contending with.

Social Media

- 7.2 The use of social media was identified as a problem by many pupils the Task Group interviewed. Cyber-bullying is a huge issue and schools reported incidents of parents even joining in on various platforms, such as Facebook and Twitter. Schools do have strict protocols in terms of dealing with cyber bullying and sexting.
- 7.3 Social media also was felt to expose children to body image pressures and which can lead to the setting of unrealistic goals by pupils (e.g. to become celebrities). However, while the negative impact that the internet can have on pupil's mental health was highlighted, it was also acknowledged that social media can be positive in facilitating supportive networks of friends and peers helping young people feel less isolated and having a platform to share and discuss experiences. This commonality can be powerful.

Domestic Violence

- 7.4 Domestic violence was described to the Task Group as one of the most prevalent issues young people contend with and strongly links to their emotional health & wellbeing. It is recognised that there is a relationship between domestic abuse and harm to children, whether physically, emotionally or through neglect. *Operation Encompass* was launched in June 2017 in Devon, where Police will now notify a school by 9.00am the following morning if there has been a recorded domestic violence incident outside working hours. Schools should also be notified where a child is living at home with an adult with mental health issues.

Substance Misuse

- 7.5 In addition to domestic violence, there may often be a range of vulnerabilities within the family home including drug and alcohol use, and parents presenting with mental health issues, which will inevitably also impact negatively on a child's emotional health and well-being.
- 7.6 There are also issues in schools with pupil's drug use. Schools reported that CAMHS will not intervene where there is a drug issue which is problematic given the level of cannabis use with some groups of pupils, or where some young people with emotional wellbeing issues were felt to be 'self-medicating'. Overdoses, however, happen to children who may not have presented any issues in the past. It is a major concern reported by schools as to the decision-making process relating to whether a young person is ready to return to school following an overdose. There is no systematic mental health assessment that schools are made aware of, and it was reported to be a rare event that a CAMHS worker contacts the school to provide an update.

Autistic Spectrum Disorders

- 7.7 The Task Group received numerous reports of pupils coming into the school at Year 7 with undiagnosed autism. These pupils are often labelled as naughty when they actually have an Autistic Spectrum Disorder (ASD), and the school has to unpick the

Agenda Item 12

barriers to learning they may have. It is not clear always how schools access ASD assessments, particularly smaller primary schools. A number are referred to CAMHS for Statutory Assessments, whilst others are being accessed through paediatric channels or private assessments. Whilst these children are on waiting lists there are increasing numbers of children being referred to the County Council where the child is unable to attend school. The County Council commissions approximately 100 places with an alternative provider for medical tuition but currently is in excess of these numbers. The waiting list for an autism assessment has been known to have taken up to a year.

- 7.8 Determining the best mental health or autism pathway can be very complex and therefore, it was felt that more focus needs to be on developing support rather than on diagnosis. Over the past 12 months a high percentage of schools have undertaken a DCC funded Devon Enhanced Autism Programme which provided free training (provided by Babcock) to help schools better understand and meet the needs of young people.

Education, Health and Care Plans

- 7.9 Following changes to Special Educational Needs (SEN) funding the number of Education, Health and Care Plans (EHCPs) has put significant and challenging pressure on schools, the County Council's SEN 0-25 Team and the High Needs Block of the Dedicated Schools Grant. Schools expressed frustration with delays to young people getting their EHCP and also noted that a child might have an EHCP in Cornwall for example, but these were not always transferable to a Devon school, with the resulting delays in support being far from helpful to a child's wellbeing. The County Council has made extra investment in the 0-25 team to provide additional capacity in order to meet the increased demand and provide a timelier response to requests for assessment into 2018/19.

Gender and Sexual Identity

- 7.10 Secondary schools reported pupil's emerging gender/sexual identities as an issue in terms of their emotional health and wellbeing. One school reported 6 pupils who they were aware were considering exploring their gender identity. This is a complex area for schools and so recently an extensive piece of work has been carried between the Council and Intercom Trust to provide advice to schools and a suite of [online resources](#).

Transitions

- 7.11 The transition from primary to secondary school can be a challenge for children and needs to be recognised in terms of emotional health and wellbeing. DCC with Babcock Educational Psychologists are undertaking research around transition from primary to secondary settings which will be used to develop good practice and shared through a variety of forums and networks. Some secondary schools have good buddying policies which support Year 7 children. There is particular concern where a child may come from a small cohort of pupils to a much larger secondary school and feel overwhelmed.

For some of these young people life is crazy, and it can be 24/7 with the social media aspect. They often do not feel as though there is a time when they can switch off, and stress builds up as a result leading to 'flight or fight mode' potentially. There needs to be a time for space and stillness in their lives.

School Counsellor

8. Impact of Poor Mental Health

Self-Harm

- 8.1 Schools outlined how there are daily incidents relating to pupil's emotional health, of which often the most alarming were presentations of self-harm. Self-harm describes a spectrum of injuries ranging from small cuts, ingestion of damaging materials such as metal or glass, substance abuse to attempted suicide. It can be a way of coping with or expressing overwhelming emotional distress. Young people are faced with issues including bullying, sexual abuse, gender issues, social media, pornography etc. Staff emphasised how self-harm was particularly prevalent among older pupils as they faced GCSE examinations and uncertainty relating to life after school. However, children in younger years without the same examination pressures were also self-harming. Members were told that it was not uncommon for multiple hospital visits to occur through self-harm before CAMHS became involved. For even the most vulnerable and complex young people a CAMHS appointment may be at least 2 months away.
- 8.2 Self-harming was reported to be more of an issue with girls. Data on admission rates are significantly higher in more deprived areas and in females, with females in the most deprived areas of Devon 10 times more likely to be admitted for self-harm than males in the least deprived areas. Self-harming children are not always those that are isolated, they often have group of friends and this can lead to more than one member of the group self-harming. One school advised that as part of their clear procedure on self-harm, they try not to medicalize, but instead adopt a low-key reaction: a child's wound will be bandaged and the parents notified.
- 8.3 Emotional health and wellbeing issues for young people in rural areas might sometimes be hidden. There can be an internalisation of mental health need in boys, who do not have an outlet for expressing emotion. Boys may not want to talk about issues and there is also a higher suicide rate in males. At some schools' pupils can log anonymously safeguarding issues, as an effective tool for reporting concerns.
- 8.4 Members expressed concern about a higher rate of self-harm in Devon than elsewhere in the South West. Officers suggested that initial analysis has revealed a higher level of repeat admissions in the region, which creates higher admission rates, rather than a higher prevalence of self-harm. Analysis of individual cases and pathways highlight specific challenges including the inter-relationships between services, and the impact of delays in connecting support services together which both increase the risk of repeat admission.⁴

Medical Absence

- 8.5 It was reported to the Task Group that there are a significant number of medical absence cases across the County that fall between the gaps in provision and support since these young people often do not reach the threshold for CAMHS but are too anxious to attend school. The County Council now has an Occupational Therapist working in the Education Inclusion Service with the Medically Unexplained Symptoms team at the Royal Devon & Exeter Hospital. This is a multi-agency team including CAMHS, paediatrics and clinical psychology. The Education Inclusion Service is also working with Education Welfare to identify the number of children absent from school for medical reasons, to reduce their absence, understand their needs and offer practical advice on how to re-engage and consequently deflect them moving into alternative provision.

⁴ Health and Wellbeing Outcomes Report (DCC 14 December 2017)
<http://democracy.devon.gov.uk/documents/s12978/Health%20and%20Wellbeing%20Outcomes%20Report%20Paper%20December%202017.pdf>

9. School Interventions

- 9.1 The complexity of needs young people present with is a challenge for teachers and staff. Teachers reported that it can be difficult at times disentangling 'naughty' behaviour from that of a more serious underlying mental health issue, as well as balancing subject teaching with 'being out of class giving mental health support'.
- 9.2 Schools need to create a culture of positive mental health & wellbeing and engender resilient young people. It was evident to Members on their visits that in terms of understanding and supporting pupil's emotional health and wellbeing the most successful schools appeared to be those that focused on asset-based approaches. One of the school's evidenced a number of relatively cheap interventions including the deployment of ambassadors and peer mentors so that students are encouraged to help each other, creating a caring and supportive environment. Schools adopt strategies to help manage these young people to give staff more confidence and reduces their level of anxiety around supporting students in their classes.
- 9.3 It was apparent to Members that some schools go to great lengths to address issues relating to young people's emotional health and wellbeing. This was shown by those schools that worked hardest to keep pupils in school, so rather than address a behavioural incident with a fixed term exclusion, they would use an internal inclusion provision. That way, the school seeks to look both at the root cause of the behaviour, and also ensure that pupils keep up with academic work. It appeared helpful where schools logged issues relating to pupil behaviour on an online system, building a chronology around a student and producing reports on vulnerable pupil groups alongside strategies, allowing staff to adopt a consistent response.
- 9.4 Schools welcome the quality of support offered by the Education Inclusion Service, but did not always feel there was enough financial resource available.
- 9.5 There are question marks as to the amount of personal and social education some schools are currently doing given reductions in budget and the impact of this on the children and young people concerned. From September 2019 sex & relationship education will be mandatory in schools. This is a positive step forward and will be a route into schools for discussing emotional intelligence.
- 9.6 The Green Paper *Transforming Children and Young People's Mental Health Provision* sets out a commitment 'to incentivise every school and college to identify and train a Designated Senior Lead for Mental Health, building on existing practice in many parts of the country and the lessons from successful school's link pilots'⁵. Whilst practice across Devon can be variable the principals behind the Early Help for Mental Health programme reflect those in the green paper and, as nearly all schools have engaged with EH4MH, means Devon is well placed to put itself forward to be a green paper trailblazer area.

The school has an approach that staff should always say hello to each pupil. All teachers also have an open-door policy for pupils. Young people in the school are never ignored by teachers, so that a culture is created where young people trust staff and are able to gain their confidence. It is very important that the adults around a child in the school environment are happy and positive. The school places a huge emphasis on this approach to try to ensure they feel as secure as they can be, as the environment they have at home may be very different.

Headteacher, Devon Secondary School

⁵ P.22

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/664855/Transforming_children_and_young_people_s_mental_health_provision.pdf

Pastoral Support

- 9.7 Pastoral support is a key factor in being able to help children and young people before issues escalate. It was apparent to the Task Group that those schools who took a holistic view of the child, and worked to build strong relationships with parents, particularly those in need of additional support, created a team around the child that was able to support their emotional health and wellbeing and resulted in them succeeding better in school. Mindfulness programmes are becoming popular with a whole school approach to understanding what issues make someone feel upset, angry, and how to look at things more clearly.
- 9.8 Best practice found schools with an open-door approach to its pastoral work. Pupils know that the school has safe spaces where they can be helped both in terms of emotional, behaviour or learning support. There is an opportunity for children to drop-in, in addition to those young people who have weekly sessions. One school reported having no permanent exclusions at the school since the school adopted a new mentoring programme at the start of the year. The school also supports staff with their emotional health and wellbeing so that they feel empowered.
- 9.9 Peer mentoring was described very positively by a number of young people whom the Task Group spoke to. Peer mentors, anti-bullying ambassadors and library mentors were cited as being more readily approachable than some staff and providing a level of empathy that not all teachers are able to offer. Young people felt it was sometimes easier to talk to their peers than to an adult, as they were often better able to understand the issues that person is going through and also more able to recognize the signs and extent of the problem. DYS Space (formerly Devon Youth Service) have developed a peer wellbeing group with young people, and also carry out mentoring on emotional wellbeing in schools, as well as deliver assemblies and workshops in PSHE lessons.
- 9.10 The Task Group received representations from schools reflecting on the difficult balance between the focus on the academic side to improve their Ofsted rating against investing heavily on the pastoral side.

School Counsellor / Pastoral Support Worker

- 9.11 It was apparent from the young people's representations that there is now much less stigma in terms of accessing school counselling and that pupils are more open to the notion. One school counsellor described it as impossible to meet the demand of all the young people who wanted to see her in the time she has available and so she offers group work instead. Pupils self-refer on issues such as stress, exam pressure and the fear of leaving school.
- 9.12 It is a concern where schools have had to reduce school counselling offers due to resource pressure. This appeared to the Task Group as a false economy given the positive impact such support may have on a young person's emotional wellbeing. Schools have an imperative to find a creative response to meet this need. A positive and cost-effective initiative deployed by one school had a Pastoral Support Worker overseeing trainee counsellors who are a free resource as they are completing their counselling training, but need supervision.

Teacher Training and Support

- 9.13 Teachers should undertake accredited mental health training as part of their PGCE to support them in working with young people who may be experiencing difficulties. However, some of the issues schools have to deal with can be frightening for staff and it is important for both pupils and staff that they receive the most appropriate training in order to deal with such issues. Support is available to staff in relation to those young people with more complex emotional health needs including supervision and advice drop ins through Virgin Care as part of EH4MH.

Agenda Item 12

Alternative Provision

- 9.14 The Task Group received complaints about the cost of alternative provision for young people that could not be supported in school. This is a high cost and complex area, which is being investigated further by the medical workstream of the Devon Inclusion Project.

Family Support

- 9.15 Some young people resent the school's involvement in their home life with tensions in terms of information sharing between the school and parents. Staff highlighted the importance of working together with parents to establish good relationships when dealing with pupil's emotional needs. The process must remain child centred. Schools reported parents within the community that really struggle with the education system. Schools try to break that cycle through also furthering parental aspiration as well. It has a profoundly positive effect to work with parents at raising their confidence and self-esteem. Such work can lead to parents feeling much better equipped to role model for their children.

Emotional Health & Wellbeing Support Initiatives

- Hospice and bereavement counselling
- School nurse
- Mindfulness
- Supportive listening
- Peer mentors – through the Diana Award training scheme. The school has 8 peer mentors who have their own office.
- Anti-bullying ambassadors and library mentors (drawn from Years 8 to 11).
- Referral to school counsellor (capacity issues)
- Referral to Young Devon
- Assemblies – wellbeing
- Resilience support
- Extra-curricular clubs
- Journey After Child Abuse Team
- Online – Kooth, Childline
- LGBTQ support
- Children in Care specialist life story work
- 'Time out' cards for pre-identified pupils to leave classroom

Sampled Devon Secondary School

10. Early Help

- 10.1 In Devon, the Early Help system is made up of service users, community resources, universal service providers and targeted services working together to enable families to manage their own dilemmas and solve their own problems, making whatever changes are necessary to secure the well-being of their children, enabling appropriate risk management in the community and a proportionate response to risk and need⁶.
- 10.2 The Right For Children IT (R4C) platform went live in April 2017 to replace the 'Holistix' system, with the introduction of more streamlined Early Help assessment and planning tools. The system allows the school to share information in a multi-agency way which has been helpful, although as a system it is only as good as the data that is inputted. Schools are engaging with R4C but some felt that, too regularly they are picking up the cases as lead professionals. The Chief Officer for Children's Services reported that it is not unusual for a member of a school staff to be the lead professional since the school is where a child spends most time. The key is that the lead professional is usually the best person to bring everyone together in Team Around a Child meetings. The resilience of a school and the importance of a pupil's emotional health and wellbeing is not the fact of them being left simply with one member of staff but that the whole school owns this agenda. Early Help should reduce the demand on schools through a greater collaboration of agencies identifying need and offering and engaging support. The focus is on looking at the whole system and bringing it together to meet multiple family needs.
- 10.3 An Early Help Improvement Board is in place and schools recognising the growing impact of the Early Help system for children and families. The locality boards are becoming more effective in knowing the areas they serve and in co-ordinating work across agencies. There is still much work to do but progress is being monitored on a monthly basis through the board and the associated workstreams.

Staff relate to the young people they work with and try to offer support and empathy. It is vital to believe in the students and their ability to succeed, which the children subsequently recognise and this builds trust and respect.

Staff member, Devon Secondary School

⁶ <https://new.devon.gov.uk/educationandfamilies/special-educational-needs-and-disability-send-local-offer/early-help>

11. Multi-Agencies

- 11.1 Schools want better collaboration with outside agencies. It would appear that there is still some way to go to communicate EH4MH across the partnership. It is difficult for GPs to keep this high up their agenda and there is a wider issue of how to engage GPs in terms of Early Help. Social workers were largely praised by schools for their input when provided, but there was frustration when social workers are not able to attend meetings due to other commitments. The issue was raised about health and social care not routinely sharing information with schools on plans moving forward following a suicide attempt for instance. Schools would like a more of a formal handover of children from these agencies to avoid the situation where a child is hospitalised, then he/she is back in school the next day and the teacher is completely unaware. This is an important element to be considered as part of the working together protocols, as the young person's right to confidentiality also has to be considered.

CAMHS

- 11.2 Analysis undertaken by the Children's Commissioner⁷ shows just over 200,000 children received CAMHS treatment in the England last year, 2.6% of the age 5-17 population, which compared to recent research on the number of children with a mental health condition suggests between 1 in 4 and 1 in 5 children with a mental health condition were seen by CAMHS last year. Schools in Devon reported that CAMHS access remains difficult. One school described a young person who had an initial referral to CAMHS 12 months ago, and stated that it took a year to be seen, despite an escalation of incidents and exclusions from the school.
- 11.3 Schools reported that support from CAMHS appears to be only available where there is a prominent and obvious self-harm (facial) or there has been a suicide attempt. Referral to CAMHS requires a full Early Help Assessment, where the child and parent share information and agree to engagement. If family/child fails to engage then the support offer is withdrawn. This is often the case with young people with anxiety who do not want to talk to workers they do not know.

Local Transformation Plan Refresh

- 11.4 NHS Northern, Eastern and Western Devon Clinical Commissioning Group's (CCG)'s CAMHS Transformation Plan 2015/16–20/21 has recently been refreshed and has provided as an opportunity to bring together two CCGs and three Local Authorities to develop shared priorities across Plymouth, Devon and Torbay.

Councillors Christine Channon (Chair)
Su Aves
Rob Hannaford
Linda Hellyer
Andrew Saywell

Copies of this report may be obtained from the Democratic Services & Scrutiny Secretariat at County Hall, Topsham Road, Exeter, Devon, EX2 4QD or by ringing 01392 382232. It will be available also on the County Council's website at:

http://www.devon.gov.uk/index/councildemocracy/decision_making/scrutiny/taskgroups.htm

If you have any questions or wish to talk to anyone about this report then please contact:

Dan Looker
01392 382232/ dan.looker@devon.gov.uk

⁷ Figures on those entering treatment taken from the NHS Forward-View Dashboard. Population figures taken from ONS Table SAPE18DT5: Mid-2015 Population Estimates for CCG in England

APPENDIX 1

EH4MH Hub

- A1.1 Young Devon holds monthly Hub groups for young people aged 11-19 in Newton Abbot, Exeter & Barnstaple to look at various topics around mental health. These groups are an opportunity for young people to meet, share thoughts, and reflect on how the community can best promote positive mental health and support other young people. The Task Group were extremely grateful to attend the Exeter Hub and meet with 6 of its members. During discussion the following issues were raised:
- A1.2 Young people described finding out about the Hub, when their CAMHS work was coming to an end, which was important within this context to have somewhere to go even though it is only once a month. There is no pressure to share, but it is a safe place to do so. Everyone is passionate about helping other young people and making a difference. It is about breaking down the stigma of mental health, and creating a ripple effect with friends and families as well. It is about acknowledging that everyone has mental health, it is not just about poor mental health, with parents and teachers understanding the pressure of school and college even when it is an apparently small issue.
- A1.3 In terms of school's approach to mental health, a lot depends on the individual teacher. Schools tend to focus more on physical health of their pupils than their mental health. Teachers need regular training on mental health and wellbeing. It is problematic where a young person may have built up the courage to speak to a teacher about an issue, and then the teacher does not know how to respond.
- A1.4 Schools are not always providing safe spaces for young people to go if they have an anxiety attack and need to leave the classroom. There are instances as well where a young person will disclose information to a member of staff, and then 'behind their back' the school calls the parents. This is understandable where a young person is at risk of harm, but otherwise it is far from helpful and only increases their problems.
- A1.5 Waiting times for autism testing and CAMHS is an issue. Young people would like to know where they are on the waiting list and a time frame for being seen. One young person said it was frustrating where she had been diagnosed with PTSD but had not been told by CAMHS about this. It is essential young people are informed of their diagnosis, as it is an important part of understanding why they might be feeling a certain way which helps with feeling less anxious and isolated. It helps them not to feel that they are just "crazy" and "broken".
- A1.6 CAMHS were reported to be offering a largely positive intervention in terms of the young people at the Hub. It was felt that they had all been seen relatively quickly given their state of crisis, which was often a suicide risk. One young person described CAMHS involvement as 'life changing', and was now working with Virgin Care's Participation Team on how to improve the service.
- A1.7 It is important young people know that support is out there and available. It however can sometimes be difficult for young people to recognize for themselves that they might have an issue in terms of their mental health that needs to be addressed, or they may feel that something is wrong but feel embarrassed. Young people at the Hub are involved in a piece of work to list services for young people in one place.
- A1.8 Exeter College are now doing much more in terms of mental health. One young person described the death of a friend who had been at Exeter College who committed suicide and the work that has been undertaken at the College since this happened. The young person is organising a memorial tree to be planted.
- A1.9 One of the young people reported that he was trying to promote male mental health as well as mental health for young people with a learning disability.

Task Group Activities

- A2.1 The first meeting of the Task Group took place on **6 July 2017** to discuss the scoping of the review and receive an overview of the service from the Head of Commissioning Children's Services.
- A2.2 On **18 September 2017** members received evidence from Chief Officer for Communities, Public Health, Environment and Prosperity and Advanced Public Health Practitioner; Chief Executive, Young Devon, Head of Service for Information, Advice & Rights - Young Devon, Early Help 4 Mental Health Service Manager - Young Devon and Early Help 4 Mental Health Service School Support Programme Lead - Virgin Care; Head of Children's Social Care Operations Manager Early Help – Northern Devon Service Manager and Head of Education & Learning.
- A2.3 On **4 October 2017** the Task Group visited The Park Community School and met with the Deputy Headteacher and a range of school staff.
- A2.4 On **16 October 2017** members visited King Edward VI College, Totnes.
- A2.5 On **19 October 2017** the Task Group visited South Molton Community College and Pilton Community College.
- A2.6 On **23 November 2017** members went to meet young people from the EH4MH Hub Group, YES Centre, George Street, Exeter. The Task Group met with 6 Young People – all past and present Exeter College students, along with the Early Help 4 Mental Health Service Manager, Young Devon and the Participation Coordinator, Young Devon.
- A2.7 On **7 February 2018** The Task Group met the Chief Officer for Children's Services; Assistant Director of Public Health; Commissioning Manager (Children and Young People's Mental Health, South Devon and Torbay Clinical Commissioning Group; Children's and Young People's Commissioning Lead, NEW Devon CCG and Director of Strategy, Organisational Development & Workforce, Devon Partnership Trust.
- A2.8 On **5 March 2018** members met to discuss their findings and recommendations.
- A2.9 On **24 April 2018** the Task Group met the Head of Education & Learning and discussed the draft report.

APPENDIX 3

Contributors / Representations to the Review

Witnesses to the review in the order that they appeared before the Task Group. Members also met with a significant number of children and young people on their school visits.

Witness	Position	Organisation
Fiona Fleming	Head of Commissioning Children's Services	Devon County Council
Dr Virginia Pearson	Chief Officer for Communities, Public Health, Environment and Prosperity	Devon County Council
Rachel Humphries	Advanced Public Health Practitioner	Devon County Council
Andy Moreman	Chief Executive	Young Devon
Ros Arscott	Head of Service for Information, Advice & Rights - Young Devon	Young Devon
Jamie Keyse	Early Help 4 Mental Health Service Manager - Young Devon	Young Devon
Sarah Lewis	Early Help 4 Mental Health Service School Support Programme Lead	Virgin Care
Mark Lines	Head of Children's Social Care	Devon County Council
Sarah Simpson	Operations Manager Early Help – Northern Devon Service Manager	Devon County Council
Dawn Stabb	Head of Education & Learning	Devon County Council
Kay Sanders	Deputy Headteacher	The Park Community School
Lorraine Stone	SENCO	The Park Community School
Simon Borrington	HLTA	The Park Community School
Sam Saintey	HLTA	The Park Community School
Lisa Barton	Pastoral Mentor	The Park Community School
Kim Scott	Pastoral Mentor	The Park Community School
Sarah Winstone	Assistant Principal – Inclusion	King Edward VI College
Andrew Finney	Principal	South Molton Community College
Lindsay Skinner	House Learning & Behaviour Coach / Safeguarding Officer	South Molton Community College
Michelle Goddard	Assistant Headteacher	Pilton Community College
Suzie Eden	SENCO	Pilton Community College
Julie Lea	School Counsellor	Pilton Community College
6 Young People	EH4MH Hub Group (all past and present Exeter College students)	YES Centre, George Street, Exeter
Jamie Keyse	Early Help 4 Mental Health Service Manager	Young Devon
Melody Hunter Evans	Participation Coordinator	Young Devon
Jo Olsson	Chief Officer for Children's Services	Devon County Council
Steve Brown	Assistant Director of Public Health	Devon County Council
Louise Arrow	Commissioning Manager (Children and Young People's Mental Health	South Devon and Torbay CCG

Agenda Item 12

Kate Taylor	Children's and Young People's Commissioning Lead	NEW Devon CCG
Helen England	Director of Strategy, Organisational Development & Workforce	Devon Partnership Trust

Written representations

Catherine Higley	Headteacher	East-the-Water Primary School
Marc Kastner	Strategic lead for Education Inclusion Services & Other Services to Vulnerable Children	Devon County Council

APPENDIX 4

Bibliography

- CAMHS Transformation Plan – Devon Torbay and Plymouth (2017/18 Refresh)
- Future in Mind (Department of Health, 2015)
- [Children's Mental Healthcare in Britain \(Children's Commissioner, 2017\)](#)
- [Transforming Children and Young People's Mental Health Provision \(Department of Health / Department of Education 2017\)](#)

Early Help for Mental Health Service

	Action	Who	When
Recommendation 1			
1. That the Early Help for Mental Health (EH4MH) provision (or equivalent) is continued.	<ul style="list-style-type: none"> EH4MH included in the CCGs/DCC joint specification for CAMHS Application for national trailblazer (reference Government's green paper) 	Fiona Fleming Rachel Humphries	Completed March 2019 March 2019
2. That EH4MH continues to be offered to all primary schools in Devon to ensure maximum take up of the service.	<ul style="list-style-type: none"> Analysis of current take-up of EH4MH programme by primary/secondary setting Schools currently not engaged in EH4MH are identified Chair of Scrutiny to write to the identified schools, asking Chair of Governors to encourage participation (to include EH4MH leaflets) 	Rachel Humphries Rachel Humphries Chair of Scrutiny	July 2018 July 2018 September 2018
Recommendation 2			
That there is better awareness in schools in Devon as to the nationally available tools and resources on emotional and health and wellbeing, that can be linked in with EH4MH, promoting use of range of strategies to ensure wrap-around support to young people including counselling, peer mentoring and internal pastoral support.	<ul style="list-style-type: none"> Reissue DFE/PHE guidance for schools via Dawn Stabb's electronic newsletter Encourage establishment of champions and support for mental health in schools Congratulatory letter to all uptakers of EH4MH programme 	Dawn Stabb Rachel Humphries (For Christine Channon)	September 2018 September 2018
Recommendation 3			
That all Devon schools are encouraged to have a mental health champion and support champions and that all appropriate teaching staff are trained in terms of emotional health and wellbeing with access to annual best practice updates.			
Recommendation 4			
That there is better promotion of the offers available from outside agencies so schools know exactly what support and training is available.			
Recommendation 5			
That the County Council supports the work started by the Strategic Partnership Forum who, alongside schools are seeking to resolve issues relating to Autistic Spectrum Disorder (ASD) assessments. This work will later transfer to the Special Educational Needs and Disabilities (SEND) Improvement Board.	SEND Improvement Board reports back to Scrutiny on work being undertaken on Autistic Spectrum Disorder.	Dawn Stabb	Autumn 2018
Recommendation 6			
That the Council promotes joint agency working in line with the Early Help protocols to ensure that, as far as possible, all agencies (DCC, CAMHS, Health, Police etc) work together to support young people whose mental health puts them at risk of harm.	Scrutiny report to Devon Children and Families Partnership and Early Help Improvement Board for dissemination.	Stephen Matthewman	Autumn 2018

Health and Adult Care Scrutiny Committee

Better Care Through Integration?

An Investigation into the Working of
The Better Care Fund in Devon

Final Report

7 June 2018

Agenda Item 13

Contents

	Preface	3
1.0	Introduction	4
2.0	Recommendations	5
3.0	Background / Context	7
4.0	Better Care Fund in Devon	10
5.0	Issues / Further Considerations	11
Appendix 1	Devon Community Health & Social Care Teams	21
Appendix 2	Task Group Activities	22
Appendix 3	Contributors / Representations to the Review	23
Appendix 4	Bibliography	24

This report can be downloaded from:

<http://democracy.devon.gov.uk/ieListDocuments.aspx?CId=428&MId=2855&Ver=4>

Preface



In 2016 NHS organisations and local councils came together to form 44 Sustainability and Transformation Partnerships (STPs) covering the whole of England, and set out proposals to improve health and care for patients. Integrated care, close collaboration of health and social care, is firmly on the agenda and gathering pace.

In June 2013, the Government announced the Better Care Fund (BCF). Its purpose was to ensure a transformation in integrated health and social care. What made it different was that it created a single pooled budget to incentivise the NHS and local government to work more closely together.

The role of Health and Adult Social Care Scrutiny is to ask challenging questions about the way the system is structured and how it functions. As an important forerunner to an integrated care system, the Task Group was set up to come to a deeper understanding about the BCF and how it can help to inform quality working practices in this move to full integration.

I would like to thank the members of the Task Group for sharing their experiences and ideas, their insightful comments and consistent support that has helped me shape up this piece of work and write the final report. I would also like to thank the many witnesses who gave up their time graciously and talked to us openly and honestly which has enabled us to reach a better understanding of how the system works. Finally thank you Camilla de Bernhardt Lane for setting us on our way and inducting me as a new councillor into the ways of 'The Task Group' and thank you to Dan Looker for picking up the reins and helping me to finish the job.

**Councillor Hilary Ackland,
Chair, Better Care Fund Task Group,
Health and Adult Care Scrutiny Committee**

Agenda Item 13

1. Introduction

- 1.1 The Task Group — Councillors Hilary Ackland (Chair), Sara Randall Johnson, Sylvia Russell and Carol Whitton — would like to place on record its gratitude to the witnesses who contributed to the review. In submitting its recommendations, the Group has sought to ensure that its findings are supported with evidence and information to substantiate its proposals.
- 1.2 On 19 June 2017 the Health and Adult Care Scrutiny resolved to set up the Better Care Fund Task Group. The terms of reference for the review were:
 1. To appreciate the historical aims and applications of the Better Care Fund.
 2. To understand the purpose and accountability of partners in integration.
 3. To contribute to the future direction and monitoring of success of the outcomes of the Better Care Fund.
 4. To report back to the Health and Adult Care Scrutiny Committee on the findings of the Task Group.
- 1.3 Time and resources necessitate that this report provides a snapshot approach to highlight significant issues. The list of witnesses to the review does not pretend to be exhaustive but it does provide insight into some of the central themes.
- 1.4 Therefore, the Task Group asks the Health and Adult Care Scrutiny Committee, Cabinet and Northern, Eastern and Western (NEW) Devon CCG and South Devon and Torbay CCG to endorse this report and seriously consider the recommendations tabled below.

2. Recommendations

Financial

Recommendation 1

That Devon County Council (DCC), Northern, Eastern and Western (NEW) Devon Clinical Commissioning Group (CCG) and South Devon and Torbay CCG should request that Government generate financial models that encourage full integration of health and social care budgets.

Measurement and Evaluation

Recommendation 2

That the Executive Team of the STP should consider the following:

- i. That beyond monitoring of targets and outcomes, ongoing evaluation of impact is built into the system and this robust evidence accrued is used to review, change and develop the system for the benefit of the service users.
- ii. That the evaluation framework should include significant public engagement and involvement.
- iii. That serious consideration should be given to fund external evaluation of the BCF using iBCF monies to inform the development work of creating the Integrated Care System.

Acute / Community Services

Recommendation 3

- i. That acute and community service providers should, together recognise that risk management is shared and should result in the establishment of a common risk assessment tool.
- ii. That Health and Adult Care Scrutiny Committee should add the Carers' Contract into its work programme at least every two years.
- iii. That GPs and community services should explore together innovative ways of working.

Workforce

Recommendation 4

That DCC should use its expertise to generate a mixed economy of care businesses to help alleviate the shortage of workers by setting up feasibility studies of new business models of care delivery that would lead to the possibility of investing in innovative practices.

Agenda Item 13

Technology

Recommendation 5

- i. That DCC should consider using iBCF money to develop quality Big Data and Big Data Analytics to support strategic decision making by commissioners.
- ii. That both Social Care and the CCGs should ensure that there is full access for professionals and patients across both health and adult care to patient records and explorations around common assessment tools should be encouraged.

Mental Health

Recommendation 6

That, moving in the direction of the NHS England national target, equal priority is given to mental health as to physical health. There is a greater recognition that healing the whole person often means professionals across mental and physical health working closer together alongside Social Care, Public Health and Housing.

Governance

Recommendation 7

- i. That CCGs with encouragement from DCC should put into place a governance structure where they join with Social Care and Public Health under the umbrella of local democratic accountability in both policy formulation and commissioning activities.
- ii. That given the BCF governance is accountable to the Health and Wellbeing Board, recommendations 2, 4 and 5 would be monitored by the Board at regular intervals.

3. Background / Context

- 3.1 The Better Care Fund (BCF) was instigated by Norman Lamb, the Minister for Care Services when he initiated the Integration Transformation Fund that became the BCF. The underlying philosophy and purpose of the Fund has not changed since its inception. He gave a speech to the King' s Fund on 23 January 2014 where he outlined his vision. He called for 4 shifts in the Health and Care systems:
- Shift One was to move from repair to prevention. 'Payments by Results incentivises activity in acute hospitals. There has not been sufficient emphasis on preventing ill health and preventing the deterioration of health to prevent crisis from occurring in the first place.'
 - Shift Two was to integrate a fragmented service and to have joined up thinking shaped around the needs of the individual. 'There has been years of institutional separation mental health from physical health, primary care from secondary care, and health care from social care.'
 - Shift Three was to change from a culture of paternalism. 'The systems are very paternalistic and that needs to change to something that absolutely focuses on the individual, gives them power to determine what happens to them'.
 - Shift Four was to move from what he describes as a very exclusive system to one where 'there has a much richer collaboration between the statutory services and the wider community. The voluntary sector and volunteers, people in the communities doing things to support others.'
- 3.2 Norman Lamb had high hopes for the BCF. He told his audience, 'the BCF, it seems to me, provides an extraordinary catalyst for accelerated change and it's the biggest promotion in my view of this shift from repair to prevent and the shift from fragmented care to joined up care that we have ever seen.'
- 3.3 The BCF comprised of existing budgets to create a pooled budget of £3.8 billion
- £1.1 billion transfer from health to social care
 - £130 million Carer's Break funding
 - £300 million CCG re-ablement funding
 - £350 million capital grant that included £220 million Disabled Facilities Grant
 - £1.9 billion from NHS allocations
- 3.4 Although not new money, Brandon Lewis Under Secretary of State in the Department of Communities and Local Government, at the same conference stated the following:
- 'What I would say, across the sectors, is to be absolutely clear about one thing in particular. Doing the same thing in the same way but with just a new co-signed signature on the plans will not cut it. We will pick that up. It is about working together in a new way, and working together from start to finish with local authorities and clinical commissioning groups coming together as equal partners.'
- 3.5 Fast forward to the present Better Care Fund 2017-2019, that is the subject of this report, we can see from its key purposes that it has remained integral to the project. In a very recent event 20/3/2018 the Deputy Programme Director of the BCF Support Team stated in her opening remarks. 'The BCF remains the main way in which government is supporting the creation of a better joined up model of integration that

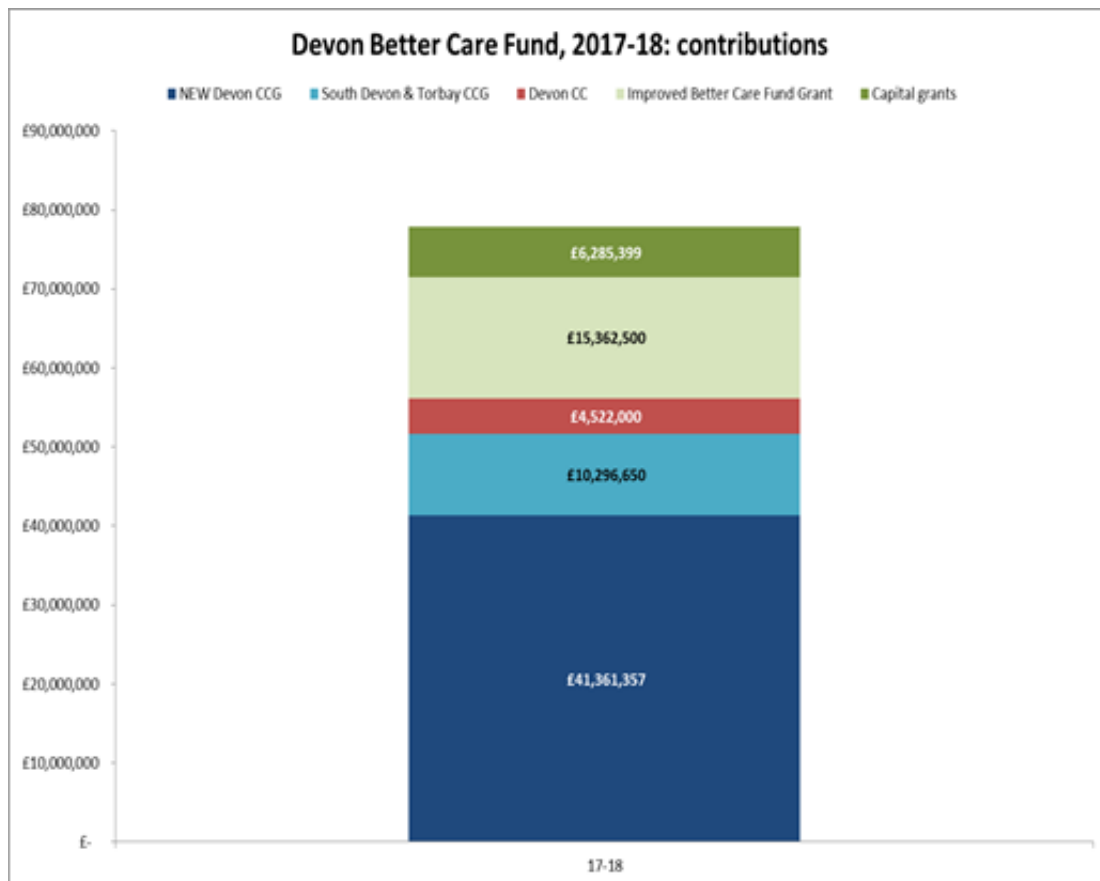
Agenda Item 13

aims to improve the way in which services are co-ordinated and delivered to individuals.'

3.6 Norman Lamb's shifts are reflected in the present-day policy goals of the BCF given at the event.

- Help individuals to manage their own health and wellbeing and live independently in their communities as long as possible
- Support and encourage more investment in out of hospital, preventative and personalised approaches to manage health and wellbeing
- Bring together health, social care and housing to produce joint integration plans (with a statutory underpinning)
- Create pooled budgets in every area to fund these plans
- Support an aligned cross-partner perspective on integration in all areas
- Support successful delivery of schemes towards integration and learn what works.

3.7 The size of the BCF has grown to over £7 billion each two years: 2017-2019. This includes the improved BCF Grant (over £2 billion) that is a revenue grant to give additional support to social care. This iBCF can only be used for meeting adult social care needs, reducing pressures on the NHS which includes supporting people to be discharged from hospital when they are ready and ensuring the social care provider market is supported.



3.8 The BCF is part of the bigger picture in Health and Social Care developments, the STP (Sustainability and Transformation Partnerships) and the impending Integrated Care Systems, all intent on ensuring local integration plans support and enable personalised, preventative approaches to care. The Government perceive the BCF as accelerating and making happen conversations about joint working across

agencies and therefore 'oiling the wheels' for whole system integration. There is an expectation that there will be full integration by 2020.

- 3.9 The individual is at the heart of the BCF ideology. It is, on the one hand, giving citizens joined up health and social care and on the other the Government is looking to find ways to have a healthier (therefore cheaper to look after) population. If a citizen becomes less healthy they will be living in a culture that expects them to stay as independent as possible, for as long as possible and to access help to stay at home surrounded by a resilient community. By rolling back the paternalistic culture-the state knows best attitude-the health system will only be there for specific and acute needs.
- 3.10 This Task Group was set up to investigate how the BCF plans in Devon are working and what impact it is having in integration in Devon. Therefore, it was considered important to understand how the commissioners and managers were engaging in the implementation of the BCF and how they have included the improved Better Care Fund grant.
- 3.11 It was felt that given the time limitation the emphasis should remain on the perspectives of the commissioners and managers. There is clearly a possible follow up report that would concentrate on the outcomes for providers and the public who use the services.
- 3.12 The report that follows highlights issues that have emerged through the witness interviews. It also suggests further considerations leading to recommendations. These could, potentially, improve the progress and pace of change towards a fully integrated system that appears to be the aim of the Health and Social Care leadership in Devon.

4. Better Care Fund in Devon

- 4.1 It is worth remembering that the Devon County Council area covers 2,543 square miles and has a population of over 750,000 residents.. It is largely rural with a number of small towns, scattered villages, hamlets and Exeter city, moderate as cities go with a population of around 128,000.
- 4.2 Devon's approach to the Better Care Fund (BCF) chimes with the underlying philosophy of the fund:
- 'The plan sets out our commitment to transforming care to deliver the best possible outcomes for our population; shifting our model of care so that more people are cared for in out of hospital settings-through prevention, more proactive care, and new models of care delivery-and reducing reliance on secondary care. We will take a place-based approach to wellbeing for our communities through joint working of statutory partners and the voluntary and charitable sectors.' (BCF Narrative Plan 2017/2019).
- 4.3 The Devon BCF is developed and agreed by the commissioning partners and signed off by the Devon Health and Wellbeing Board. The partners are Devon County Council New Devon Clinical Commissioning Group (CCG) and South Devon and Torbay CCG. During the year 2017 the two CCGs have come together to form a single strategic executive team to deal with a common set of financial and service challenges. They remain, however with two Boards. The Devon Model of Care has 3 principle elements that has been set up to put into practice the 3 priorities of the Devon Plan, targeted prevention and maintenance, support when crisis comes, and enhanced recovery and independence:
1. Comprehensive Assessment: putting a care plan in place that is designed to capture the potential need for further care in the future.
 2. A single point of access to make it easier for GPs and others to get additional support when needed. It is connected to a Rapid Response service.
 3. Comprehensive Rapid Response (care at home) so people can stay at home if possible and not be taken automatically to A&E should they, for example, have a fall at home. Support will be put in place for the immediate future to avoid hospital admission and support will be there for people leaving hospital if they need it for safety reasons. Reablement support will also be available alongside traditional care.
- 4.4 Building community resilience is also an important feature of the plan:
- 'Our voluntary and community partners will be at the heart of our new care model. It is vital that statutory public services and the voluntary and community groups work together if we want to improve people's health and wellbeing and reduce demand on health and care services.'
- 4.5 The Devon Model of Care is structured around Community Teams. Devon is divided into 4 localities (see Appendix 1) each with its own director of operations mandated to fulfil the strategic aims of the BCF. It was strongly felt that different solutions are required for different parts of Devon. Outcomes are set centrally but local solutions are sought that best fit local need.

5. Issues / Further Considerations

- 5.1 The issues arising from the witness interviews are presented here. The Better Care Fund exists within a fast-changing landscape of Health and Social Care. The interview methodology was open ended and conversations ranged over many topics. Interviewees were able to talk about the areas of work in which they were closely engaged and where the BCF fitted into their brief. Hence many of these issues were covered from different perspectives and so each issue written up here reflects the interests of more than one interviewee. Hence no attributions are given. Following issues raised by the interviews are further considerations that in our view emerge from the issues and lead to our recommendations.

Issue 1: Financial

- 5.2 The BCF is divided into three separate pools, reflecting differences in the external constraints and reporting requirements of the fund; capital, the improved BCF grant and revenue. Allocations of the three pools fall into the scheme type taxonomy required by NHS England although these categories are not used locally.
- 5.3 The BCF pooled budget sits alongside fragmented budgets of the NHS and Social Care. It is worth mentioning here that a Scrutiny Task Group undertook a spotlight review of [Fair Funding in the NHS in Devon](#) published in January 2017 and provides information on the funding formula and situation in Devon where reference is also made to how Social Care funding is allocated.
- 5.4 Working under specific budget headings causes issues for managers who are spending too much of their time discussing, debating and challenging each other about who pays for what when instead they want to be dealing with the person holistically. The BCF has given a flavour of what it is like to be able to look at the person's need as a whole and therefore managing to respond proportionally to that rather than identifying specific needs that match a particular budget. Total financial integration would potentially alleviate this.
- 5.5 However total financial integration would require trust, openness and transparency. It would require financial responsibility and a professional, positive approach to risk management. Local Government have years of experience of working within budgets whereas the CCGs have been able to go into debt. It would involve a change of approach working with individuals as a person in a context as opposed to only working with the conditions they have and dealing with individual conditions on a piecemeal basis. This is crucial as the NHS and Social Care is dealing with more and more people with increasingly complex needs and multiple conditions: one in three people in Devon live with one or more long term conditions.

Further Considerations

- 5.6 Financial integration is a means of enabling integrated care. Integrated financial approaches could possibly address and correct perverse incentives. Given the close working relationships across different organisations, legal frameworks set out centrally by government would specify the management of pooled budgets with equity and justice. A harmonisation of reporting requirements between NHS England and Department of Communities and Local Government would support the process.
- 5.7 However it is important to recognise that with integration, the social care budget could potentially move across into the Health budget and the local authority will become one of the funders instead of an equal partner. This is a concern within Local Government and impacts on local democratic accountability. This is discussed later in this report.

Agenda Item 13

Recommendation 1

That Devon County Council (DCC), Northern, Eastern and Western (NEW) Devon Clinical Commissioning Group (CCG) and South Devon and Torbay CCG should request that Government generate financial models that encourage full integration of health and social care budgets.

Issue 2: Measurement and Evaluation

- 5.8 Delayed Transfer of Care (DTOC) occurs when a person is ready for discharge acute, non-acute or mental health care, but is still occupying a bed designated for such care. A person is ready for transfer when the following three criteria are met:
1. a clinical decision has been made that the person is ready for transfer
 2. a multidisciplinary team decision has been made that a person is ready for transfer
 3. the person is safe to discharge.
- 5.9 When the three criteria are met the clock starts ticking and there are 72 hours to sort it out. The clock pauses if one of the criteria is lost. Daily data is gathered at midnight each day. Best practice is 24/48 hour planned discharge.
- 5.10 The issue arising from this national measurement of DTOC is that it is skewing the work of the main principles of the BCF. The emphasis on hospital flow is causing problems. It was explained that there is an implicit misunderstanding about local context. There is a problem about what is being measured with the demanding DTOC targets difficult to meet. Government tries to simplify success as a specific target not being concerned by the complexities behind the statistic. DTOC is the first priority of the senior commissioner as there was a fear that funding would be cut if the November target has not been met. There is the receiving of daily DTOC data and the November target was met. In 2016/17 DCC rated below most comparators and regional neighbours and did worse than the national and regional averages. However, it halved between June and November 2017 and in November DCC was 93rd out 150 and was sufficient not to have funding put in jeopardy. Progress was made in all trusts, in particular the RD&E where 50% of Devon DTOC takes place. Progress has not been maintained over winter but it is worth noting that on other measures for example, length of hospital stay and re-admissions, the figures are better.
- 5.11 DTOC is attributed less to social care than NHS. In fact, the proportion of DTOC attributed to social care in Devon in November was half the national average. The three top reasons for DTOC in Devon are:
1. Awaiting NHS care
 2. Awaiting a care package for own home
 3. Awaiting a place in a residential or nursing home.
- 5.12 There is no robust evidence for this though it could be surmised that access to a bed in a home is not available at the right time and there are insufficient staff to process the care package in the time allowed. This highlights the need for processes and practices to be investigated. It is also interesting to note that the RD&E was praised for its exemplary plans to manage DTOC but this did not follow though in sufficiently reduced DTOC.

Further Considerations

- 5.13 Further consideration should be given to setting up an evaluation model that enables operational processes to be systematically observed and recorded for discussion and forward planning. Overarching the monitoring and the reporting of the national metrics could be an evaluation framework that has the brief to explore the impact the changes put in place have had on patients' experiences of care. The possible question to ask is: Has the way the resources have been spent, and the changes implemented, improved care outcomes in terms of the overall health and well-being of the population of Devon?
- 5.14 As part of the evaluation process, consideration should be given to how success or otherwise of the new model of care is to be judged. Does success mean having driven DTOC down? Does success mean better services for the public? Does success mean people are more aware of health issues and are looking after themselves better? An evaluation framework that explores these questions reliably would enable judgements to be made with a feedback process built in so continuous maintenance and improvement is possible. NEW Devon CCG have had issues with respect to patient and public participation. Including significant public involvement as part of the evaluation framework, would provide evidence of a meaningful engagement with patients, carers and communities. Perhaps there is a place here for using some of the monies unallocated from iBCF to fund an independent evaluation agency.

Recommendation 2

That the Executive Team of the STP should consider the following:

- i. That beyond monitoring of targets and outcomes, ongoing evaluation of impact is built into the system and this robust evidence accrued is used to review, change and develop the system for the benefit of the service users.
- ii. That the evaluation framework should include significant public engagement and involvement.
- iii. That serious consideration should be given to fund external evaluation of the BCF using iBCF monies to inform the development work of creating the Integrated Care System.

Issue 3: Acute/Community Services: changing ideology through the commissioning process

- 5.15 The model of care is very much about promoting independence and supporting people to avoid crisis. Measuring pressure on the urgent care system and A&E works as a barometer to ascertain whether community services are working well or not. Community teams work to keep people well, out of hospital and in their own homes. Key members of the community are the unpaid carers who support the cared for and mitigate the need for the statutory services to step in to keep people safe. There has been over the life time of the BCF, a recognition that looking after carers' health and emotional wellbeing is crucial to de-escalation in the use of the acute services. Community service action plans seem to be working as non-elective activity is down. There is a direct correlation between increasing the treatment and support into the community and reduction of the number of people going to A&E.
- 5.16 There is an issue about acute/community service relationships. It is recognised that there needs to be a discussion between acute hospital staff to communicate better with community services-linking up with the patients then offering to let patients go

Agenda Item 13

to community support. Consultants want to be sure that the patient can leave hospital safely but they need to let go the paternalistic stance and be confident that the community is supported, family members who see themselves as the primary carer, community and care teams alongside GPs offering a real patient centred approach.

- 5.17 The cultural shift to home based care from hospital based care carries risk. Risk is an issue and needs to be managed effectively. The community services need to be able, with evidence, to assess the risk to the satisfaction of the clinicians in the hospital services.

Further Considerations

- 5.18 The BCF was the first national driver to move money from health care to social care. This has put the emphasis on community services and has been a catalyst to start conversations about community health and wellbeing integration on the ground seeing the hospital as the last resort for people.
- 5.19 As mentioned above, the key cohort of people that are crucial to the success of care at home, are the army of unpaid carers supported by community volunteers who look after family members and friends in the community day by day. The new carers contract went live on 1 May 2018 and is funded out of the BCF at £2.2 million. It is a 5-year contract to which the CCGs are also absolutely committed. Carers were closely involved in the design of the contract and so key features they asked for are included: peer support and information, advice and guidance. [Helplines](#) are also available on managing conditions and carers' training is being offered so carers can take an active role and be recognised for maintaining their cared for at home in a stable state. As it is a 5-year contract it needs to be able to be reviewed over its life span. As well as careful monitoring, qualitative evaluation of this contract to give quality support to this group of people is crucial.
- 5.20 A further consideration is the improvement of communication and working relationships between community services and GPs. This relationship is central to making the system work. Innovative working models between GPs and community services should be explored. One new way of working is taking place in Devon where a team of GPs have given up their independence and are working under contract to the RD&E community services.

Recommendation 3

- i. That acute and community service providers should, together recognise that risk management is shared and should result in the establishment of a common risk assessment tool.
- ii. That Health and Adult Care Scrutiny Committee should add the Carers' Contract into its work programme at least every two years.
- iii. That GPs and community services should explore together innovative ways of working.

Issue 4: Workforce

- 5.21 It is the role of community teams to keep people safe and to help them with their health issues outside the hospital. The teams are multi-disciplinary and have people in them who span health and social care; nurses, occupational therapists, care workers, all of whom offer services to help and support. The system moves people into it after they leave hospital for short term support-up to 7 days on average to help them get in their feet and be independent.

- 5.22 Teams also go into homes when health problems erupt. This is a rapid response team who can assess the situation and signpost to the appropriate service which may or may not mean hospital admission.
- 5.23 There is the issue within the teams of people working across the two different salary schemes of Health and Social Care with different terms and conditions, even in areas where they are doing the same job. In recent years to alleviate this situation, Rapid Response staff have been employed through Health rather than DCC, in some of the localities. These staff groups are often unqualified but with core competencies to support people with care needs at home. They are always overseen by clinicians such as community nurses and therapists.
- 5.24 One of the problems when people come out of hospital and received support, it is difficult to move them on if it is not possible to source help. As it is not right to leave people not safe they are continued to be supported for up to 6 weeks or more until social care can take over. This is known as 'back filling' and ties up staff who should be engaging in short term rapid response work. Hence, the issue here is the difficulty in having sufficient care staff in the system.

Further Considerations

- 5.25 The new ways of working in the community that is supporting integration is creating new roles for the staff as Health and Care workers are working across boundaries.
- 5.26 Reaching across organisational structures to build relationships, interconnections and interdependencies is defined as boundary spanning¹. This can be done at an individual level to develop and manage interactions and at an organisational level by setting up policies and structures that facilitate and define the relationships between individuals and their respective organisations.
- 5.27 A notable new role that is emerging is that of the [Care Navigator](#). This is now established in a range of health and community settings. Their main role is to support individuals to plan, organise and access support although their remit and extent of practice varies from giving advice and signposting to a more active role in supporting people to engage in activities. Exeter, for example, has developed community facilitators: connectors and builders and introduced social prescribing. The role of the Care Navigator could compliment this work.
- 5.28 Turning to the issue of sufficiency, DCC is very open about the shortage of care workers across the County and particularly in Exeter. This resonates with the situation nationwide. A recent survey of half of all local authorities in England responsible for social care commissioning found that 77% had experienced provider failure in the year 2015/16 and 74% thought another failure likely in the coming year².
- 5.29 One analysis warns of the loss of 37,000 beds in the care sector by 2020/21, whilst the chairman of one of the largest providers (which rescued almost 250 care homes from Southern Cross) has recently claimed that 50% of care homes are 'non-viable'³.
- 5.30 In the case of home care, three of the top five providers, (Care UK / Saga / Mitie), recently decided to pull out of the market, after struggling to make a profit following the introduction of the living wage, and tougher immigration rules making recruitment more difficult. Mitie cites 'sustained downward pressure on homecare charge rates and reductions in the volumes of care commissioned' as reasons for the sale of its healthcare business for £2⁴.

¹ Williams P (2011) "The life and times of the boundary spanner", Journal of Integrated Care, Vol. 19 Issue: 3, pp.26-33

² Department of Health 2016.

³ [ResPublica \(2016\) The Care Collapse: The imminent crisis in residential care and its impact on the NHS](#)

⁴ [Telegraph Business online 10/4/2017](#)

Agenda Item 13

- 5.31 The improved Better Care Fund (iBCF) can be used to stabilise the market. The Care Act 2014 provides LAs with powers and duties 'to shape' the market locally in order to achieve better outcomes. This remains unachievable because of the heavy reliance of DCC on private providers to deliver services.
- 5.32 Marc Sandel, public philosopher, argues that markets have become detached from morals and there has been a drift from having a market economy to being a market society. As a result, markets and market values have penetrated into spheres in which they do not belong⁵.
- 5.33 Surely the time has come to have a different approach and a more mixed economy in the care sector with organisations with a social purpose being prioritised. Oxfordshire has earmarked funding from their iBCF to create micro-enterprises and community companies to support individuals in the home care sector.
- 5.34 In Devon, feasibility studies should be carried out to look at new and innovative care delivery models for the home care market and develop a business model which supports partnership working with the Local Authority.

Recommendation 4

That DCC should use its expertise to generate a mixed economy of care businesses to help alleviate the shortage of workers by setting up feasibility studies of new business models of care delivery that would lead to the possibility of investing in innovative practices.

Issue 5: Technology

Information Technology

- 5.35 There are information technology issues that are slowing down integration development and work that integration teams are doing. Devon has not created integrated assessment tools nor are there currently integrated electronic records. There could have been more focus on prevention with quality data informing policy decisions from the Joint Strategic Needs Assessment (JSNA) as a baseline. However, in reacting to strategic imperatives the focus of the BCF has been constrained to Health and Social Care in the context of financial pressure

Further Considerations

- 5.36 The sharing of data and common IT systems would encourage smoother integration. There is a call for easy access across both sectors and for a single assessment tool across both Health and Social Care. It is also felt that it needs to belong to the individual so that service users recognise their plan and know that they are the front and centre of it. The National Audit Office report on Health and Social Integration (February 2017) stated that an April 2016 review by the Local Government Association found there were no policy restraints preventing information sharing. They found from their case study visits that the local bodies were still unsure of the legal requirements for data sharing and felt this was still acting as a barrier. The Department of Health admitted they had not done enough to explain the rules around information governance.

⁵ Sandel M (2012). What Money Can't Buy; the Moral Limits of Markets London: Allen Lane

- 5.37 The Joint Strategic Needs Assessment (JSNA) is central to the integration agenda and funded through the public health grant. The JSNA informs the health and social care system about the needs of the populace. The intention of the BCF is to increase resilience and enable a focus on preventative measures. A clear link should be developed from the JSNA to BCF spend. The Public Health Grant is ring fenced and reducing, however it would be possible through the iBCF for money invested in the development of the quality of Big Data to support strategic decision making by commissioners.

Assistive Technology

- 5.38 Assistive Technology (AT) is a broad term used to describe any item, object, device or system that enables the person to perform a task that they would be unable to do, or increase the ease and safety by which certain tasks can be performed.
- 5.39 It is seen as a supportive, complimentary means of enabling frail and vulnerable members of society to live safely and well at home for a longer period of time.
- 5.40 There is a yearly budget of £0.5 million from the iBCF to innovate the use of assistive technology. AT items can be bought through the community equipment service. The AT allocation is designed to enable delivery of the strategy, to ensure that technology enabled care and support (TECS) are considered at every point of the assessment and review. The Devon plans for the iBCF allocation cover more than the first year and some of them will take time to fully scope and complete appraisals. The budget funded hosting a 'SmartHouse' event to demonstrate the use of TECS in a home environment.
- 5.41 Plans for 2019-2021 include option appraisal of the 'First Responder' service to respond to alerts for those using telecare. Also developing a business case for the best use of TECS to maximise independence for adults with disabilities as well as, a second 'SmartHouse' and development of case study videos and website to promote TECS to staff service users and families.

Further Considerations

- 5.42 According to the Social Care for Excellence AT for Older People research briefing, some of the key benefits of AT include:
- Increased choice, safety, independence and sense of control
 - Improved quality of life
 - Maintenance of ability to stay at home
 - Reduced burden to carers
 - Improved support for people with long term health conditions
 - Reduced accidents and falls in the home
- 5.43 Combined with quality and consistent care and support and recognising the proposed technology must suit the individual and their unique situation, it can be a win, win for the individual and the care services.

Recommendation 5

- i. That DCC should consider using iBCF money to develop quality Big Data and Big Data Analytics to support strategic decision making by commissioners.
- ii. That both Social Care and the CCGs should ensure that there is full access for professionals and patients across both health and adult care to patient records and explorations around common assessment tools should be encouraged.

Agenda Item 13

Issue 6: Mental Health

- 5.44 Mental illness is a huge agenda. It has been the Cinderella service. The Better Care Fund is as if money has dropped from the sky. BCF has allowed opportunities to focus on the preventative side as well as targeting ill health provision. It is hugely positive that a two year programme has been set which should allow the opportunity to look at the root causes of problems rather than just dealing with the consequences of bed blocking. (It is worth noting that in November 2017 half of the DTOC beds in non-acute settings were mental health beds) iBCF providing £2 million is helping to prevent the spiral.
- 5.45 Over the two-year programme the aim is to strengthen the provision across the Country and drive out areas of inequality in terms of access and quality. Teignbridge in particular has been identified as requiring more work in adult mental health. There is a crisis house in Torbay which helps to give support before things get to the point of acute. This quality of provision is going to be replicated with crisis drop-in centres in both Exeter and Barnstaple. There are mental health services in the prisons in the County at Exeter, Princetown and Channing's Wood but time did not allow the Task Group to review this.

Further Considerations

- 5.46 An emphasis needs to be placed on new communities to ensure there is adequate resilience in the system. There is a need to reach out in a more robust way. BCF can certainly 'oil the wheels' as part of the process. BCF is an adult pot but it is possible to bring families into it.
- 5.47 Between 12 and 18 percent of all NHS expenditure on long term conditions is estimated to be linked to mental health. The Joint Commissioning Panel for Mental Health (2012) suggests that liaison services should be provided in A&E departments for patients who have a mental and physical disorder to ensure their needs are met. Rapid Assessment Interface and Discharge, a model of liaison services which includes health and social care capacity as well as specialist skills to provide a complete mental health service in an acute trust has been shown to reduce hospital bed use, particularly by older people⁶.

Recommendation 6

That, moving in the direction of the NHS England national target, equal priority is given to mental health as to physical health. There is a greater recognition that healing the whole person often means professionals across mental and physical health working closer together alongside Social Care, Public Health and Housing.

Issue 7: Governance

- 5.48 The original roots of the BCF came from existing funding streams, and this fact impacted on the approach to governance of the Fund. As it was now statutory for the budgets to be pooled it was initially seen as an administrative and bureaucratic issue and so a health and social care development group was set up to have oversight of the Fund and was originally chaired by the Cabinet member responsible for Social Care. The focus of discussion was around the deployment of the money and metrics to monitor what was going on. Public Health was involved in the

⁶ Naylor C, Parsonage M, McDaid D, Knapp M, Fossey M, Galea A [Long Term Conditions and Mental Health](#) (London Kings Fund, 2012)

framework for the indicators that the BCF was hoping to achieve. The BCF reported to the Joint Commissioning Coordinating Group (JCCG) who provided quarterly reports to the Health and Wellbeing Board. This Board has to sign off the plans but it has no jurisdiction or influence on the nature of those plans as there was no direct line of accountability to the Board from the JCCG. The BCF Group is no longer convened and officers simply present the BCF plans to the Chair of the Health and Wellbeing Board who signs them. This situation is no longer considered to be a good one and plans are being put in place to have formal governance for the BCF and the iBCF together. There has been learning from 2017/2018 that indicates that the light touch approach has resulted in a lack of visibility of progress and lack of clarity about how to access funding. This is clearly an issue of accountability. A governance group is going to be set up. The issue now is that this group ultimately needs to be accountable to the Health and Wellbeing Board.

Further Considerations

- 5.49 The Health and Wellbeing Board is a statutory requirement within the Local Authority and has statutory functions for the oversight of the integration of Health and Social Care. It brings together social care, public health with the local NHS, police, fire and probation services as well as district councillors and patient groups including Healthwatch. It produces the Joint Strategic Needs Assessment (JSNA) and the Health and Wellbeing Strategy for Devon. There is general agreement that the Better Care Fund has been instrumental in progressing the integration agenda and as mentioned previously, there should be a clear link between the JSNA and BCF. This would provide an evidence based approach that would be a model for STP/Social Care Integration.
- 5.50 At present, in Devon, the Health and Wellbeing Board has no commissioning responsibilities nor does it engage in policy formulation and is not a decision-making body. With a move towards full integration, a single integrated care system (ICS) is being developed. Within the ICS will sit a strategic commissioner who will involve the CCGs, the LA and NHS England. The lead on this is the CCGs and although they have informed the Health and Wellbeing Board what they are doing, the executive bureaucrats are moving ahead and making decisions including setting up a shadow ICS structure with the intention of then informing partners of their thinking. It would certainly be the case that the Health and Adult Care Scrutiny could challenge what the CCGs are doing but this is rather like closing the stable door after the horse has bolted. The democratically elected members are not involved in the shaping of strategy of this momentous move to full integration. Democratic accountability is missing in this scenario. Current accountability arrangements of local health services are out of date. New accountability frameworks need to be generated and cover health care, social care and public health. The structures in which to develop this exist, culminating in the Health and Wellbeing Board as an umbrella to the different levels of accountability needed for the purposes of monitoring and improving service quality and cost-effectiveness. The health and social care system is funded by public money, some of which goes direct to the local CCGs from NHS England bypassing the local democratic process. Other monies come through the LA where it is answerable to local democratic processes. There needs to be assurance that with the integration of these services public money needs to stay in public hands and not be swallowed up in NHS bureaucracy.
- 5.51 This situation has been recognised by the LA and plans are afoot to reconfigure the Health and Wellbeing Board to take a positive and influential role in the new health and social care system. Public transparency, public accountability and public engagement should be at the heart of our Health and Social Care system, a National Health and Care Service that is truly accountable to its local residents.

Agenda Item 13

Recommendation 7

- i. That CCGs with encouragement from DCC should put into place a governance structure where they join with Social Care and Public Health under the umbrella of local democratic accountability in both policy formulation and commissioning activities.
- ii. That given the BCF governance is accountable to the Health and Wellbeing Board, recommendations 2, 4 and 5 would be monitored by the Board at regular intervals.

Councillors Hilary Ackland (Chair)
Sara Randall Johnson
Sylvia Russell
Carol Whitton

Copies of this report may be obtained from the Democratic Services & Scrutiny Secretariat at County Hall, Topsham Road, Exeter, Devon, EX2 4QD or by ringing 01392 382232. It will be available also on the County Council's website at:

http://www.devon.gov.uk/index/councildemocracy/decision_making/scrutiny/taskgroups.htm

If you have any questions or wish to talk to anyone about this report then please contact:

Dan Looker
01392 382232/ dan.looker@devon.gov.uk

Task Group Activities

- A1.1 The first meeting of the Task Group took place on **13 September 2017** to discuss the scoping of the review with the Senior Manager (Older People), Adult Commissioning and Health.
- A1.2 On **19 October 2017** members received evidence from the Chief Operating Officer NEW Devon Clinical Commissioning Group and Chief Operating Officer/ Deputy Chief Officer South Devon and Torbay Clinical Commissioning Group.
- A1.3 On **7 November 2017** the Task Group met with the Head of Adult Commissioning and Health.
- A1.4 On **13 November 2017** members met with Senior Project Accountant (Finance).
- A1.5 On **5 December 2017** the Task Group received evidence from the Area Director (Eastern Division, Health and Social Care Services).
- A1.6 On **22 January 2018** the Task Group met the Chief Officer for Communities, Public Health, Environment and Prosperity.
- A1.7 On **7 February 2018** members met with the Integration Director, Royal Devon and Exeter Hospital; Senior Manager for Policy, Performance and Involvement (Adult Care and Health) and the Acting Area Director (Eastern Division) Health and Social Care Services.
- A1.8 On **21 March 2018** the Task Group received evidence from the Head of Adult Care Operations and Health and the Assistant Director, Health & Social Care – Southern.
- A1.9 On **23 April 2018** members met with the Senior Commissioning Manager - Market Management, Prevention, Carers and Living Well at Home and the STP Mental Health Commissioning Lead (South Devon and Torbay Clinical Commissioning Group).
- A1.10 On **10 May 2018** the Task Group met to discuss the draft findings and recommendations.

APPENDIX 3

Contributors / Representations to the Review

Witnesses to the review in the order that they appeared before the Task Group. Members also met with a significant number of children and young people on their school visits.

Witness	Position	Organisation
Solveig Sansom	Senior Manager (Older People), Adult Commissioning and Health	Devon County Council
Rob Sainsbury	Chief Operating Officer	NEW Devon Clinical Commissioning Group
Simon Tapley	Chief Operating Officer/ Deputy Chief Officer	South Devon and Torbay Clinical Commissioning Group
Tim Golby	Head of Adult Commissioning & Health	Devon County Council
Duncan Ford	Senior Project Accountant	Devon County Council
Gary Patch	Area Manager (Eastern Division)	Devon County Council
Dr Virginia Pearson	Chief Officer for Communities, Public Health, Environment and Prosperity	Devon County Council
Gary Patch	Area Director (Eastern Division) Health and Social Care Services	Devon County Council
Adel Jones	Integration Director	Royal Devon and Exeter Hospital
Damian Furness	Senior Manager for Policy, Performance and Involvement (Adult Care and Health)	Devon County Council
Maggie Gordon	Acting Area Director (Eastern Division) Health and Social Care Services	Devon County Council
Keri Storey	Head of Adult Care Operations and Health	Devon County Council
Lee Baxter	Assistant Director, Health & Social Care - Southern	Devon County Council
Ian Hobbs	Senior Commissioning Manager - Market Management, Prevention, Carers and Living Well at Home	Devon County Council
Derek O'Toole	STP Mental Health Commissioning Lead (South Devon and Torbay Clinical Commissioning Group)	Devon County Council

Bibliography

- [Devon Better Care Plan 2016-17](#)
- [Devon Better Care Fund Narrative Plan 2017-19](#)
- [Devon Health and Wellbeing Board, 'Better Care Fund: 2016/17 Fourth Quarter Return and Performance Reporting', 8 June 2017](#)
- DoH, DCLG: ['2017-19 Integration and Better Care Fund Policy Framework'](#)
- [Fair Funding in the NHS in Devon Task Group](#), Health & Wellbeing Scrutiny, January 2017
- LGA, NHS Confederation, Association of Directors of Adult Social Services, NHS Clinical Commissioners: ['Stepping up to the place The key to successful health and care integration'](#)
- What Money Can't Buy; the Moral Limits of Markets London: Allen Lane, Sandel M, 2012

Corporate Infrastructure and Regulatory Services Scrutiny Committee

Air Quality and Congestion Task Group



2018

Agenda Item 15

Contents

1.0 Recommendations

2.0 Introduction

3.0 Background

4.0 The health implications of air pollution and congestion

5.0 Work in schools to promote active travel

6.0 Conclusion

7.0 Contact

Appendix 1 Task Group Activities

Appendix 2 Contributors / Representations to the Review

Appendix 3 Bibliography

1.0 Recommendations

1.1 The recommendations of the Task Group are summarised below:

1) That Devon County Council (DCC) engages in a targeted communications campaign to promote behaviour change in children's and adult's travel habits to reduce congestion and air pollution.

The travel habits that will be targeted are;

- Short distance car journeys undertaken by parents to transport children to school. Where possible, children should be encouraged to walk or cycle to school to replace these journeys. The school rush contributes directly to air quality and congestion issues.
- Engine idling, particularly outside schools. Idling, or running a vehicle's engine when the vehicle is not in motion, has been identified as a major source of air pollution.¹

This campaign must;

- Have a measurable impact
- Be sustainable in the longer-term
- Be timed appropriately (e.g. it should not coincide with school holidays)
- Avoid a blanket or unrealistic message
- Be realistic; for many working parents, transporting children to school by car is the most practical option

2) That DCC reviews further opportunities for collaborative working between Public Health, Children's Services and Transport within DCC in responding to air quality and congestion issues.

In a recent survey of adults who cycle regularly, 96% learned to ride as a child.² Promoting behaviour change surrounding travel habits to tackle congestion and air pollution would not only support the aims of Transport, but would also encourage healthier behaviours in later life and support the objectives of Public Health and Children's Services. The new mechanisms in place for collaborative working must have clearly defined objectives and timescales and measurable success criteria.

¹ Dudley Metropolitan Borough Council, 'Idling Vehicles Contribute to Air Pollution', <http://www.dudley.gov.uk/business/environmental-health/pollution-control/air-quality/vehicle-air-pollution/> (last accessed 20 April 2018).

² Sustrans, 'Transforming young people's travel; Smarter choices for everyday journeys', p. 9.

Agenda Item 15

3) That with partners, DCC to review what options can incentivise active travel to promote behaviour change surrounding transport habits in schools.

If efforts to encourage children to engage in active travel are to be sustainable longer term, children must be incentivised to undertake active travel through their schools.

An officer should be given responsibility by DCC to work with schools, particularly schools in heavily congested areas, to increase the number of sustainable journeys to these schools. The Task Group has learnt that DCC used to employ dedicated officers to work with schools, but these posts no longer exist since funding was stopped.

Funds should also be made available to incentivise schools to engage with DCC in the promotion of sustainable travel. These funds could be used for small capital projects inside or outside the school gate that these schools identify as supporting active travel.

4) That DCC to consider funding a bus pass for young people aged 16 to 20.

Buses provide journey options for medium to long length trips and facilitate components of longer journeys by linking into rail journeys.³ Stagecoach South West offers special season tickets for students and for people aged 18 and under in full time education, but young people who have not purchased these tickets must pay the full adult price for bus travel.⁴ Introducing a bus pass for 16 to 20 year olds, which could work on a similar basis to the bus pass used by older people, would make transport by bus more attractive to many students and young people starting out in apprenticeships and work. DCC has already outlined other measures to increase bus travel, such as designing new developments to accommodate buses. A Devon-wide Real Time Information system has also been implemented to improve bus journey time and reliability.⁵

Some rural areas of Devon are not easily accessible by bus and travel by car may be the only option for young people living in these areas. The cost of introducing a bus pass for young people must also be carefully considered. In 2016/17, Travel Concession Authorities in England (including County Councils) spent around £1.13 billion on older and disabled concessionary passes.⁶ Bus providers must be reimbursed for providing concessionary travel.⁷ Nonetheless, increasing the number of young people who travel by bus could delay the purchase of first cars by this age group, thereby reducing congestion and air pollution problems associated with increasing car ownership. There is the need to look long term at reducing air

³ Devon County Council, Heart of Teignbridge Sustainable Transport Report: Final Report, March 2013, p. 1.

⁴ Stagecoach, Guide to Tickets, <https://www.stagecoachbus.com/promos-and-offers/south-west/guide-to-tickets#tab1> (last accessed 11 May 2018).

⁵ Heart of Teignbridge Sustainable Transport Report, p. 16.

⁶ The Department for Transport, 'Concessionary Travel Statistics England, 2016/17', <https://www.gov.uk/government/statistics/concessionary-travel-statistics-year-ending-march-2017>, 14 December 2017 (last accessed 16 May 2018).

⁷ The Department for Transport, 'Concessionary travel for older and disabled people: guidance on reimbursing bus operators (England)', November 2016, p. 5.

Agenda Item 15

pollution and congestion by concentrating on the next generation. Good travel habits must be established at an early age, whether at school, or amongst those planning to buy a first car.

5) That DCC continues to implement the measures outlined in the Devon and Torbay Local Transport Plan (2011-2026) and continues to review the progress of the measures implemented.

The 2011 to 2026 Local Transport Plan sets out measures aimed at developing the public transport network and outlines how Devon will boost the health and wellbeing of residents by providing more opportunities for physical activity. By improving the accessibility and reliability of the bus service and investing in the urban and rural cycle network, travel by bus and by bike will be encouraged. This will contribute to a reduction in air pollution and congestion.⁸

⁸ Devon County Council and Torbay Council, 'Local Transport Plan: Devon and Cornwall Strategy 2011-2026', April 2011, pp. 17-21.

Agenda Item 15

2.0 Introduction

2.1 The Task Group — Councillors Jerry Brook (Chair), Marina Asvachin, Yvonne Atkinson, Jackie Hook, Caroline Chugg, Brian Greenslade and Martin Shaw — would like to place on record its gratitude to the witnesses who contributed to the review. In submitting its recommendations, the Group has sought to ensure that its findings are supported with evidence and information to substantiate its proposals. The Group is also grateful to Councillor Emma Brennan, who proposed the focus on air quality and congestion.

2.2 On 26 September 2017, the Corporate Infrastructure and Regulatory Services Scrutiny Committee resolved to set up the Air Quality and Congestion Task Group.

2.3 Air quality has been defined as ‘the air we breathe, and the level of pollutant concentrations that are reasonably ‘safe’ from a health perspective’.⁹ Evidence suggests that the effect of air pollution may be greater than the impact of industrial disputes in terms of the number of absences from work, and greater than passive smoking or road traffic accidents in terms of the impact on life expectancy.¹⁰ Congestion and air pollution are directly linked, because cars travelling in stop-start conditions produce more emissions than those travelling at a consistent speed.¹¹

2.4 Air pollution concentrations are generally low in Devon when compared with urban areas in the rest of the UK.¹² However, Devon does have some hotspots where there are severe air pollution and congestion problems. These include Braunton, Ivybridge, Crediton and Exeter.

2.5 Case studies of other areas, and the work of the sustainable transport charity Sustrans, stress how travel behaviours, including those of school children and their parents, can be influenced when people are ‘nudged’ in the right direction by small-scale infrastructure changes (such as introducing new bike lanes), community actions, and through the dissemination of practical information on air quality and congestion.¹³ This change in travel behaviours could reduce air pollution and improve congestion in the long-term, thereby improving the mental and physical wellbeing of Devon residents.

2.6 Time and resources necessitate that this report provides a snapshot approach to highlight the issues of air quality and congestion. The list of witnesses to the review does not pretend to be exhaustive but hopes to provide insight into some of the central themes surrounding these issues.

⁹ Devon County Council, ‘Air Quality and Car Emissions; Report of the Head of Planning, Transportation and Environment’, 14 June 2016, p. 1.

¹⁰ Natural Capital Committee (2015). The State of Natural Capital, Protecting and Improving Natural Capital for Prosperity and Wellbeing, cited in Exeter City Council, ‘Exeter Air Quality Strategy 2015-2020’.

¹¹ Devon County Council, ‘Overview of Highways Data at AQMA’s in Devon County’, p. 1.

¹² Public Health Air Quality Board, ‘Devon Wide Personal Exposure Reduction Project Report’, April 2016, p. 3.

¹³ Camden Council, ‘Research Report; understanding target groups, knowledge and perceptions of Camden Air Quality’, March 2012.

2.7 The terms of reference for the review were:

1. To review a range of sites in Devon where there is data on congestion and air quality to better understand the problem, potential solutions, and the wider public impact of these potential solutions.
2. To explore innovative solutions and best practice, both locally and nationally, to address traffic congestion and air quality in the County.
3. To report back to the Corporate Infrastructure and Regulatory Services Scrutiny Committee on the findings of the Task Group with recommendations.

Agenda Item 15

3.0 Background

The role of the UK government in reducing air pollution and congestion

3.1 The UK Air Plan for tackling nitrogen dioxide (July 2017) announced that the sale of petrol and diesel cars will be banned by 2040. Though uptake of electric vehicles is still low, the government has offered financial incentives for motorists to switch to electric vehicles since 2011. There is also funding available to councils to tackle air pollution and congestion through the Clean Air Fund.¹⁴ However, the Air Plan has been criticised as ineffective.¹⁵ Much of the onus for tackling congestion and air pollution has been placed on Local Authorities themselves, with the government urging local authorities to employ a 'wide range of innovative options' to tackle air pollution and congestion.¹⁶

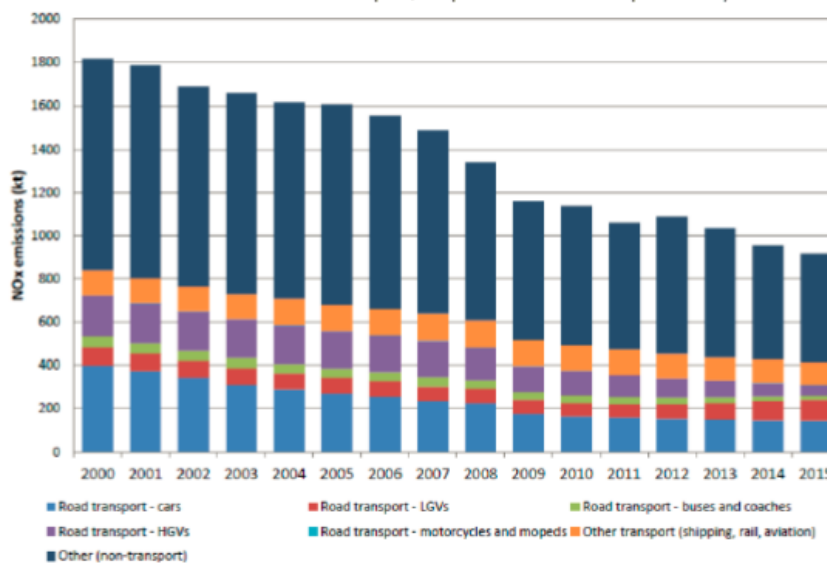
'Local authorities should employ a wide range of innovative options to tackle air pollution and congestion'

DEFRA and the Department for Transport, 'UK plan for tackling roadside nitrogen dioxide concentrations: An overview', July 2017, p. 8.

3.2 In March 2018, the joint report on improving air quality called for a new Clean Air Act, new legislation to require manufacturers to end the sale of conventional petrol and diesel cars earlier than 2040, and for a national air quality support programme for councils.¹⁷

3.3 Nonetheless, air quality has been improving nationally over

Figure 1. National NO₂ Emissions (UK Plan for Tackling Roadside Emissions Technical Report, Department for Transport 2017).



¹⁴ 'Plan for roadside NO₂ concentrations published', <https://www.gov.uk/government/news/plan-for-roadside-no2-concentrations-published>, 26 July 2017 (last accessed 11 January 2018).

¹⁵ University of the West of England, Air Quality Management Resource Centre, 'Keynote Session: Air Quality Action Plan to Improve the Health of the Public', presentation by Dr Jim Longhurst, 12 July 2017.

¹⁶ DEFRA and the Department for Transport, 'UK plan for tackling roadside nitrogen dioxide concentrations: An overview', July 2017, p. 8.; Sustrans, 'Cycling and walking the obvious quick-win solution to improving air quality' by Dr Andy Cope, <https://www.sustrans.org.uk/blog/cycling-and-walking-obvious-quick-win-solution-improving-air-quality>, 23 June 2017 (last accessed 12/3/18).

¹⁷ House of Commons Environment, Food and Rural Affairs, Environmental Audit, Health and Social Care, and Transport Committees, 'Improving air quality; Fourth Report of the Environment, Food and Rural Affairs Committee, Fourth Report of the Environmental Audit Committee, Third Report of the Health and Social Care Committee, and Second Report of the Transport Committee of Session 2017-19', 15 March 2018.

the last 15 years (see *Figure 1*), suggesting that existing measures have been successful in improving air quality. In Devon, emission concentrations are expected to return to legal levels before 2021.¹⁸

The role of district councils

3.4 District councils, not DCC, are responsible for collecting air quality data. Air Quality Annual Status Reports (ASRs) outline progress towards improving nitrogen dioxide, sulfur dioxide and particulate concentrations and must be submitted by district councils every year. When Local Authority areas do not meet government National Air Quality Objectives, an Air Quality Management Area (AQMA) must be declared and the local authority must produce Air Quality Action Plans for these areas. There are 11 AQMAs in Devon, including Ivybridge, Crediton, Braunton and Exeter city centre.

The role of Devon County Council

3.5 Where a district council is preparing an Action Plan, county councils must submit measures to help meet air quality objectives in the local area. These measures could be related to local transport, highways, public health or schools and education and will be included in the Action Plan. Devon County Council is also a consultee to ASRs and Action Plans. It may make recommendations to the district council in relation to the review and development of Action Plans in the local authority area.

Factors contributing to air pollution and congestion

3.6 This is by no means an exhaustive list of the issues contributing to air pollution and congestion, but it offers a summary of some of the main causes.

- Population growth and increasing car ownership can cause an increase in road traffic. Each road can only take a maximum number of vehicles (known as capacity). As road capacity is approached, vehicle speed reduces and congestion increases. This can lead to an increase in emissions per mile.¹⁹ Cars make less efficient use of road space than busses.
- Where roads are bordered by tall buildings, corridors are formed from which air pollution is unable to disperse quickly. This is exacerbated where there are no 'buffers' between the road and pavement.²⁰

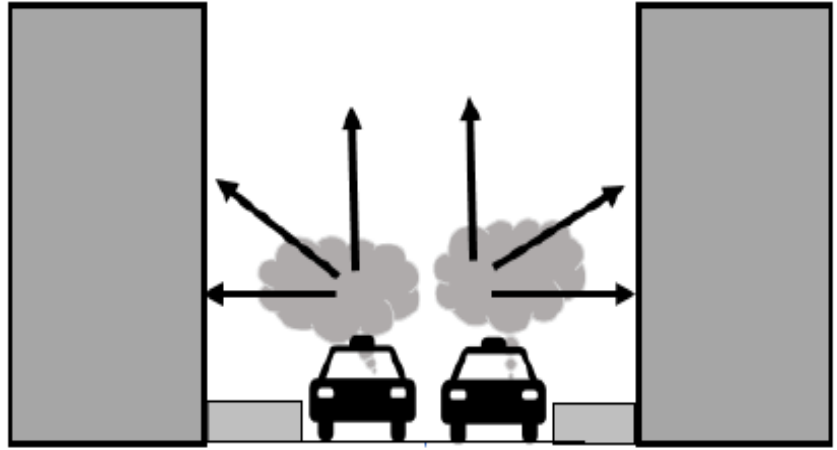
¹⁸ 'Overview of Highways Data', p. 15.

¹⁹ 'Report of the Head of Planning, Transportation and Environment', pp. 2-3

²⁰ 'Overview of Highways Data', p. 1.

Agenda Item 15

Figure 2. Street canyons can be formed when high structures have been built close to the carriageway, preventing emissions from dispersing quickly ('Overview of Highways Data, p. 1.)



- Speed humps, chicanes and road narrowings can have similar impacts to pedestrian and cycle crossings by decreasing vehicle speeds. Cars travelling in stop-start conditions produce more emissions than those travelling at consistent speeds, even if the trip distance and time is the same. Smoothing traffic flow reduces emissions, though improved traffic flow might also lead to increased car use and make the space unattractive for other users.²¹

²¹ 'Overview of Highways Data', p. 1.

4.0 The health implications of air pollution and congestion

Air pollution

4.1 Both poor air quality and congestion have detrimental impacts on the mental and physical wellbeing of Devon residents. Public Health England have calculated that particulate concentrations in Exeter alone have resulted in 42 additional deaths per year.²² The World Health Organisation has claimed that air pollution causes 3.7 million premature deaths each year, with children among the most vulnerable groups.²³ In addition, epidemiological studies have shown that symptoms of bronchitis in asthmatic children increase in association with long-term exposure to NO₂.²⁴

4.2 Idling, or running a vehicle's engine when the vehicle is not in motion, has been identified as a major source of air pollution and is particularly prevalent outside schools.²⁵ Children are more vulnerable to the effects of air pollution.

Congestion

4.3 Longer commute times, associated with high congestion levels, have been linked to increased stress levels amongst commuters and can impact negatively upon family life and work-life balance.²⁶ Pollutant levels are also generally higher inside vehicles than outside.²⁷

²² Public Health England, 'Estimating Local Mortality Burdens associated with Particulate Air Pollution 2014', April 2014, p. 17. <http://www.hpa.org.uk/Publications/Environment/PHECRCEReportSeries/PHECRCE010/>

²³ *The Times*, 'Study links air pollution to cot death', 19 April 2018, <https://www.thetimes.co.uk/article/study-links-air-pollution-to-cot-death-gqqn572vq> (last accessed 19 April 2018).

²⁴ The World Health Organisation, 'Ambient (outdoor) air quality and health', September 2016, <http://www.who.int/mediacentre/factsheets/fs313/en/> (last accessed 19 April 2018).

²⁵ <http://www.dudley.gov.uk/business/environmental-health/pollution-control/air-quality/vehicle-air-pollution/>; Massachusetts Department of Environmental Protection, 'Engine Idling: Impacts on Your Health and the Environment', <http://www.mass.gov/eea/docs/dep/air/idling-and-health.pdf> (last accessed 23 April 2018), pp. 1-2.

²⁶ Hansson, E, Mattisson, K, Bjork, Ostergren, P-O & Jakobsson, K 2011, 'Relationship between commuting and health outcomes in a cross-sectional population survey in southern Sweden', *BMC Public Health*, vol.11 (834), cited in Whittlesea Council, 'Social impacts of congestion', <https://www.whittlesea.vic.gov.au/about-us/advocating-for-community-needs/social-impacts-of-congestion/> (last accessed 17 April 2018); Pocock, B & Masterman-Smith, H 2006, Work, families and affordable housing, Centre for Work + Life, University of South Australia, Adelaide, cited in Whittlesea Council, 'Social impacts of congestion'.

²⁷ Transport for London, 'Roads Task Force Thematic Analysis: Technical Note 20. What are the main health impacts of roads in London?', p. 5.

Agenda Item 15

Public Health benefits associated with improvements in air quality and congestion

4.4 There are recognised Public Health benefits associated with improvements in air quality and congestion, particularly surrounding the promotion of active travel in schools;

- In a recent survey of adults who cycle regularly, 96% learned to ride as a child. Schools can stimulate sustainable travel behaviour within groups of children and their families. This could influence their choice of transport for future trips.²⁸

‘Schools have the opportunity to encourage sustainable travel behaviour in children and families which could make a significant difference to their mode choice for other, non-education, trips in the future’

‘Supplementary Highways Note’ provided to the Air Quality and Congestion Task Group, February 2018, p. 11.

- In January 2017, nearly a third of children aged 2 to 15 were overweight or obese. Younger generations are also becoming obese at earlier ages and staying obese for longer. The UK spends more each year on the treatment of obesity and diabetes than it does on the police, fire service and judicial system combined. It was estimated that the NHS in England spent £5.1 billion on overweight and obesity-related ill-health in 2014/15.²⁹
- The King’s Fund has found that there is substantial cost-benefit evidence for investing in air quality.³⁰ An increase in physical activity of 15 minutes is associated with lower odds of obesity of over 50% in boys and nearly 40% in girls.³¹ Reducing childhood obesity through preventative measures such as encouraging active travel to schools could yield significant future savings for an already overstretched NHS. Childhood asthma has also been linked to air pollution. It has been calculated that for every case of childhood asthma that can be prevented, there will be a cost saving to the NHS of £3000.³²
- Cycling can boost mental health and improve children’s concentration and alertness.³³

²⁸ Sustrans, ‘Transforming young people’s travel; Smarter choices for everyday journeys’, p. 9. ; ‘Supplementary Highways Note 02: Air Quality and Congestion Task Group Meeting 26/02/2018’, p. 11.

²⁹ The UK Government, ‘Childhood obesity: a plan for action’, last updated 20 January 2017, <https://www.gov.uk/government/publications/childhood-obesity-a-plan-for-action/childhood-obesity-a-plan-for-action> (last accessed 19 April 2018).

³⁰ The King’s Fund, ‘Improving the public’s health; A resource for local authorities’, 2013, p. 48.

³¹ PLOS Medicine, Volume 4, Issue 3, ‘Objectively Measured Physical Activity and Fat Mass in a Large Cohort of Children’, March 2007, p. 7.

³² *The British Medical Journal*, Volume 6, Issue 6, ‘A pharmacoeconomic approach to assessing the costs and benefits of air quality interventions that improve health: a case study’, June 2016, pp. 1,3, 5.

³³ NHS choices, ‘Cycling for beginners’, <https://www.nhs.uk/Livewell/getting-started-guides/Pages/getting-started-cycling.aspx> , 30 June 2016 (last accessed 27 April 2018).

Agenda Item 15

- Actions to address the health impacts of air pollution can support local priorities such as mobilising community engagement and combating health inequalities.³⁴ For example, the Heavitree Community Partnership Project, a year-long collaboration between the University of Exeter, Exeter City Council, and Exeter City Futures, has mobilised community-led groups to find solutions to Heavitree's congestion problem. The Project is ongoing in Heavitree and is collecting air quality data from outside schools and quantitative and qualitative data around travel behaviours. This will be shared publicly when the project is completed.³⁵

4.5 Similar Tasks Groups in other areas have highlighted how councils alone could not tackle poor air quality, and that they required other key agencies to work with them. Effective partnership between organisations in tackling air pollution is crucial.³⁶ This Task Group has collaborated extensively with Sustrans and Public Health at DCC in drawing up these recommendations. Both this Task Group and Public Health endeavour to improve the health and wellbeing of people in Devon.

³⁴ The Department for Food, Environment and Rural Affairs, 'Air Pollution; an emerging public health issue. Briefing for elected members', p. 108.

³⁵ Lindsey Anderson, 'The Community Partnership Project: Final Report', January 2018, pp. 1-3.

³⁶ Wiltshire Council, 'Overview and Scrutiny. Report of the joint Air Quality Task Group', pp. 3-5; Bromsgrove District Council, 'Task Group Report - Scrutiny Steering Board', December 2007', p. 22.

Agenda Item 15

5.0 Work in Schools to promote active travel

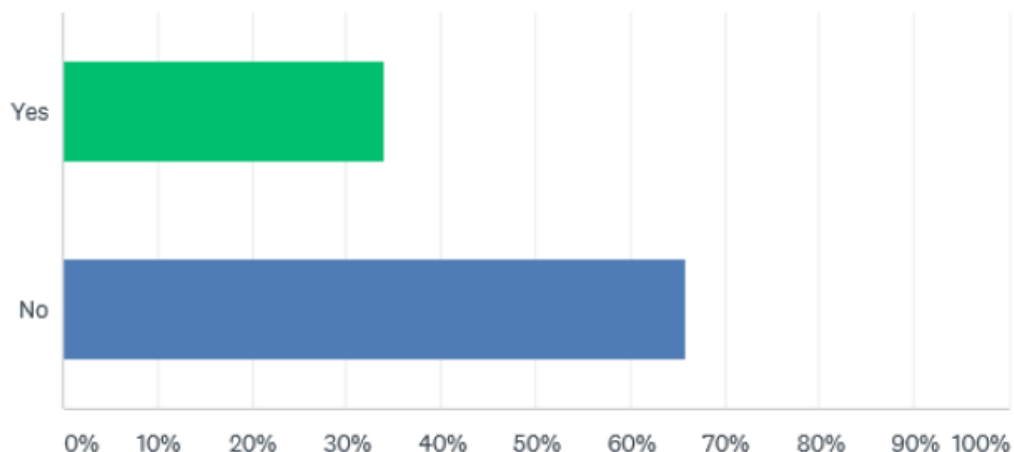
Work already undertaken in Devon schools

5.1 The Task Group learnt that Sustrans has already carried out positive work in Devon schools to encourage a change in transport habits. Sustrans' objective is to make 'it easier for people to walk and cycle'.³⁷ Examples of their work include school workshops, 'bikeability' (bike training) courses, and the Sustrans 'Big Pedal' inter-school cycling competition. Sustrans is currently working with 20 Devon schools but there are still many schools in Devon that could benefit from similar interventions. DCC has already outlined measures to improve cycling infrastructure and bus networks in Devon, and has promoted school crossing patrols and provided free 'bikeability' courses.³⁸ However, the results of an online survey sent to 44 Devon schools in March 2018 suggest that these schools feel DCC could do more to develop active travel to schools.³⁹ DCC used to employ dedicated officers to work with schools, but these posts no longer exist.

Figure 3. Results of an online survey sent to Devon schools in March 2018.

Does your school feel supported by Devon County Council in encouraging active travel to school?

Answered: 41 Skipped: 3



ANSWER CHOICES	RESPONSES	
Yes	34.15%	14
No	65.85%	27
Total Respondents: 41		

³⁷ Sustrans, 'Our Strategy 2017-22', <https://www.sustrans.org.uk/strategy> (last accessed 27 April 2018).

³⁸ Heart of Teignbridge Sustainable Transport Report, pp. 16-17.

³⁹ Results of a survey sent by the Head of Education and Learning at Devon County Council to 44 Devon schools in March 2018.

Challenges to the promotion of active travel in Devon schools

5.2 This Task Group accepts that there are challenges to promoting active travel. DCC must be realistic when responding to air quality and congestion. Responses can have repercussions for commuters, particularly those on lower incomes, and on residents and businesses. Indeed, the Exeter City Council Draft Air Quality Action Plan has ruled out the introduction of a potentially contentious congestion charge.⁴⁰ The blame for congestion and air pollution should not be placed on individuals or groups.⁴¹ Busy lifestyles influence travel behaviour, making driving convenient.⁴² Many parents must get to work, and there are potential economic implications of any attempts to influence travel habits. Exeter attracts one of the highest ratios of commuters in the country. 48% of people who work in the city travel in from elsewhere. It is challenging to provide alternatives to travel by car for those commuting from semi-rural and rural areas.⁴³

5.3 The Task Group has acknowledged that children are a good route into encouraging significant changes in school travel habits, but that it will require considerable long-term work to affect this behavioural change. Given Devon's nature as a large rural county, some children must also travel long distances to attend even their nearest school. For Shute Community Primary School in rural East Devon, 95% of pupils were driven to school. 12.5 miles was the average driving distance.⁴⁴ Parental preference for schools must also be considered, meaning that some children do not attend local schools. For these children, travelling long distances to school along busy roads by bike or on foot may be unsafe. Indeed, the charity Brake is launching supervised walks on 13 June 2018 at Devon primary schools to promote the importance of children being able to walk without fear of traffic. DCC's Education transport budget is £23 million per annum. Where possible children are allocated to public transport, but this is difficult for more rural areas.⁴⁵ Measures taken to support active travel to schools can sometimes have unintended consequences which affect children.

5.4 The Task Group agreed that it would be more realistic to aim attempts to encourage active travel at schools in urban areas with the most severe congestion and air quality issues. These areas include the 11 Devon AQMAs. Efforts to develop active travel should be aimed at reducing short distance car journeys to these schools by encouraging behaviour change. The Devon School Travel Kit provides a breakdown of the average daily driving distances to schools and the percentages of children travelling by each method for 2017.⁴⁶ The League Table ranks schools based on the percentages of pupils travelling to school by car within walking, cycling, car share and public transport threshold areas.⁴⁷ It was also underlined to the Task Group how such a campaign needs to be timed appropriately to be effective (it should not coincide with the school holidays) and should avoid an unrealistic message that cannot be delivered upon.

⁴⁰ Exeter City Council, 'Draft Air Quality Action Plan 2018-2023', pp. 24-27.

⁴¹ 'Air Quality Action Plan to Improve the Health of the Public', presentation by Dr Jim Longhurst, 12 July 2017.

⁴² 'Tackling the School Run Research Study', p. 22.

⁴³ *The Exeter Daily*, 'Project explores travel habits in Exeter', <https://www.theexeterdaily.co.uk/news/business-daily-local-news/project-explores-travel-habits-exeter> (last accessed 23 April 2018).

⁴⁴ 'The Devon School Travel Toolkit', <https://devon.schooltraveltoolkit.com/> (last accessed 23 April 2018).

⁴⁵ Report provided by the Head of Education and Learning, February 2018, p. 2.

⁴⁶ 'The Devon School Travel Toolkit'

⁴⁷ <https://devon.schooltraveltoolkit.com/compare/87826150/norfolk-gorton-community-primary-school-and-nursery>

Agenda Item 15

Promoting behaviour change through a communications campaign

5.5 A study commissioned by Camden Council in 2012 to explore the level of public understanding about air quality suggested that there was the potential for behaviour change in travel habits amongst residents. 41% of respondents indicated that they could change travel behaviours. Many of the respondents lived with young children, who might be able to influence their parent's behaviours.⁴⁸ The study also recommended the dissemination of practical information to the public on local air quality to influence travel behaviours. Use of digital and online social networks are key. Campaigns should be relevant to the individual, and the impacts of air pollution on health and wellbeing should be drawn attention to in communications. Initial 'health shocks' could give way to positive messages about the impacts of measures to control air pollution and congestion which offer practical advice on the steps individuals can take. 47% of respondents to the survey felt that information from the Council on the risks of air pollution and strategies that residents can use to protect themselves would be useful.⁴⁹

5.6 Examples of media underlining the negative impacts of engine idling;



Figure 5. Health warning included on the Camden Council Twitter page (https://twitter.com/camden_talking/status/862991999653236736, 12 May 2017, last accessed 23 April 2018).

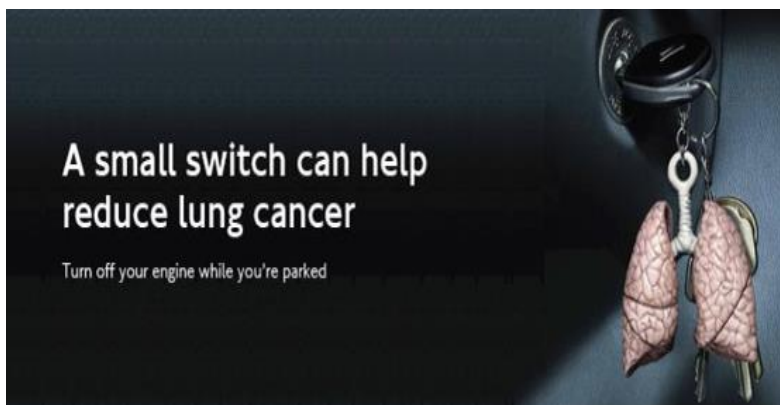


Figure 4. (The London Low Emission Construction Partnership, <http://www.llecp.org.uk/advice/mitigation/anti-idling-campaigns>, last accessed 23 April 2018).

Making use of national material aimed at reducing air pollution and improving congestion would be cost-effective. Examples of this material can be found on the Sustrans website. Sustrans has created a free guide designed for teachers, parents and governors aimed at getting more people active on the journey to and from school. It can be downloaded from the Sustrans website.⁵⁰

⁴⁸ Camden Council, 'Research Report; understanding target groups knowledge and perceptions of Camden Air Quality', March 2012, pp. 3, 5, 9, 18.

⁴⁹ Camden Council, 'Research Report', pp. 5, 9, 18.

⁵⁰ Sustrans, 'How to Increase Active Travel to Schools' <https://www.sustrans.org.uk/our-services/who-we-work/teachers/how-transform-school-travel> (last accessed 24 April 2018).

Incentivising active travel in schools

5.7 Active travel to schools should be made enjoyable for children. Children can be incentivised to undertake active travel through competitions, such as inter-school cycling competitions.⁵¹ 'Scooting' is another way to make active travel enjoyable for children. Air quality and active travel could become topics for classroom projects. Funds should also be made available to incentivise schools to engage with DCC in the promotion of active travel. These funds could be used for small capital projects inside or outside the school gate that schools identify as supporting active travel. Both schools and their pupils must be incentivised to participate in active travel if air pollution and congestion in Devon are to be reduced.

5.8 An officer should be given responsibility by DCC to work with schools, particularly schools in heavily congested areas, to increase the number of short distance sustainable journeys to these schools. School governors and 'governor champions' could also foster initiatives within schools such as 'bikeability courses' or active travel competitions. Members who are also school governors should be at the forefront of endeavours to improve air quality and reduce congestion in Devon. They could disseminate information to schools to raise awareness about air quality and congestion issues and provide practical advice on how schools could respond. This information could take the form of the material described under recommendations 3 and 4. For schools in air pollution and congestion hotspots such as Ivybridge, Exeter and Braunton, the dissemination of this information would be particularly relevant.

Measuring behaviour change

5.9 Guidance from the National Institute for Health and Care Excellence states that behaviour change interventions should help people maintain their behaviour change for more than 1 year by ensuring that monitoring takes place at regular intervals for a minimum of 1 year after the intervention has taken place.⁵² To ensure that efforts to influence travel behaviours are measurable, school travel surveys could be used to provide data on the transport modes used by pupils to get to schools. This would provide information like that used by the Devon School Travel Toolkit League Table. Sustrans has used results from 'Hands Up Surveys', activity logs, bike counts, and teacher surveys to gauge the impact of its Hereford City Schools Active Travel Programme. The Programme's aim was to increase the level of pupils cycling, scooting and walking to school – aiming to double regular levels where the baseline level is lower than 10% of pupils.⁵³

⁵¹ Sustrans, 'Air quality; The role of walking and cycling in solving the UK's air quality crisis', December 2017, p. 7.

⁵² National Institute for Health and Care Excellence, 'Behaviour Change: individual approaches', January 2014, <https://www.nice.org.uk/guidance/ph49/chapter/1-recommendations#recommendation-1-develop-a-local-behaviour-change-policy-and-strategy> (last accessed 25 April 2018).

⁵³ Sustrans, 'Hereford City Schools Active Travel Programme: A summary of the school's programme in Hereford', November 2017, pp. 1, 3.

Agenda Item 15

6.0 Conclusion

6.1 During this review the Task Group has considered evidence from a wide range of witnesses and sources. This Task Group has acknowledged that air pollution and congestion are contentious issues. Individuals, businesses and schools must not be blamed for air pollution and congestion.

6.2 Efforts to create a change in travel behaviours in Devon schools must be realistic. There are financial challenges, and Devon's nature as a large and overwhelmingly rural county renders active travel by children to some of Devon's schools unviable.

6.3 Nonetheless, work has been undertaken to encourage active travel in Devon schools. The further promotion of active travel through behaviour change presents an excellent route into tackling air quality and congestion which would be cost-effective. There is the need to look long term at reducing air pollution and congestion by concentrating on the next generation. Good travel habits must be established at an early age, whether at school, or amongst those planning to buy a first car.

6.4 Moreover, the Task Group has learnt that campaigns to further active travel provide more opportunities to support the aims of Public Health and to mobilise Members in the engagement of their communities.

6.5 By tackling the twin issues of air pollution and congestion, the health and quality of life of all Devon residents will be improved.

Individual behaviour will have to change, starting in small ways... ultimately the community needs to shift its attitudes and expectations'

Report of the Environmental Health and Licencing Manager at Exeter City Council to the Place Scrutiny Committee, 11 January 2018, p. 4.

7.0 Contact

7.1 For all enquiries about this report or its contents please contact:

Philip Bridge (Democratic Services and Scrutiny Support Officer) philip.bridge@devon.gov.uk 01392 382155 or Dan Looker (Scrutiny Officer) dan.looker@devon.gov.uk 01392 382232

APPENDIX 2

Task Group Activities

- i. Preliminary research was conducted in early December into how air quality and congestion in Devon compare with other areas and on how other Councils have approached these issues. This research was used to inform the discussion during the first Task Group meeting.
- ii. The first Task Group meeting took place on **14 December 2017** to discuss the scoping of the review and to receive an overview of air pollution and congestion hotspots in Devon from the Head of Planning, Transportation and Environment. The Task Group also discussed government progress in tackling air pollution and congestion and acknowledged the need for DCC to be realistic in implementing actions in response.
- iii. In January, research was conducted on Exeter City Council's Draft Air Quality Action Plan, which set out potential actions that Exeter City Council (ECC) might take to improve air quality in Exeter. It was agreed by ECC Place Scrutiny on 11 January 2018 that a public consultation on ways to improve air quality and cut congestion in Exeter would be launched, the progress of which the Task Group would follow.
- iv. The University of Exeter Travel Plan (2016-20), which places emphasis on encouraging sustainable travel, and the work undertaken in Devon schools to encourage active travel, were also explored. Encouraging behaviour change surrounding transport habits was identified as a useful line of inquiry for the Task Group.
- v. The second Task Group meeting took place on **7 February 2018**. A report provided by the Head of Education and Learning on the work of Devon County Council in encouraging active travel to Devon schools was discussed.
- vi. Task Group meeting three took place on **26 February 2018**. Sustrans provided an overview of their work in Devon schools and the Task Group consulted the Traffic Management Team Manager at DCC. The Head of Communications was liaised with to consider the work that DCC has already undertaken in raising awareness about air quality and congestion issues.
- vii. **13 March 2018**; Public consultation on the Exeter Air Quality Action Plan. This was attended by an officer from DCC.
- viii. **18 April 2018**; During the fourth Task Group Meeting, Members spoke with the Head of Communications regarding the feasibility of a communications campaign to raise awareness about air quality and congestion. The Director of Insight at Sustrans was also liaised with to discuss challenges surrounding the promotion of active travel to schools.
- ix. **12 June 2018**; The Task Group Report was presented to the Corporate Infrastructure and Regulatory Services Committee.

Agenda Item 15

Contributors / Representations to the Review

Witnesses to the review (in the order that they appeared before the Task Group / members)

Witness	Position	Organisation
Dr Emma Kain	Specialty Registrar, Public Health	Devon County Council
Dave Black	Head of Planning, Transportation and Environment	Devon County Council
Katie Pearce	Transport Planner, Planning, Transportation and Environment	Devon County Council
Dawn Stabb	Head of Education & Learning	Devon County Council
James Cleeton	Regional Director (England Director South)	Sustrans
Charlotte Stokes	Sustrans Active Travel Education Officer	Sustrans
Chris Rook	Traffic Management Team Manager	Devon County Council
Tony Parker	Head of Communications	Devon County Council
Dr Andy Cope	Director of Insight	Sustrans
Alex Bulleid	Senior Environmental Technical Officer	Exeter City Council

Written representations

Dr Lindsey Anderson	Impact and Partnership Development Manager – Communities	University of Exeter
---------------------	--	----------------------

APPENDIX 4

Bibliography

'Air Quality Action Plan to Improve the Health of the Public', presentation by Dr Jim Longhurst, 12 July 2017.

Anderson, Lindsey. 'The Community Partnership Project: Final Report', January 2018.

The British Medical Journal, Volume 6, Issue 6, 'A pharmaco-economic approach to assessing the costs and benefits of air quality interventions that improve health: a case study', June 2016.

Bromsgrove District Council, 'Task Group Report – Scrutiny Steering Board December 2007'.

Camden Council, 'Research Report; understanding target groups knowledge and perceptions of Camden Air Quality', March 2012.

Camden Council Twitter page

<https://twitter.com/camdentalking/status/862991999653236736> , 12 May 2017 (last accessed 23 April 2018).

The Department for Food, Environment and Rural Affairs, 'Air Pollution; an emerging public health issue. Briefing for elected members'.

The Department for Transport, 'Concessionary travel for older and disabled people: guidance on reimbursing bus operators (England)', November 2016, p. 5.

The Department for Transport, 'Concessionary Travel Statistics England, 2016/17',

<https://www.gov.uk/government/statistics/concessionary-travel-statistics-year-ending-march-2017> , 14 December 2017 (last accessed 16 May 2018).

DEFRA, 'Evidence Review on effectiveness of transport measures in reducing nitrogen dioxide', 12 May 2016.

DEFRA and the Department for Transport, 'UK plan for tackling roadside nitrogen dioxide concentrations: An overview', July 2017.

Devon County Council and Torbay Council, 'Local Transport Plan; Devon and Cornwall Strategy 2011-2026', April 2011.

Exeter City Council, 'Draft Air Quality Action Plan 2018-2023'.

The Department for Environment, Food and Rural Affairs and the Department for Transport, 'Consultation on additional measures to support individuals and businesses affected by local NO2 plans', November 2017.

Devon County Council, 'Air Quality and Car Emissions; Report of the Head of Planning, Transportation and Environment', 14 June 2016.

Devon County Council, Heart of Teignbridge Sustainable Transport Report: Final Report, March 2013.

Devon County Council, 'Overview of Highways Data at AQMA's in Devon County', Report of the Head of Planning, Transportation and Environment'.

Devon School Travel Toolkit, <https://devon.schooltraveltoolkit.com/leaguetables/2/87840140/west-exe-school/2017/> (last accessed 29 January 2018).

Dudley Metropolitan Borough Council, 'Idling Vehicles Contribute to Air Pollution',

<http://www.dudley.gov.uk/business/environmental-health/pollution-control/air-quality/vehicle-air-pollution/> (last accessed 20 April 2018).

The Exeter Daily, 'Project explores travel habits in Exeter', <https://www.theexeterdaily.co.uk/news/business-daily-local-news/project-explores-travel-habits-exeter> (last accessed 23 April 2018).

House of Commons Environment, Food and Rural Affairs, Environmental Audit, Health and Social Care, and Transport Committees, 'Improving air quality; Fourth Report of the Environment, Food and Rural Affairs Committee, Fourth Report of the Environmental Audit Committee, Third Report of the Health and Social Care Committee, and Second Report of the Transport Committee of Session 2017–19', 15 March 2018.

Agenda Item 15

The King's Fund, 'Improving the public's health; A resource for local authorities', 2013.

The London Low Emission Construction Partnership, <http://www.llecp.org.uk/advice/mitigation/anti-idling-campaigns> (last accessed 23 April 2018).

Massachusetts Department of Environmental Protection, 'Engine Idling: Impacts on Your Health and the Environment', <http://www.mass.gov/eea/docs/dep/air/idling-and-health.pdf> (last accessed 23 April 2018).

National Institute for Health and Care Excellence, 'Behaviour Change: individual approaches', January 2014, <https://www.nice.org.uk/guidance/ph49/chapter/1-recommendations#recommendation-1-develop-a-local-behaviour-change-policy-and-strategy> (last accessed 25 April 2018).

National Institute for Health and Care Excellence, 'No idling' zones can help to protect vulnerable people from air pollution, says NICE', <http://indepth.nice.org.uk/no-idle-zones-can-help-protect-vulnerable-people-from-air-pollution-says-nice/index.html> (last accessed 20 April 2018).

Natural Capital Committee (2015). The State of Natural Capital, Protecting and Improving Natural Capital for Prosperity and Wellbeing, cited in Exeter City Council, 'Exeter Air Quality Strategy 2015-2020'.

NHS choices, 'Cycling for beginners', <https://www.nhs.uk/Livewell/getting-started-guides/Pages/getting-started-cycling.aspx>, 30 June 2016 (last accessed 27 April 2018).

'Plan for roadside NO2 concentrations published', <https://www.gov.uk/government/news/plan-for-roadside-no2-concentrations-published>, 26 July 2017 (last accessed 11 January 2018).

PLOS Medicine, Volume 4, Issue 3, 'Objectively Measured Physical Activity and Fat Mass in a Large Cohort of Children', March 2007.

'Project explores travel habits in Exeter', <https://www.theexeterdaily.co.uk/news/business-daily-local-news/project-explores-travel-habits-exeter>, 3 January 2018 (last accessed 10 January 2018).

Public Health Air Quality Board, 'Devon Wide Personal Exposure Reduction Project Report', April 2016.

Report of the Environmental Health and Licencing Manager at Exeter City Council to the Place Scrutiny Committee, 11 January 2018.

Report provided by the Head of Education and Learning, February 2018.

Results of a survey sent by the Head of Education and Learning at Devon County Council to 44 Devon schools in March 2018.

'Supplementary Highways Note 02: Air Quality and Congestion Task Group Meeting 26/02/2018'

'Sustainable travel and street design for schools in Devon', <https://www.sustrans.org.uk/our-services/case-studies/street-design-schools> (last accessed 10th January 2018).

Sustrans, 'Air quality; The role of walking and cycling in solving the UK's air quality crisis', December 2017.

Sustrans, 'Cycling and walking the obvious quick-win solution to improving air quality' by Dr Andy Cope, <https://www.sustrans.org.uk/blog/cycling-and-walking-obvious-quick-win-solution-improving-air-quality>, 23 June 2017 (last accessed 12/3/18).

Sustrans, 'Hereford City Schools Active Travel Programme; A summary of the school's programme in Hereford', November 2017.

Sustrans, 'How to Increase Active Travel to Schools', <https://www.sustrans.org.uk/our-services/who-we-work/teachers/how-transform-school-travel> (last accessed 24 April 2018).

Sustrans, 'Our Strategy 2017-22', <https://www.sustrans.org.uk/strategy> (last accessed 27 April 2018).

Sustrans, 'Transforming young people's travel; Smarter choices for everyday journeys', p. 9.

Mid Devon District Council, '2016 Air Quality Annual Status Report', October 2016.

National Institute for Health and Care Excellence, 'Air pollution: outdoor air quality and health', June 2017, <https://www.nice.org.uk/guidance/ng70> (last accessed 6/12/17).

Agenda Item 15

Public Health England, 'Estimating Local Mortality Burdens associated with Particulate Air Pollution 2014', April 2014 (accessed via <http://www.hpa.org.uk/Publications/Environment/PHECRCEReportSeries/PHECRCE010/>).

The Times, 'Study links air pollution to cot death', 19 April 2018, <https://www.thetimes.co.uk/article/study-links-air-pollution-to-cot-death-gqqn572vq> (last accessed 19 April 2018).

The University of the West of England, Air Quality Management Resource Centre, 'Keynote Session: Air Quality Action Plan to Improve the Health of the Public', presentation by Dr Jim Longhurst, 12 July 2017 (via <http://www1.uwe.ac.uk/et/research/aqmrc/publications.aspx> , last accessed 1 December 2017).

Transport for London, 'Roads Task Force Thematic Analysis; Technical Note 20. What are the main health impacts of roads in London?'

Whittlesea Council, 'Social impacts of congestion', <https://www.whittlesea.vic.gov.au/about-us/advocating-for-community-needs/social-impacts-of-congestion/> (last accessed 17 April 2018).

Wiltshire Council, 'Overview and Scrutiny. Report of the joint Air Quality Task Group'.

The World Health Organisation, 'Ambient (outdoor) air quality and health', September 2016, <http://www.who.int/mediacentre/factsheets/fs313/en/> (last accessed 19 April 2018).

STANDING ADVISORY COUNCIL ON RELIGIOUS EDUCATION

5 June 2018

Present:-

Group A: Christian and Other Religion and Belief Communities (with the exception of the Church of England)

K Denby, M Hext, B Lane, M Miller

Group B: The Church of England

S Gill, C Hulbert (Chair), A Parks, T Wilson

Group C: Teachers' Associations

R Flanagan (for K Walshe), J Goody (Vice-Chair), P Hammett, E Mihas, S Shute

Group D: The County Council

C Channon, P Colthorpe and M Squires

Co-opted Members

J Roberts, S Spence, B Twiggs

Advisor

E Pawson

Apologies

H Hastie, R Khreisheh, R Nathwani, W Harrison and Councillor G Hook

(C Hulbert in the Chair)

43 **Minutes**

RESOLVED that the minutes of the meeting held on 6 February 2018 be signed as a correct record.

44 **Items Requiring Urgent Attention**

There was no matter raised as a matter of urgency.

45 **Devon SACRE Membership**

The Chair welcomed new Members and Mr Pawson reported the appointment to the Council of Mr Abdo, but noted that Mr Abdo was not present at this meeting. Mr Pawson would clarify who was representing Exeter Mosque at future meetings.

46 **Devon SACRE Annual Report 2016/7**

Mr Pawson reported on the Devon SACRE Annual Report for 2016/7 and provided a comparison between the performance of Devon schools and national schools in GCSE Religious Education.

The discussion surrounding the Annual Report included:

- the prospect of monitoring visits to schools to ensure that the Religious Studies syllabus has been implemented;
- concerns whether schools have fulfilled legal obligations to deliver Religious Education;

- the percentage of the 2017 Key Stage Four cohort that have completed full course GCSE Religious Education;
- the introduction of new GCSEs this June;
- the English Bacalaureate;
- the GCSE Religious Studies short course; and
- the challenge that few indicators have existed to gain an understanding of what is happening in schools surrounding the teaching of Religious Education and that GCSE results provide the only external indicator.

RESOLVED that the Devon SACRE Annual Report for 2016/7 be received.

47 **Learn Teach Lead RE Updates**

Ms Wilson provided updates on the latest Learn Teach Lead news. These updates included:

- the news that Learn Teach Lead continued to be an effective way of improving the teaching of Religious Education in schools; and
- that Exeter Diocese, Marjon and the All Saints Teaching School Alliance are offering teachers the opportunity to undertake a course to gain a System Leader Qualification in Religious Education and School Ethos.

The Vice-Chair reported on the progress in delivering the Exeter Hub and the challenges surrounding its delivery.

RESOLVED that the results of the Learn Teach Lead evaluation be provided for the November meeting.

48 **Agreed Syllabus Review Planning: Setting up an Agreed Syllabus Committee (ASC)**

Mr Pawson reported on the planning for the 2019 Agreed Syllabus Review and recommended that Devon SACRE should establish a steering group to process this, consisting of either nominated Devon SACRE Members or the whole of Devon SACRE.

An Agreed Syllabus Conference (ASC) and joint working and consultation with other neighbouring SACRES were to be arranged.

Mr Pawson clarified the working arrangements with other local authorities, including those surrounding finances, and reiterated the points made during the February training meeting.

The need to ensure that all schools in Devon should follow the same Religious Education syllabus was also underlined.

Mr Roberts highlighted the importance of working collectively with SACRES in neighbouring authorities as much as is possible and suggested that the ASC should meet to discuss required resources and the sharing of costs.

Councillor Channon emphasised the necessity of conducting effective research and analysis into what schools wanted and current practice before work progressed.

Mr Pawson outlined how a questionnaire could be sent out to schools to gain an understanding of how supported schools feel in delivering the Religious Education syllabus.

RESOLVED that appropriate external speakers be invited to the next meeting of the Devon SACRE in November.

49

Commentary on Agreed Syllabus Review from Katy Staples, adviser to Bristol, South Gloucestershire and Swindon SACREs

Ms Staples shared examples of best practice and decision making from other local authorities and presented the SACRE Members with potential questions that they could ask when deciding how to choose an appropriate Agreed Syllabus for schools in their area.

Ms Staples also discussed potential criteria for the selection of the new Agreed Syllabus and highlighted the usefulness of surveying schools to understand how long existing syllabuses have been in use for. The difference between the Agreed Syllabus and support materials was also clarified.

Members noted that the Learn Teach Lead hubs offer an excellent means of gathering feedback on the Agreed Syllabus.

Members also raised points relating to;

- Devon's rurality;
- the recoument of costs via conference fees;
- where resources were limited, introduce more support for Religious Education school coordinators through Learn Teach Lead;
- that DEF may wish to consider what schools take up or cost may be if schools were to attend any conference;
- questions surrounding the budget for the Agreed Syllabus Review; and
- the coordination of the degree of change to the existing model of cost effectiveness.

Members adjourned to their houses to nominate representatives for the Agreed Syllabus Committee.

RESOLVED that the below nominees be appointed to the Agreed Syllabus Committee;

Group A

Mr Bernard Lane
Mr Denby
Ms Hext
Ms Miller

Group B

Ms Gill
Ms Hulbert
Mr Parks

Group C

J Goody
P Hammett
B Twiggs

Group D

C Channon
P Colthorpe
M Squires

50 **HMD 2019 Planning**

Mr Pawson reported on the preparations for the Holocaust Memorial Day (HMD) in 2019 and confirmed that the event is in the planning stage. A meeting has been arranged for June.

51 **Interfaith Developments**

Mr Pawson provided an update on interfaith developments, which included news that schools are being offered places to bring year 10 and 11 pupils to the 'Dying Matters' conference hosted by the Devon Faith and Belief Forum. This conference will form part of the 2018 Inter-Faith Week and will be held on 9 November 2018.

Mr Pawson also announced that there will be Interfaith Visitor training hosted on three Saturdays in Autumn 2018.

52 **National Developments: Commission on RE**

Mr Pawson gave an outline of the Commission on Education's Interim Report, including the Report's key recommendations and its impact on the teaching of Religious Education in schools.

Mr Pawson further explained that humanists had been welcomed onto SACREs in Wales.

53 **Future SACRE Meetings**

Proposed dates are Thursday, 15 November 2018 and Tuesday, 5 February 2019 at County Hall Exeter (subject to confirmation) at 10.00 am.

The County Council's calendar of meetings can be found at

<http://democracy.devon.gov.uk/mgCalendarMonthView.aspx?GL=1&bcr=1>.

The Meeting started at 10.00 am and finished at 12.35 pm

DEVON EDUCATION FORUM

20 June 2018

Present:-

Schools Members

Primary School Head teachers

Mr J Bishop

Mr A Dobson

Mr J Stone

Mr M Boxall

Cornerstone Academy Trust (*Academy Member*)

Marwood Primary

Denbury Primary

Exeter Children's Federation

Primary School Governors

Mrs A Blewett

Mr M Dobbins

Ms M Wallis

Kings Nympton Primary

Exmouth Marpool Primary

Whimple School (**Chair**)

Secondary School Head teachers

Mrs J Phelan

Cullompton CC

Secondary School Governors

Ms J Elson

Mrs J Larcombe

Mr T Newman

Exmouth CC (*Academy Member*)

Uffculme Academy Trust (*Academy Member*)

Chulmleigh Academy Trust (*Academy Member*)

Nursery School

Mrs S Baker

Westexe

Special School HeadTeacher

Ms B Caschere

Exeter Southbrook School

Non-Schools Members

Ms B Alderson

Mrs S Barnett

Mr B Blythe

Teachers Consultative Committee

Early Years Private, Voluntary & Independent

16-19

Observer

Councillor J McInnes

Cabinet Member – Children's Services and Skills

Apologies

Mr A Walmsley

First Federation (*Academy Member*)

Mr R Haring

Ms M Marder

Mr M Shanks

Ivybridge CC (*Academy Member*)

The Ted Wragg Multi Academy Trust (*Academy Member*)

Education South West (*Academy Member*)

Mrs T Sturtivant

Tiverton High

Mrs F Butler

Marland School

Mr J Seanson

Exeter Diocesan Board of Education

75 **Minutes**

DECISION:

That the minutes of the meeting held on 21 March 2018 be signed as a correct record, subject to Mr Blythe's attendance at the meeting being amended to show him representing "16-19."

76 **Matters Arising from the Last Meeting and Report back on Issues Raised with Cabinet**

DISCUSSION:

The Chair congratulated Councillor James McInnes on becoming Deputy Leader of the County Council, whilst retaining his position as Cabinet Member - Children, Schools & Skills.

77 **Membership**

DISCUSSION:

The following membership changes were noted:-

Mr Malcolm Walsh – new substitute member (16-19)

Mr Paul Cornish – resignation (secondary academy).

78 **Head of Education & Learning Update**

DISCUSSION:

Mr Blythe (16-19) declared an interest in relation to (a) the Apprenticeship Levy, by virtue of PETROC College tendering for apprenticeship work at DCC.

The Head of Education & Learning reported on:-

(a) Apprenticeship Levy – developments and progress to date discussed as presented by DCC Human Resources. A key facts paper was being prepared to go out to all schools. Members who had appointed apprentices via the scheme offered to input into the key facts paper, together with the Devon FE colleges group.

Members suggested small schools might consider sharing apprentices to offer broader training and to share costs and also discussed other training needs within schools that might be linked to apprenticeships;

(b) Safeguarding Referrals to Local Authority Designated Officer (LADO) – to be included in new HT induction. It was agreed to put forward a recommendation to DAPH/DASH/Sentient that the LADO could attend the autumn briefings to provide a brief refresher for existing HTs, to ensure a consistent approach;

(c) Early Help 4 Mental Health - funding secured until March 2019, with an aim to longer term funding and commitment to the longer term process in a draft Children's Scrutiny Report with proposals to finalise the report in the autumn;

(d) New Free Schools Opening/Planned and proposed dates:-

Proposed DCC and Section 106 funding – Trinity CE Primary VA maintained (Open), Sherford and Okehampton new primaries (September 2018);

DfE schemes - Kingsteignton and West Clys (temporary but permanent by September 2019);

5 further approved bids – W Barnstaple Primary (September 2019), W Bideford Primary (September 2020), Monkerton Primary (September 2020), Glendinning Special School Newton Abbot 2019/2020, SW Exeter All Through (September 2021);

(e) Babcock LDP Regional Leadership Team – staffing changes circulated. Most positions had now been backfilled;

(f) Alternative Provision – progress was being made as this had now been re-brokered with a new sponsor chosen by the Headteachers Board. Due diligence currently taking place work on the commissioning will follow with the new sponsor;

(g) Recruitment and Retention – working with Devon, Plymouth Torbay and Cornwall.

DECISION:

that DAPH/DASH/Sentient be recommended that the Local Authority Designated Officer (LADO) attend the autumn briefings to provide a brief refresher for existing HTs, to ensure a consistent approach.

ACTION:

(a) Head of Education & Learning: Apprenticeship levy key facts paper

(b) DAPH/DASH/Sentient - Safeguarding Referrals, LADO attendance at autumn briefings

79

Finance Update

DISCUSSION:

The Forum considered the report of the Chief Officer for Children's Services and County Treasurer (DEF/18/05) and noted the respective Schools Finance Group minutes of 5 June 2018 (minute 83 below).

The report covered:-

Dedicated Schools Grant Draft Outturn position

Allocation of Carry Forwards from 2017/18 (previously approved in principle)

Mutual Fund Update

In respect of Tresillian Nursery (report Table 5 Carry Forwards) members queried why this was a special case for an individual setting when their deficit had also increased from the previous year. The County Treasurer advised this was historical and in approving the carry forward this stayed in Tresillian's own budget, but if it was not approved it would come out of the Early Years block. Tresillian's position could be looked at in greater detail next year if required.

Members comments further included:-

Changes to the growth fund proposals (paragraph 1.3 of the report) to be communicated to schools once the latest funding position was known in July 2018;

DAPH suggested the Schools Finance Group may wish to consider whether there should be any "Plan B" should there be a deficit (High Needs Block);

SEN mainstream (paragraph 1.4.4 of the report) bespoke to individual needs (not capped), but applied consistently;

Recognition that FE budgets were different from pre-16 settings and this should be reflected in how FE High Needs providers were funded;

Managing increased Independent Special Schools placements (paragraph 1.4.5 of the report) and some delay in additional settings eg Glendinning and Tiverton Charlton Lodge.

DECISION:

(a) that the Dedicated Schools Grant Draft Outturn position (subject to Statement of Accounts sign off) as set out in Section 1 of report (DEF/18/05) be noted;

(b) that the allocation of the Carry Forwards from 2017/18 as set out in Section 2 and Table 5 of report (DEF/18/05) be noted/approved respectively;

Carry Forward from 2017/18

Budget Line	Amount £'000	Notes	Decision
Mainstream School balances	15,927	Automatically carried forward in Individual School budgets	2.2 noted
Total School balances	15,927		
Maternity	419	Balance to fund ongoing cover in 2018/19	2.3 noted
Schools and DSG Contingency	1,852	Roll forward 2017/18 underspend into 2018/19	2.3 noted
Phase Associations	82	DAPH (£82k) reinstated. C/fwd taken as part of 2016/17 funding of HNB DASH (£43k) taken as part of 2016/17 funding of HNB offset by £43k overspend in 2017/18.	2.3 noted
Total de-delegated budgets & Central Provisions	2,353		
Special School Balances	2,219	Automatically carried forward in Individual School budgets	2.4 noted
Hospital Education	83	Specialised training for hospital staff and additional support in North Devon	2.5 noted
Mainstream SEN	16	Post 16 SEN – ESFA Funding that relates to summer term	2.6 noted
High Needs	(1,637)	Deficit Balance – agreed to be carried forward by DEF	2.7 noted
Total High Needs	681		
Early Years Pupil Premium	188	2017/18 Ring fenced grant – DfE have confirmed can be spent in 2018/19	2.8 approved*
Early Years Growth Fund	184	Slippage on Trinity start-up costs, funds are committed for 2018/19	2.9 approved*
Tresillian Nursery	(53)	Nursery deficit balance to be met from 2018/19 budget	2.10 approved*
Total Early Years	319		
Total Carry forward requested	19,280		

**(Vote: all phases maintained and academy, PVI)*

(c) that the year-end Mutual Fund position as set out in Section 3 of report (DEF/18/05) be noted;

(d) that a cautious welcome be given to the improved outturn projected forward and appreciation to all staff involved in the management action;

(e) that the suggestion of whether there should be any "Plan B" should there be a deficit (High Needs Block) be forwarded to the Schools Finance Group.

ACTION:

County Treasurer (Adrian Fox) / (e) Heather A Bingham

80

Dedicated Schools Grant 2018/19 Month 1 (High Needs) Update

DISCUSSION:

The Forum considered the report of the Chief Officer for Children's Services and County Treasurer (DEF/18/06), giving an early indication of the budget pressure to be resolved, including the deficit carry forward of £1.6m from 2017/18 and management actions.

Discussion included:-

-Whilst this was currently only the Month 1 position and there was additional pressure for Alternative Provision placements and Independent Special Schools placements as mainstream primary and secondary schools found it more difficult to retain the increasing numbers of children with complex needs in a mainstream setting. These high needs areas were historically difficult to control, although other areas had been making savings. Consideration of a possible "Plan B" in case management actions and other factors were unable to sufficiently constrain expenditure whilst maintaining appropriate provision for individual children within the SEND Code was suggested by DAPH. The Head of Education & Learning commented that in view of the delay in some savings taking effect she recommended sustained management action as the way forward.

-In Devon much work was being carried out around Alternative Provision and the Devon Inclusion Project, including reducing the length of time children attended these settings, prevention, toolkits, reintegration, specific provision for children with medical needs.

-The number and complexity of cases was recognised nationally and the f40 local authorities campaign group was highlighted this to government and had recently produced a School Funding Briefing Paper – May 2018 <http://www.f40.org.uk/wp-content/uploads/2018/06/f40-NFF-Briefing-Paper-6-June-2018-final.pdf>

The Cabinet Member - Schools & Skills was meeting education ministers 25 June 2018 when these issues would be raised.

The County Treasurer also reported on his meeting on 18 June 2018 with the DfE regarding national funding formula proposals for 2019/20.

DECISION:

(a) that a report on the Devon Inclusion Project's work be made to the next meeting;

(b) that f40 developments be noted with great interest.

ACTION:

(a) above, County Solicitor (Fiona Rutley – next agenda)

81 Financial Intervention Panel Schools (FIPS) Annual Report 2017/18

DISCUSSION:

The Forum considered the report of the Chief Officer for Children's Services and County Treasurer (DEF/18/07)

The report covered governing body responsibilities, FIPS' purpose, analysis and outcomes of cases. The Panel continued to support schools in financial difficulty when governing bodies had taken every action they could. In continued times of school funding uncertainty and challenging budgets, FIPS continued to be pro-active in identifying and engaging with schools with vulnerable budgets at an early stage.

DECISION:

that FIPS' pro-active, robust approach and good outcomes during this current period of uncertainty of school budgets be welcomed.

82 DEF Proportionality and Elections 2018

Following consultation with Forum members no change in the proportionality of seats on the Devon Education Forum had been made wef September 2018, based on pupil census data 2018 (predicted to September 2018).

Elections of Schools and Academies Members (and some other appointments) were currently in progress for the 4 year period 1 September 2018 - 31 August 2022, with elections planned prior to the end of the summer term 2018. Details available via fiona.rutley@devon.gov.uk (DEF contact), or the phase associations.

83 Standing (and other) Groups

The Forum received the following minutes of its standing groups:-

(a) Schools' Finance Group (SFG)

Minutes of the meeting held on 23 May 2018 (also considered under Finance Update minute 79 above)

(b) School Organisation, Capital and Admissions (SOCA)

Minutes of the meeting held on 5 June 2018.

DECISION:

In accordance with the NPS Update (SOCA note 5) where contractors' reasonable access was denied by schools during the school day when DBS paperwork was in place, the associations reiterate the message that:- schools would be expected to pay the extra contractor charge.

ACTION:

Phase Associations

84 Dates of Future Meetings

At 10am at County Hall, Exeter:-

Wed 17 October 2018

Wed 23 January 2019

Wed 20 March 2019.

The Meeting started at 10.00 am and finished at 11.55 am

The Schools Forum web is www.devon.gov.uk/schoolsforum

DEVON AUDIT PARTNERSHIP COMMITTEE

20 June 2018

Present:-

Devon County Council:-

Councillors J Mathews and J Clatworthy

Other Council Representatives:-

Councillor Margaret Corvid, Plymouth City Council
Councillor Lorraine Parker-Delaz-Ajete, Plymouth City Council
Councillor Philip Hackett, Torridge District Council
Councillor Alan Tyerman, Torbay Council
Councillor James Hellyer, Torridge District Council
Councillor Bob Evans, Mid Devon District Council
Councillor Bob Deed, Mid Devon District Council

* 23

Election of Chair

The Chairship is held on a rotational basis with each Council having a Member serve alternately for one year. Plymouth have recently held the Chairship and it is therefore Torridge's turn to hold the post of Chair for one year from the date of this meeting.

RESOLVED that Councillor Hackett be elected Chair for the ensuing year.

* 24

Election of Vice-Chair

The Vice-Chair shall be elected from a Council other than that which currently holds the Chairship.

RESOLVED that Councillor Evans be elected Vice-Chair for the ensuing year.

* 25

Chair's Announcements

The Chair welcomed Mr Hipkin who was attending the meeting in his capacity as a Co-opted Member of the Council's Standards Committee to observe and monitor compliance with the Council's ethical governance framework.

* 26

Minutes

RESOLVED that the Minutes of the meeting held on 7 March 2018 be signed as a correct record.

* 27

Items Requiring Urgent Attention

There was no item raised as a matter of urgency.

* 28

Revenue Outturn Position 2017/18

The Committee considered the Report of the Head of Devon Audit Partnership (CT/18/56) setting out the revenue outturn position and changes between month 9 and year end, the balance sheet as at 31 March 2018, the Accounting Statement, the Annual Internal Audit Report for 2017/18 and the Annual Governance Statement.

Members noted:

- A backlog of receiving payments from customers, which officers advised had resulted from some administrative support issues that had now been resolved.
- An increased risk of not collecting all income due had been identified. The Head of Devon Audit Partnership advised that such a risk remained slight with the smaller organisations the service works for and minimal with larger organisations.
- That income had exceeded expenditure by £4,490 at year end.

It was MOVED by Councillor Hackett, SECONDED by Councillor Evans and

RESOLVED

- (a) that the Devon Audit Partnership Revenue Outturn Position Report 2017/18 be noted.
- (b) that the Devon Audit Partnership balance sheet as at 31 March 2018 and the balances contained be noted.
- (c) that the Accounting Statement prepared in accordance with the (former) small bodies return format be noted.
- (d) that approval be given for the Chair to sign the Annual Governance Statement.
- (e) that the Annual Internal Audit Report for 2017/18 be noted.

* 29

Annual Report 2017/18

The Committee considered the Report of the Head of Devon Audit Partnership (CT/18/57) outlining the progress made by the Partnership during the course of the year; the ongoing development of arrangements with partners including Mid Devon Council; the successful transfer of the Counter Fraud Service to the Partnership and the continued high level of customer satisfaction achieved.

Members congratulated officers on their work as part of Audit Together which had been recognised nationally as one of the finalists at the Public Finance Initiatives award, as well as securing work with Leeds Beckett University and TWI in Cambridge.

Members noted:

- Variance in terms of chargeable days and the actual number of days taken to complete an audit.
- The risk that more productive time gets subsumed in more extensive audits

It was MOVED by Councillor Mathews, SECONDED by Councillor Clatworthy and

RESOLVED

- (a) that progress made by the Devon Audit Partnership during the 2017/18 financial year be noted.
- (b) that the successful transfer of the Counter Fraud Service to the Partnership be noted.
- (c) that the continued high level of customer satisfaction achieved by the Partnership be noted.

* **30** **Counter Fraud Service**

The Head of the Devon Audit Partnership Counter Fraud Service provided an overview of the Counter Fraud Team, which has recently been transferred to Devon Audit Partnership.

Members noted:

- The Counter Fraud Team are seen as a leader in the field of counter fraud work in the South West with an experienced, committed and fully qualified team of investigators.
- The Counter Fraud Team have in the last 4 years dealt with in the region of 1500 allegations of fraud including areas social housing, insurance, blue badge, bus pass etc realising a saving of £6,500,000 over that period.
- The need for close working with district authorities in terms of countering fraud.

* **31** **Future Meetings**

The Committee agreed to meetings at 10.30am on 12 November 2018 and 11 March 2019.

***DENOTES DELEGATED MATTER WITH POWER TO ACT**

The Meeting started at 10.30 am and finished at 11.45 am

SCHEDULE OF CABINET MEMBER DECISIONS TAKEN SINCE PREVIOUS MEETING		
Cabinet Remit/Officer	Matter for Decision	Effective Date
Resources Management	Fin 553 – Approval to variations in the approved Capital Programme 2018/19 and 2019/20 and other property matters	27 June 2018
Infrastructure, Development and Waste	Approval to consult with the public in relation to a footway and highway widening scheme on Exeter Road, Newton Abbot, to improve access to the Whitehill housing development as part of the Newton Abbot East West Cycle Route (Phase 3).	3 July 2018
Children’s Services & Schools	Approval to lower the age range at East Anstey and Bishops Nympton Primary Schools	12 June 2018
	Approval for the Rehabilitation Officer for Visually Impaired Children (ROVIC) Service to be brought into the County Council’s direct delivery	27 June 2018
	Approval to re-commission the residential short breaks services.	28 June 2018
Highway Management	Approval to the fees and charges for Highways and On-street parking	20 June 2018

The Registers of Decisions will be available for inspection at meetings of the Cabinet or, at any other time, in the Democratic Services & Scrutiny Secretariat, during normal office hours. Contact details shown above.

In line with the Openness of Local Government Bodies Regulations 2014, details of Decisions taken by Officers under any express authorisation of the Cabinet or other Committee or under any general authorisation within the Council’s Scheme of Delegation set out in Part 3 of the Council’s Constitution may be viewed at <https://new.devon.gov.uk/democracy/officer-decisions/>

DEVON COUNTY COUNCIL

COUNCIL/CABINET FORWARD PLAN

In line with the public's general rights of access to information and the promotion of transparency in the way which decisions are taken by or on behalf of the Council, Devon County Council produces a Forward Plan of any Key Decisions to be taken by the Cabinet and any Framework Decisions to be made by the County Council. The Plan normally covers a period of a minimum of four months from the date of publication and is updated every month.

The County Council has defined key decisions as those which by reason of their strategic, political or financial significance or which will have a significant effect on communities in more than one division are to be made by the Cabinet or a Committee of the Cabinet. Framework Decisions are those decisions, which, in line with Article 4 of the Council's Constitution must be made by the County Council.

The Cabinet will, at every meeting, review its forthcoming business and determine which items are to be defined as key decisions and the date of the meeting at which every such decision is to be made, indicating what documents will be considered and where, in line with legislation, any item may exceptionally be considered in the absence of the press and public. The revised Plan will be published immediately after each meeting. *Where possible the County Council will attempt to keep to the dates shown in the Plan. It is possible that on occasion may need to be rescheduled.* Please ensure therefore that you refer to the most up to date Plan.

An up to date version of the Plan will available for inspection at the Democratic Services & Scrutiny Secretariat in the Office of the County Solicitor at County Hall, Topsham Road, Exeter (Telephone: 01392 382264) between the hours of 9.30am and 4.30am on Mondays to Thursdays and 9.30am and 3.30pm on Fridays, free of charge, or on the County Council's web site, 'Information Devon', (<http://www.devon.gov.uk/dcc/committee/>) at any time.

Copies of Agenda and Reports of the Cabinet or other Committees of the County Council referred to in this Plan area also on the Council's Website at (<http://www.devon.gov.uk/dcc/committee/mingifs.html>)

FORWARD PLAN

All items listed in this Forward Plan will be discussed in public at the relevant meeting, unless otherwise indicated for the reasons shown

Any person who wishes to make representations to the Council/Cabinet about (a) any of the matters proposed for consideration in respect of which a decision is to be made or (b) whether or not they are to be discussed in public or private, as outlined below, may do so in writing, before the designated Date for Decision shown, to The Democratic Services & Scrutiny Secretariat, County Hall, Exeter, EX2 4QD or by email to: members.services@devon.gov.uk

PART A - KEY DECISIONS

(To Be made by the Cabinet)

Page 174

Date of Decision	Matter for Decision	Consultees	Means of Consultation**	Documents to be considered in making decision	County Council Electoral Division(s) affected by matter
	<i>Regular / Annual Matters for Consideration</i>				
February 2019	Admission Arrangements and Education Travel Review: Approval to admission arrangements for subsequent academic year	Schools, GBs and Phase Associations	Formal consultation and Devon Education Forum	Report of the Chief Officer for Childrens Services outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions
8 February 2019	Target Budget: Target Budget: Impact of the Provisional Local Government Settlement for forthcoming year on the preparation of that year's budget and affirmation/re-affirmation of service expenditure targets	N/A	N/A	Report of the County Treasurer outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions
10 April 2019	County Road Highway Maintenance Capital Budget Update on current years programmes and approval of schemes and proposed programmes for forthcoming financial year	N/A	N/A	Report of the Chief Officer for Highways, Infrastructure Development and Waste outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions

10	April	County Road Highway Maintenance Revenue Budget and On Street Parking Account Allocation of highway maintenance funding allocated by the Council in the budget for the current/forthcoming financial year	N/A	N/A	Report of the Chief Officer for Highways, Infrastructure Development and Waste outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions
		<i>Specific Matters for Consideration</i>				
11	July	Sherford Main Street: Approval to appointment of contractor and construction	Community and Stakeholders as part of planning process and Highways England, Plymouth City Council, and South Hams District Council as part of design process.	Community and Stakeholder consultation as part of planning process.	Report of the Head of Planning, Transportation and Environment outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	Bickleigh & Wembury; Ivybridge; South Brent & Yealmpton

<p>11 July 2018</p>	<p>A Gateway to Northern Devon – A361/A39 North Devon Link Road: South Molton to Bideford Update and approval to go to tender and acquire land through negotiation /CPO</p>	<ul style="list-style-type: none"> • Key Stakeholders: <ul style="list-style-type: none"> o Local government - Devon County Council, North Devon Council, Torridge District Council, Mid Devon District Council o Statutory Bodies - Environment Agency, Historic England, Natural England • Other Stakeholders: <ul style="list-style-type: none"> o Government - MP for North Devon, MP for Torridge and West Devon o Local government - Heart of South West Local Enterprise Partnership o Transport - Network Rail • Consultees: <ul style="list-style-type: none"> o Local Government - Town and Parish Councils o Emergency Services o Statutory Undertakers o Other organisations 	<p>A mini consultation for amendments to the improvements to Borner's Bridge Roundabout and Bishop's Tawton Roundabout will be held in June/July 2018. The improvements to Buckleigh Road Junction and Heywood Road Roundabout will be presented at the Torridge HATOC on the 19th June 2018. All other improvements are as per those presented in the online consultation held 9th June 2017 – 28th July 2017 and at the public exhibitions. Meetings to inform the districts and members have been organised for the beginning of June 2018. Ongoing liaison with affected</p>	<p>Report of the Head of Planning, Transportation and Environment outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.</p>	<p>Barnstaple North; Barnstaple South; Bideford East; Bideford West & Hartland; Braunton Rural; Chulmleigh & Landkey; Combe Martin Rural; Fremington Rural; Ilfracombe; Northam; South Molton; Torrington Rural</p>
-------------------------	---	---	--	---	---

11 July 2018	Approval to submit a full bid to the Housing Infrastructure Fund to support development at South West Exeter following a successful Expression of Interest.	Developers/landowners	Meetings/Correspondence	Report of the Head of Planning, Transportation and Environment outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	Alphington & Cowick; Exminster & Haldon
11 July 2018	Exeter, Upper Northbrook Surface Water Flood Improvements	Exeter City Council, South West Water, Environment Agency and relevant landowners	Meetings and Reports	Report of the Head of Planning, Transportation and Environment outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	Heavitree & Whipton Barton; Pinhoe & Mincinglake
12 September 2018	Sidmouth Surface Water Flood Improvements	East Devon District Council, Sidmouth Town Council, South West Water, Environment Agency and relevant landowners	Meetings and Reports	Report of the Head of Planning, Transportation and Environment outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	Sidmouth
12 September 2018	Accommodation Strategy			Report of the Head of Adult Commissioning and Health outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions
12 September 2018	Adult Services Market Sufficiency			Report of the Head of Adult Commissioning and Health outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions
12 September 2018	Disabilities Delivery Plan			Report of the Head of Adult Commissioning and Health outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions
12 September 2018	Promoting independence in Devon: Our Vision, 5 year Plan and Annual Report for 2017"			Report of the Head of Adult Commissioning and Health outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions

Between 12 September 2018 and 10 October 2018	Foster Carer Allowances	Foster Carers / Stakeholders	YES	Report of the Head of Children's Social Care (Deputy Chief Officer) outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions
12 September 2018	Residential Short Breaks for Disabled Children			Report of the Head of Children's Social Care (Deputy Chief Officer) outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions
12 September 2018	Children in Care - Placement Sufficiency	TBC	TBC	Report of the Chief Officer for Children's Services outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions
Between 10 October 2018 and 14 November 2018	Street Lighting Policy and Contract	TBA	TBA	Report of the Chief Officer for Highways, Infrastructure Development and Waste outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions
8 February 2019	Children and Young People Plan Approval to Children & Young People's Plan for 2018 onwards			Report of the Chief Officer for Children's Services outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions

PART B -FRAMEWORK DECISIONS

(Requiring approval of the County Council)

Date of Decision	Matter for Decision	Consultees	Means of Consultation**	Documents to be considered in making decision	County Council Electoral Division(s) affected by matter
15 January 2019 14 February 2019	Pay Policy Statement Recommendation to County Council in February of each year to approve, in accordance with the provisions of the Localism Act 2011 of the Councils Annual Pay Policy Statement setting out its policy for each financial year relating to remuneration of Chief Officers and other employees and the relationship between the pay of chief officers and other employees	Appointments & Remuneration Committee	Public Meeting	Report of the County Solicitor outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions
February 2019 February 2019	Revenue Budget, Medium Term Financial Strategy & Capital Programme for next subsequent financial year and beyond	Public, Stakeholders, Trades Unions, Business and Voluntary Sectors and public	Statutory consultations, meetings, fora and public meetings, correspondence and website	Report of the County Treasurer outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions

Page 179

PART C - OTHER MATTERS (i.e. Neither Key Nor Framework Decisions)					
Date of Decision	Matter for Decision	Consultees	Means of Consultation**	Documents to be considered in making decision	County Council Electoral Division(s) affected by matter
<i>Regular / Annual Matters for Consideration</i>					
Between 11 July 2018 and 31 December 2019	Standing Items, as necessary (Minutes, References from Committees, Notices of Motion and Registers of Delegated or Urgent Decisions)	As necessary		Report of the TBC outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions
Between 11 July 2018 and 1 May 2021 Between 11 July 2018 and 1 May 2021	Standing items on the future management, occupation, use and improvement of individual holdings and the estate, monitoring the delivery of the Budget & the Estate Useable Capital Receipts Reserve in line with the approved policy and budget framework <i>[NB: Items relating to the letting or occupancy of individual holdings may contain information about, or which is likely to reveal the identity of, an applicant for a holding and about the financial and business affairs of the Council and any prospective or existing tenant that may need to be discussed in the absence of the press and public]</i>	To be considered at the Farms Estates Committee, including any advice of the Council's Agents NPS South West Ltd		Report of the County Treasurer, Head of Digital Transformation and Business Support outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions
11 July 2018	Treasury Management Stewardship Outturn Report	Corporate Services Scrutiny Committee	n/a	Report of the County Treasurer outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions

10 October 2018	Annual Childcare Sufficiency Report: Endorsement of Annual report outlining how the Council is meeting its statutory duty to secure sufficient early years and childcare places and identifying challenges and actions for the coming year in relation	Interested parties and partners and schools and parents		Report of the Head of Education and Learning outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions
12 December 2018	Treasury Management Stewardship - Mid Year Position	N/A	N/A	Report of the County Treasurer outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions
12 December 2018	Devon Safeguarding Adults Board Annual Report 2017/18 To receive the Annual Report of the Devon Safeguarding Adults Board	N/A	N/A	Report of the Chair of the Safeguarding Board outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions
8 May 2019	Approval to Revenue & Capital Outturn, for the preceding financial year	N/A	N/A	Report of the County Treasurer outlining all relevant considerations, information and material including any equality and / or impact assessments, as necessary.	All Divisions
<i>Specific Matters for Consideration</i>					

Agenda Item 19