

Phil Norrey  
Chief Executive

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

County Hall  
Topsham Road  
Exeter  
Devon  
EX2 4QD

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(See below)

Your ref :  
Our ref :

Date : 18 September 2019  
Please ask for : Wendy Simpson 01392 384383

Email: wendy.simpson@devon.gov.uk

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**CORPORATE INFRASTRUCTURE AND REGULATORY SERVICES SCRUTINY  
COMMITTEE**

Thursday, 26th September, 2019

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

P NORREY  
Chief Executive

**A G E N D A**

**PART I - OPEN COMMITTEE**

- 1 Apologies
- 2 Minutes  
Minutes of the meeting held on 25 June 2019 (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 Public Participation  
Members of the public may make representations/presentations on any substantive matter listed in the published agenda for this meeting, as set out hereunder, relating to a specific matter or an examination of services or facilities provided or to be provided.

**MATTERS FOR CONSIDERATION OR REVIEW**

- 5 Scrutiny Work Programme  
In accordance with previous practice, Scrutiny Committees are requested to review the list of forthcoming business and determine which items are to be included in the Work

Programme. The Scrutiny Work Programme can be found [here](#).

The Committee may also wish to review the content of the Cabinet Forward Plan to see if there are any specific items therein it might wish to explore further. The Cabinet Forward Plan can be found [here](#).

- 6 Connecting Devon & Somerset (CDS) Broadband Update (Pages 1 - 4)  
Report of the Head of Economy, Enterprise and Skills (EES/19/5), attached.
- 7 Libraries Unlimited Update (Pages 5 - 10)  
Report of the Chief Officer for Communities, Public Health, Environment and Prosperity (SC/19/2), attached.
- 8 Highways Performance Dashboard (Pages 11 - 16)  
Report of the Chief Officer for Highways, Infrastructure Development and Waste (HIW/19/73), attached.
- 9 Planned and Reactive Maintenance: Progress on Task Group Recommendations (Pages 17 - 20)  
Report of the Chief Officer for Highways, Infrastructure Development and Waste (HIW/19/72), attached.
- 10 Problem Gambling Update (Pages 21 - 40)  
Report of the Chief Officer for Communities, Public Health, Environment and Prosperity, attached.
- 11 Climate Change Standing Overview Group (Pages 41 - 42)  
Report of the Climate Change Standing Overview Group, attached.
- 12 Devon and Somerset Fire and Rescue Service 'Safer Together' Consultation (Pages 43 - 46)  
(In accordance with Standing Order 23(2) Councillor M Shaw has requested that the Committee consider this matter.)  
  
Report by Councillor M Shaw, attached.

[N.B. This Report is from an individual member of the Council and is not written on behalf of Devon County Council.]

#### **MATTERS FOR INFORMATION**

- 13 Items Previously Circulated  
Below is a list of information previously circulated to Members since the last meeting, relating to topical developments which have been or are currently being considered by this Scrutiny Committee:
  - Masterclass presentations given on 26 June 2019.

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

Nil

### Membership

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

### 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 any minutes, reports or lists of background papers relating to any item on this agenda should contact Wendy Simpson 01392 384383.

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..

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### Public Participation

Devon's residents may attend and speak at any meeting of a County Council Scrutiny Committee when it is reviewing any specific matter or examining the provision of services or facilities as listed on the agenda for that meeting.

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

Anyone wishing to speak is requested to register in writing to the Clerk of the Committee (details above) by the deadline, outlined in the Council's [Public Participation Scheme](#), indicating which item they wish to speak on and giving a brief outline of the issues/ points they wish to make. The representation and the name of the person making the representation will be recorded in the minutes.

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

All Scrutiny Committee agenda are published at least seven days before the meeting on the Council's website.

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Induction loop system available

## **Committee Terms of Reference**

(1) To review the implementation of the Council's existing policy and budget framework and ensure effective scrutiny of the Council's Treasury Management Strategy and policies and consider the scope for new policies for the Council's use and management of its resources and the discharge of its corporate and strategic services and governance arrangements and community safety activity, including emergency planning and the Council's functions in the scrutiny of authorities responsible for crime and disorder strategies.

(2) To review the implementation of existing policies and to consider the scope for new policies with regard to all aspects of the discharge of the Council's 'place shaping and universal population services' functions concerning the environment, economic activity and enterprise, integrated planning and transport and community services, including libraries, arts and cultural heritage of the County, an integrated youth service and post 16 education & skills;

(3) To assess the effectiveness of decisions of the Cabinet in these areas of the Council's statutory activity and relate overview and scrutiny to the achievement of the Council's strategic priorities and objectives and of delivering best value in all its activities;

(4) To make reports and recommendations as appropriate arising from this area of overview and scrutiny.

## NOTES FOR VISITORS

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**SatNav** – Postcode EX2 4QD

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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).

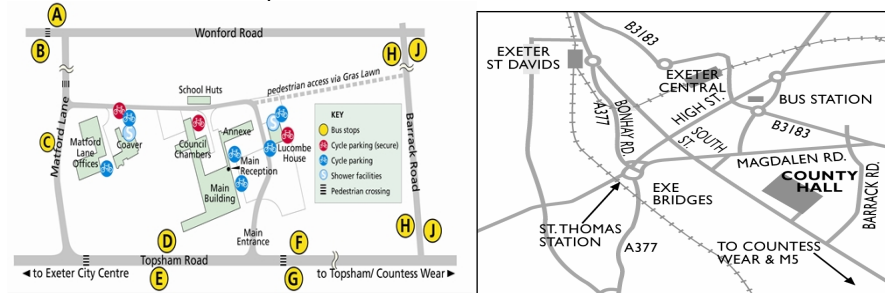
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### Car Parking and Security

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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

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### First Aid

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



## **Connecting Devon and Somerset Update**

Report of the Head of Economy, Enterprise and Skills

### **1. Summary**

This report provides an update on the roll out of broadband across Devon and Somerset led by Connecting Devon and Somerset (CDS). The contract being delivered by Airband across north western Devon is on target and 7,369 premises are now connected. However, a decision to terminate the five contracts awarded to Gigaclear has been taken. Despite painstaking work by CDS and Gigaclear it has not been possible to agree a plan that CDS and Building Digital UK (BDUK) could support with confidence. A termination notice for all five contracts was issued on 12 September to Gigaclear and a public announcement issued. Development of a re-procurement is underway and other opportunities to extend coverage are advancing.

### **2. Background**

The CDS programme is the largest of its kind in England. It is supported with funding from the Department for Digital, Culture, Media and Sport, the EU's European Regional Development Fund, the Heart of the South West Local Enterprise Partnership and local authorities, including Devon County Council. Somerset County Council is the accountable body, and the programme works very closely with Building Digital UK (BDUK).

To date, the programme has provided access to superfast broadband to more than 300,000 homes and businesses, often in sparsely populated rural areas and over challenging terrain. A further 38,000 homes and businesses have benefited from improved broadband speed. The take up rate for these new services currently stands at 59.44% compared with a national average of 52.4% and is generating significant resources for reinvestment thanks to the Government's gainshare agreement with BT.

Airband is currently building a new network for CDS that will provide access to superfast broadband for around 16,000 homes and businesses across the area by June 2020 and is providing a network to serve around 5,000 hard to reach properties in Dartmoor and Exmoor National Parks with superfast broadband.

CDS awarded five contracts in December 2016 to Gigaclear Ltd based in Abingdon, Oxfordshire to deliver ultrafast broadband across Devon and Somerset. CDS was able to extend coverage in December 2017, having secured additional ERDF funding to a total of 47,810 homes and businesses. Gigaclear are investing £60.5m of their own resources with CDS contributing £31m public sector subsidy to deliver this coverage. Gigaclear also committed to deliver services to a further 43,000 premises under their own commercial programme and a further investment of £67.3m into their commercial build programme.

The award of these contracts was approved by BDUK and the CDS Board, with BDUK playing a full role in the assurance of the proposed contracts.

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## 3. Update on Airband Contract

Airband have continued with the build and to connect homes across north western Devon (LOT4). To date they have covered 7,369 premises and are on target to serve a further 3,500 over the next few months. The company has attended a variety of parish meetings and events to support their roll out and encouraging take up. To date they have more than 850 live customers off this new network, approximately 11% of properties.

Airband have also completed the contract to deliver 5,000 premises across the two National Parks. CDS are working with the company and BDUK to complete the contract and verify coverage.

## 4. Update on Gigaclear Contracts

CDS awarded five contracts to Gigaclear for completion in December 2019 and subsequently an expansion of the contracted roll out was approved with BDUK for completion by June 2020. The company was contracted to build an underground full fibre network for CDS covering 47,810 homes and businesses. The award of contracts was vetted and approved by BDUK on behalf of the Government. An announcement was made at the end of last year that the Gigaclear contracts were in delay. CDS and Gigaclear jointly issued a [briefing](#) to stakeholders, including councillors and MPs in early November. This set out detail on the five main reasons for the delays incurred by Gigaclear:

- Poor operational capacity and decision-making within Gigaclear
- Lack of operator capacity
- Slow deployment by contractors
- Lack of detailed planning
- Failure to redesign the build methodology

CDS has been withholding public subsidy while Gigaclear attempted to produce a satisfactory recovery plan.

CDS had already had to place Gigaclear on notice of default after it failed to meet contract targets set in early 2018 for the number of homes and businesses connected. Targets have continued to be missed by a substantial margin. By the end of the first quarter of this year (June 30,2019) Gigaclear had provided 496 properties with access to the new network compared to contract targets totalling 28,689. Assurances that the contracts would be delivered in full and on time were given to CDS and BDUK in March 2018 by Gigaclear's previous owner. In October 2018 the new management of Gigaclear said the company would deliver superfast broadband access to between 40% and 50% of the CDS contracted premises by June 2020 with the remaining coverage completed by June 2022. However, despite the new owners investing additional resources, changes in senior management, the opening of a regional office in Taunton, and increasing the number of staff dedicated to the Devon and Somerset publicly funded and commercial broadband operations, the delays increased.

Remedial plans proposed by Gigaclear were withdrawn in January this year with the company saying it could no longer afford the cost of a redesigned programme. At CDS' request, the company undertook, first, a limited cost analysis that indicated construction using poles and overhead cables might be affordable. This was followed by a wider analysis by Gigaclear, again at CDS' request, to support a potential recovery plan by the company in one contract area. However, despite painstaking work by all concerned, it has not been possible to agree a plan that CDS and BDUK could support with confidence. As a result, the



CDS Board in consultation with BDUK and funders took the decision to end the five contracts with Gigaclear.

## 5. The Way Ahead

CDS intends to launch a fresh procurement this autumn. This will start an estimated 12-month tender process to identify new provider(s) of these services. CDS is formally consulting the market to identify who is building broadband commercially across the area and their plans over the next three years, which are credible and financed. Getting an up to date picture of what's happening means we have a more accurate view of the areas that will continue to need public subsidy.

That knowledge will inform the invitation to tender which CDS aims to publish before the end of December. We anticipate receiving tenders by late spring – bidding for these contracts is a complex undertaking – and we'll begin the process with BDUK of evaluating the tenders in the summer. We hope to have a preferred bidder or bidders by September, then all parties will complete their due diligence, and we'd expect to be in a position to award a contract or contracts by November next year.

CDS has held productive meetings over the summer with a number of companies interested in building full fibre networks in Devon and Somerset and has already started a second round of engagement.

In addition, CDS is working to increase coverage within the LOT 4 contracted area with Airband including the opportunity to introduce a fibre solution. The company is providing a proposal which CDS and BDUK will look to agree as soon as possible.

The CDS Community Challenge Fund will be launched later this year, following successful pilots in Devon and Somerset, enabling local communities to have a real hands-on say in new networks for their areas. A capital fund of £295k has been set aside to support this extension. Its anticipated 6-8 more community solutions can be supported and work has begun to identify opportunities working with a range of suppliers.

A new collaboration with BT to extend coverage in rural areas is also nearing conclusion and is going through assurance within BDUK. This represents delivery of full fibre to a further 2,000 rural premises across Devon and Somerset.

Residents and business can also benefit from the Government's Gigabit and Rural Gigabit vouchers. These are nationally funded programmes and CDS will be encouraging residents and businesses to take full advantage of this opportunity. More information can be found here <https://gigabitvoucher.culture.gov.uk/>

CDS is working with the Heart of the South West Local Enterprise Partnership and other partners to develop a Digital Strategy and a refreshed Local Broadband Plan. The former will focus on the digital ambitions for the region, supporting productivity growth and prosperity for all. The Local Broadband Plan will specifically focus on the connectivity programme and include fixed and mobile solutions.

Keri Denton  
Head of Economy, Enterprise and Skills

## Electoral Divisions: All

Cabinet Member for Economy and Skills: Councillor Rufus Gilbert

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

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## Local Government Act 1972: List of Background Papers

Contact for enquiries: Keri Denton

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

Tel No: (01392) 383000

Background Paper	Date	File Ref.
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Nil

kd160919cirssc Connecting Devon and Somerset Update		
hk	04	160919

## Update on Libraries in Devon

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

### 1. Introduction

In 2016 the Council transferred the delivery of its library services to the newly formed mutual organisation Libraries Unlimited. The contract term is 5 years with an optional additional 5 years. We are currently in year 4 of the first 5-year period.

The Council's commitment to libraries, reflected in ongoing annual funding of around £6.4M, remains significant and at odds with library closures and substantial reductions seen in other parts of the country. The Council's 50 libraries across the County and 4 mobile library routes and approximately 450 stops continue to be delivered by paid staff. The Council remains committed to its shared six core purposes within Devon libraries:

- Promoting and encouraging a love of reading
- Providing free access to information to help people in their everyday lives
- Inspiring people of all ages to learn, imagine, create, succeed and realise their potential
- Guiding and supporting people to explore and connect to the wider world
- Offering a welcoming space to meet, socialise, learn, read and enjoy new experiences
- Supporting the health and wellbeing of individuals and local communities.

Since 2016, alongside core library delivery, a programme of divestment has been managed transferring many aspects of the infrastructure supporting the services to Libraries Unlimited. Responsibilities for HR, finance and buildings have been completed and the final elements of the extensive ICT infrastructure is scheduled to be completed by December 2019.

Libraries Unlimited have already delivered savings of £1.5 million for the Council immediately before and post divestment with a further £300,000 of reductions targeted over the next two years in line with the Council's wider financial pressures. To date savings have been achieved through Libraries Unlimited's ability to source alternative funding, and to trial new and innovative library services. In April 2018 Libraries Unlimited secured the contract to deliver Library Services in Torbay and became a National Portfolio Organisation with funding from Arts Council England.

Nationally, libraries continue to face significant challenges, not only to funding but with wider pressures and gaps in services as a result of austerity. Alongside this, libraries are having to consider and react to rapid digital developments, a drop-in footfall to high streets, and continually changing and evolving behaviours and demands from the general public.

The Council and Libraries Unlimited are committed to working closely together over the next year to develop a clear local and strategic understanding of these challenges and to develop responses and opportunities to ensure a vibrant and sustainable library offer for Devon, for the future.

### 2. Key Updates

As part of the regular commissioning arrangements, officers help to determine the Council's commissioning priorities which in turn informs the annual service plan produced by Libraries Unlimited. This year the Council has determined 3 overarching priorities:

- **Communities** – co-producing library services with local people ensuring maximum impact and involvement
- **Digital** – increasing digital access to services

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- **Data** – improving insight and intelligence on how libraries are currently used and could potentially be used to inform service developments, cost effectiveness and increased access to services.

## **Service Development**

- We plan to trial a pop-up library to enhance the library opportunities for rural communities.
- Extend the provision of the Home Library and Good Neighbour schemes for people.
- Reviewing the Resource Fund

**Summer Reading Challenge** - The annual reading challenge is an important opportunity for young readers to enjoy books over the summer holidays as this is a period when many primary aged children drop back significantly in their literacy levels. Many children who take part will be entering a library for the first time. We are awaiting the results, but by the end of week 6 results showed:

- Children starting the Challenge: 12,163
- Children who have completed the Challenge: 3,732

Children will be able to complete the Challenge until Saturday 14th September, but at the same stage last year:

- Children who started the Challenge: 11,162
- Children who completed the Challenge (FINAL): 6,667
- At the end of week 6 last year 3,045 children had completed the Challenge

Therefore, with a couple of weeks still to go there has been a 9% increase on last year for the number of children participating, and results are on track to substantially increase the number of children completing the Challenge too.

Final figures will be available during the first week of October.

**Library buildings** - There continue to be a range of plans for Library Buildings refurbishment and development. Specific refurbishments are planned for the coming year at Axminster, Teignmouth and Kingsteignton. Work is ongoing through the libraries capital programme and there is additional fundraising support from friends' groups and other external funding opportunities.

In addition, the Council is working on proposals to co-locate the Library and LearnDevon in Bideford to create an information and learning Hub for the Town that will provide access to all the regular Library services alongside the extensive learning opportunities delivered by LearnDevon in the town.

**ICT** - Devon libraries information and communications technology (ICT) transition (from previous hosted DCC arrangements) is in its final stage. Over the coming months each of the libraries will be migrated to the new Libraries Unlimited ICT infrastructure. Each library will receive replacement desktops and public access pc's and connect to a new network. The public access pc's will also receive updated operating systems and newer versions of the internet browser which should go some way to improving speeds and reliability for users as well as increased levels of on-line security. The rollout is scheduled for completion in November and disruption at libraries will be minimised.

The replacement Library Management system is in place and whilst there were some initial issues, after some closer working with the system provider these have been resolved.

## **3. Performance Reporting**

When the contract was let, a set of KPIs (Key Performance Indicators) were set out and progress monitored on a quarterly basis though contract monitoring meetings between the commissioners and Libraries Unlimited.

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Commissioners are now working towards an updated and richer set of performance metrics in order to better understand the ways libraries are being used today, through a new Performance Dataset. This will utilise the enhanced information available from the new Libraries Management System in addition to the current KPI data below.

By developing this new set of data, we aim to provide more detail on the performance and operation of individual libraries and understand more about the demographics of current and future library users. The Council is committed to having as much of the information as publicly accessible as possible through the use of open data and to enable better understanding and scrutiny of both the Council and Libraries Unlimited as the deliverer of services. The current draft of these proposed new datasets is available in Appendix A.

The current KPI data available is below.

Purpose	Indicator	2018/19	2017/18	Change
Offering a welcoming space to meet, socialise, learn, read and enjoy new experiences	Visits	2,577,791	2,743,157	-6.03%
Offering a welcoming space to meet, socialise, learn, read and enjoy new experiences	Active users	134,427	136,710	-1.67%
Promoting and encouraging a love of reading	Stock issues	2,469,482	2,655,430	-7.00%
Guiding and supporting people to explore and connect to the wider world	Computer and Wi-Fi hours	515,133	521,206	-1.17%
Inspiring people of all ages to learn, imagine, create, succeed and realise their potential	Events and activities	9,977	8,708	14.57%
Inspiring people of all ages to learn, imagine, create, succeed and realise their potential	Event attendance	182,730	137,981	32.43%
Inspiring people of all ages to learn, imagine, create, succeed and realise their potential	Volunteer hours	25,319	16,002.25	58.22%

- Overall, visits have fallen by 6% over the year compared to 2017/18.
- Exeter received 559,298 visits, down 2% on last year. Exeter accounts for 22% of visits to all libraries in Devon, with Barnstaple next at 8%. Overall our smallest libraries (Tier 5) are up 10% in visits. A significant contributor to this increase was at Topsham,

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following the opening of its new building in July. Tier 5 libraries together account for only 7% of all visits.

- Active users are those who have interacted with a library service using their membership number within the last 12 months. Overall, active users were down by 2% at the end of the year compared to the end of the previous year. Again, Topsham has a significant increase of active users, growing by 49%.
- The figure for stock issues includes loans and renewals of physical stock items and digital downloads. The combined number of stock issues was down by 7% compared to last year. All areas of physical stock issue have seen a year-on-year decline. The most significant areas were in Adult Non-Fiction (down by 18%) and Adult Talking Books (down 16%).
- Digital downloads continue to increase. eBooks were up 25%, eMagazines 87% and eAudioBooks 58%. The eLibrary is second to Exeter library in terms of total number of issues, 205,036, for 2018/19. In the 1st quarter of 2019 eLibrary issues were up 71% on the same period last year.
- Combined hours for use of the public desktop computers and Wi-Fi were down by 1%. Use of public access PCs is down by 11% whilst Wi-Fi use is up by 5%. Wi-Fi usage was 335,321 hours last year, and PC usage 179,812 hours. Over 40% of the total Wi-Fi usage in Devon libraries occurs in Exeter Library.

## 4. Libraries Unlimited Chief Executive

In June this year a new Chief Executive was recruited to replace Ciara Eastell who left at Easter. Alex Kittow joined Libraries Unlimited from the Southmead Development Trust in Bristol, leading on a range of innovative and impactful delivery and community development projects. Alex is already working well with commissioners in line with the current service plan but has identified the planned ICT developments, the development of a new business plan, the continuing evolution of the culture and governance arrangements within Libraries Unlimited as being key priorities.

*"We are at an exciting time where we have proven the business model that a public service mutual works and brings in additional funding that creates significant added value. We now need to develop a longer-term business plan that continues to increase and diversify our impact and develop income streams that contribute to the core funding of library services as there is a significant risk that if funding remains static, or reduces further, painful choices may need to be considered. I am confident that with some agreements around the assets we can both plug the gap of continued small reductions in funding and increase the impact we make on individuals' quality of life. I look forward to leading this charity and working with DCC as one of our partners to see libraries flourish for the good of our citizens". Alex Kittow.*

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

## Electoral Divisions: All

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

Local Government Act 1972: List of Background Papers

Contact for enquiries: Simon Kitchen, Head of Communities

Room No. G63 County Hall, Exeter. EX2 4QD

Tel No: (01392) 383000

Nil

ja050919cirssc Update on Libraries in Devon  
hk 04 120919

## Proposed performance and demand dataset

<b>LIBRARY</b>	
Contracted opening hrs per week	Annual by library
Actual opening hours hrs per week	Quarterly by library
Unplanned closures in hours	Quarterly by library
Planned closures in hours	Quarterly by library
Library demographic breakdown for catchment	Quarterly by library
No. visits to the library	Quarterly by library
<b>Membership</b>	
No. Active members - 0-6mths	Requires system/policy changes
No Active members - 6-12mths	Requires system/policy changes
No. New members	Quarterly by library
No. dormant members 12+mths	Quarterly by library dependent on LMS
No. Archived members 24+ mths	Quarterly by library dependent on LMS
<b>RESOURCES</b>	
Stock Issues, Total (per library)	Quarterly by library
Stock Issues, Children Fiction (per library)	Quarterly by library
Stock Issues, Children Non Fiction (per library)	Quarterly by library
Stock Issues, Other (CDs, DVDs etc)	Quarterly by library
Stock Issues, digital library (eBooks, eMagazines and eAudiobook)	Quarterly by library

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<b>PUBLIC ACCESS PC's \ WIFI</b>	
Number of public access pc's	Quarterly by library
Number of available public access pc's hrs per week	Quarterly by library
Public Access used No. of hours per week	Quarterly by library
Public access pc's utilisation %	Quarterly by library
No of public access sessions	Quarterly by library
Wifi session hours	Quarterly by library
<b>VOLUNTEERING</b>	
Number of operational service volunteer hrs	Quarterly by library
Number of friends\fundraising group hrs	Quarterly by library
<b>FINANCIAL .</b>	Under construction - a set of financial measures to gain a better understanding of the costs relating to the library network
Fees-Charges outstanding	Quarterly by library
Fees-Charges collected	Quarterly by library
<b>MOBILE LIBRARIES</b>	
Number of mobile library users	Quarterly by mobile library
Number of scheduled stops	Quarterly total
Number of stock issues per stop	Quarterly by stop
Number of user visits per stop	Quarterly by stop



## Highways Performance Dashboard

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

### 1. Introduction

In response to the recommendations of the Planned & Reactive Maintenance: Potholes & Drainage Task Group presented to the Corporate, Infrastructure and Regulatory Services (CIRS) Scrutiny Committee in March 2019 an updated Performance Dashboard Report has been produced. The intention of this report is to provide Members with an overview of the performance of Devon Highways on key seasonal aspects of delivery;

- Winter preparations;
- Cyclical Works;
- Surface Treatments;
- Carriageway safety defects.

### 2. Winter Preparations

During the summer months we have invested in many of our winter depots with a series of improvements to the salt barns and some drainage systems, as a result the annual salt order was briefly delayed while the works were being completed. Most of this work is now done and a delivery of approximately 8,500t will find its way to the various depots through September and into early October leaving Devon with fully stocked barns totalling 23,500 tonnes before the start of winter service period. We have also invested in two replacement salt saturators in Newton Abbot and Tiverton, this will improve our resilience and assist the Contractor's delivery of the service.

Winter service training is being finalised and all staff within Devon Highways will receive training dependent on their level of involvement.

Work is well underway to enable the use of social media and the dissemination of winter salting use to improve communication with the public and snow wardens.

With regard to the preparation and servicing of the winter fleet, all of the gritters have had their annual service and have been signed off by our own Transport Co-ordination Service (TCS). The calibration of these units commenced in late August and is on target for completion by early October.

The demountable units were completed by mid-September and the ploughs and snowblowers are expected to be signed off during September.

### 3. Cyclical Works

#### 3.1. Rural Grass Cutting

In May we completed the first of the two programmed rural cuts. The second cut commenced on 27 August 2019 and is programmed for 5 weeks.

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## **3.2. Urban Grass Cutting**

In August we completed the third planned urban cut. The fourth and final cut commenced on 2 September.

## **3.3. Gully Emptying**

An update on the progress of the gully emptying programme can be seen in Appendix A. The works are currently on programme.

## **3.4. Drainage Cleaning**

The grips, easements and buddlehole programme is not as advanced as might be expected with only 32% of assets attended despite being 40% through the financial year. Towards the end of September Skanska will move to the principal network which will see additional gangs mobilized to prepare the salting network routes for the winter season. This will see an acceleration of the programme.

In addition, Skanska are investing in two new machinery attachments specifically for grip cleaning which will further increase gang productivity. This new equipment will be on line in October.

## **3.5. Escape Lane Maintenance**

A programme of routine inspections and maintenance of these assets is undertaken twice a year.

Cyclical maintenance such as raking of stone, cleaning of signs and vegetation cut back is carried out alongside the inspection, with any substantial works planned in as appropriate for a later date.

The first maintenance inspections were completed in May, with the second inspections looking to commence early September 2019.

## **3.6. Cattle Grid Cleaning**

A programme of routine cleaning of these assets are undertaken to ensure their continued efficiency. Following the cleaning operation, a service inspection (including structural integrity) will be undertaken, with any substantial works planned in as appropriate for a later date.

The cattle grid programme will commence in October, where approximately sixty grids across the county will be cleaned. It is anticipated that the cleaning programme will run until January 2020.

## **4. Surface Treatments**

Through the summer a programme of surface treatments has been carried out to increase the life expectancy of the carriageway by providing a waterproof seal and improving the skidding resistance.

For a number of years, we have worked closely with our supply chain and the use of 'warm asphalt'. The material has been trialled in a number of locations including the Stover Way Community Trail and the A3052 Trow Hill resurfacing. This technology is beginning to move forward, and we now have two plants in Devon that are capable of supplying material. Warm asphalt provides an approximate 7.5% carbon reduction over traditional hot laid material.

## **4.1. Surface Dressing**

This year's programme which is primarily rural based consisted of approximately 1.06 million sqm and has been delivered by Kiely Bros Ltd. The programme commenced on 8 April 2019 and has been divided into three main phases to maximise programme efficiency, network demand and client/contractor expectation.

As of the beginning of September the first two phases have been delivered in line with the original programme, with the final phase about to start focusing on narrow sites, using specialised plant. We have unfortunately experienced some delays in the remarking but have worked closely with our contractor to address the issues.

## **4.2. Micro Asphalt**

This year's programme which is primarily urban based consisted of approximately 150,000 sqm and has been delivered by Kiely Bros Ltd. The programme commenced on the 11 June 2019, and as of the beginning of September the programme has been delivered in line with the original timelines.

We have unfortunately experienced some delays in the raising of ironwork and remarking but have worked closely with our contractor to address the issues.

## **4.3. Dragon Patcher**

For the last 12 months Skanska have been operating a 'Dragon Patcher' on our network for the repair of potholes in rural locations. This piece of plant is nicknamed the 'Dragon Patcher' because it uses flames to dry out potholes in cold or wet weather. This increases the length of time that it can remain operational throughout the year.

After drying out the road it then cleans the surface with compressed air and seals the pothole with a stone mix and hot bitumen emulsion. Over the summer period we mobilised a second machine to take advantage of the better weather.

Since September 2018 the patcher has repaired 490 safety defects and a further 2572 serviceability defects, preventing them becoming a safety defect. In addition, cracking, fretting and crazing in the surrounding structure are all addressed by the machine, leaving the surface suitable for future dressing.

Experience from others suggests the repairs should last in excess of 3 years.

## **5. Carriageway Safety Defects**

Analysis of the number of recorded potholes can be found on the previously published electronic dashboard. The headline figures are provided in Appendix B. The numbers of potholes recorded in 2019 are all below the average figures recorded since 2016 and well below the like-for-like figures recorded in 2018.

It is hoped that we are beginning to see the benefits of the PIP triage process that has been county wide since June.

Meg Booth  
Chief Officer for Highways, Infrastructure Development and Waste

# Agenda Item 8

**Electoral Divisions: All**

Cabinet Member for Highway Management: Councillor Stuart Hughes

Local Government Act 1972: List of Background Papers

Contact for enquiries: Rob Richards

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

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Background Paper	Date	File Reference
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Nil

rr050919cirssc Highways Performance Dashboard  
hk 04 120919

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## Appendix A To HIW/19/73

### Drainage Cleaning

#### Gully emptying

Current completion 41% as at 23/08/2019 (40% through the year)

	% Complete	Total Programmed	Attended	Left to Attend
Honiton	53%	23,653	12,445	11,208
Exeter & Mid	36%	33,513	12,181	21,332
Rydon	48%	23,394	11,335	12,059
Ivybridge	30%	19,118	5,676	13,442
Okehampton	44%	15,207	6,748	8,459
Torrington	42%	12,497	5,248	7,249
South Molton	37%	20,310	7,477	12,833
	41%	147,692	61,110	86,582

### Grips, Easements and Buddleholes

Current completion 32% as at 23/08/2019 (40% through the year)

	Programmed Assets	New Assets Added	Total to be cleaned	Total Assets Attended	Left to Attend	% Complete
Grip Gang 1	12,185	313	12,498	7,343	5,155	60%
Grip Gang 2	2,436	339	2,775	1,187	1,588	49%
Grip Gang 3	3,749	274	4,023	1,866	2,157	50%
Grip Gang 4	33,125	1,056	34,181	5,438	28,743	16%
Grip Gang 5	23,379	726	24,105	5,481	18,624	23%
Buddle Gang 1	10,182	289	10,471	2,708	7,763	27%
Buddle Gang 2	7,654	1,559	9,213	5,605	3,608	73%
	<b>92,710</b>	<b>4,556</b>	<b>97,266</b>	<b>29,628</b>	<b>67,638</b>	<b>32%</b>

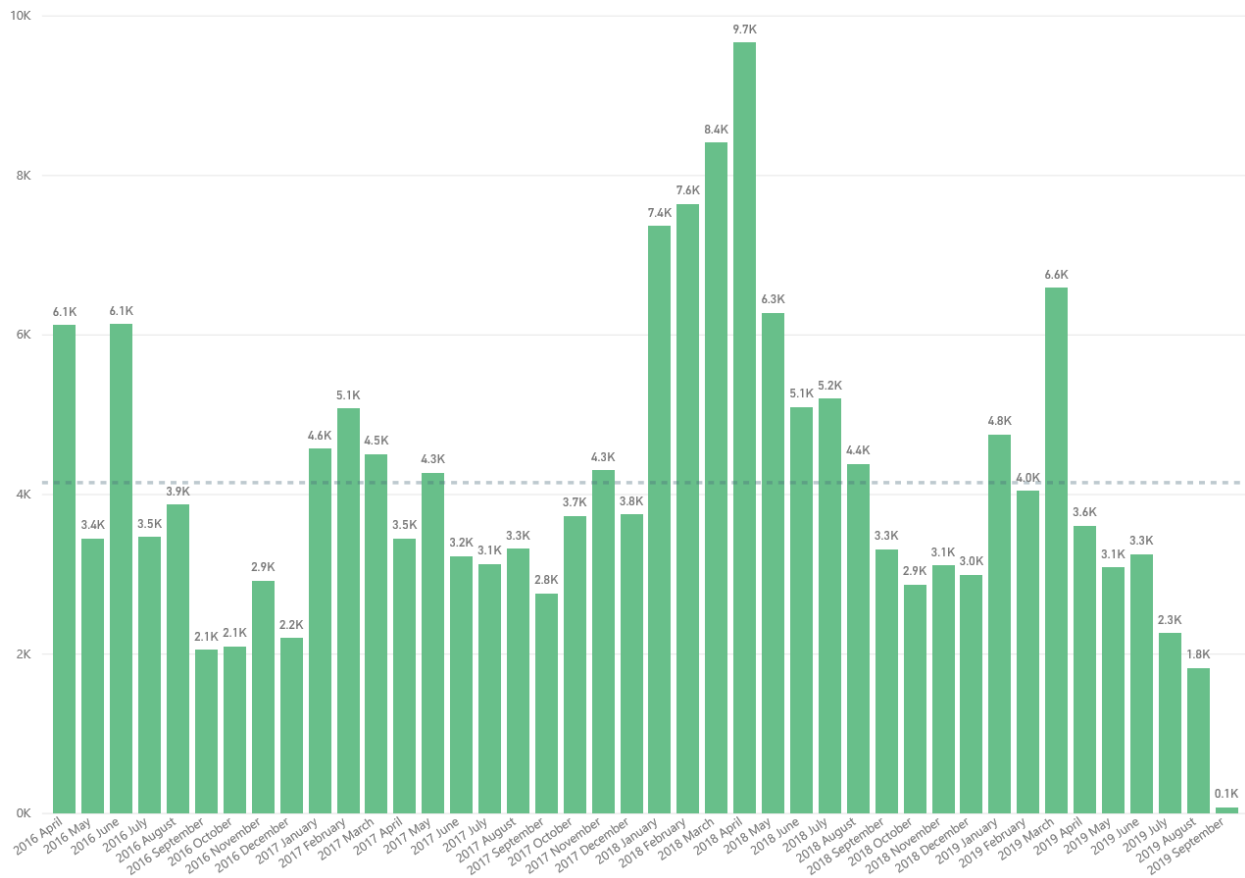
	Programmed Length (m)	Cleaned (m)	Additional Cleaned (m)	Total Cleaned (m)	% Complete
Grip Gang 1	35,181	18,905	2,623	21,528	61%
Grip Gang 2	13,603	3,055	461	3,516	26%
Grip Gang 3	9,141	4,333	305	4,638	51%
Grip Gang 4	11,5586	13,050	991	14,041	12%
Grip Gang 5	48,368	15,006	1,809	16,815	35%
Buddle Gang 1	53,802	11,150	1,684	12,834	24%
Buddle Gang 2	20,793	14,663	2,343	17,006	82%
	<b>296,474</b>	<b>80,162</b>	<b>10,216</b>	<b>90,378</b>	<b>30%</b>

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## Appendix B To HIW/19/73

### Carriageway Safety Defects

	Number of Recorded Potholes 2019	Number of Recorded Potholes 2018	Average Number of Recorded Potholes since 2016
April	3,608	9,667	5,714
May	3,089	6,284	4,275
June	3,253	5,096	4,429
July	2,260	5,201	3,514
August	1,826	4,385	3,350



## **Planned and Reactive Maintenance: Progress on Task Group Recommendations**

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

### **1. Introduction**

This report is intended to provide an update on progress on the recommendations made in the Planned & Reactive Maintenance: Potholes and Drainage Task Group report published at the Corporate, Infrastructure and Regulatory Services Scrutiny Committee in March 2019.

The report included the following recommendations that have been the focus of much of the improvement works undertaken during Spring and Summer.

- Closer monitoring of gully cleaning, other cyclical drainage works and planned maintenance programmes
- Continued focus on delivering highways maintenance from the point of view of communities
- A clear set of priorities for maintenance during winter
- Establish a more joined up approach between highways teams, contractors and communities
- Improve Skanska's management of pothole claims, in line with the agreed insurance protocol.

### **2. Closer monitoring of gully cleaning, other cyclical drainage works and planned maintenance programmes**

Since publication of the report in March the Highways and Traffic Management Service have produced a 'dashboard' style report to give members a better overview of the performance of the Service. In addition, the recommendation called for the Asset Management Team to provide Highways and Traffic Orders Committee (HATOC) meetings with a mid-year progress report on the delivery of their various programmes. This was carried out during the summer round of HATOC meetings.

Towards the end of the financial year Skanska will provide the HATOC committees with an overview of their delivery and Asset Management will provide an overview of the future year programme.

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### **3. Continued focus on delivering highways maintenance from the point of view of communities**

A report on the findings of the East and Mid-Devon trials into triaging publicly reported potholes was published at the 19 March committee as requested. Since March the trial has been steadily rolled out across the network to the extent that it was County wide in July. The team continue to react to new findings and refine the process where possible.

We have continued to develop an automated customer response that is dependent on the actions taken by the defect gangs. This was trialed for a short period but is currently turned off whilst development continues. Skanska have informed us that their works ordering software (Skanworks) is likely to be replaced with a new product from next April. At this stage it is difficult to anticipate the impact this is going to have on our systems but it is expected to be disruptive.

### **4. A clear set of priorities for maintenance during winter**

This year we have attempted to reprofile cyclical works and looked at the mix of skills across the work force to free up resources during the periods of typically higher demand in the second half of the financial year. This remains a work in progress due to the constraints around policy timescales and anticipating future demands. The increased uncertainty of future budgets is impacting this area of work due to the lack of visibility of forward budgets for Skanska.

In addition to the management of resources there is a season preference to be considered from an operation perspective. Towards the end of September, we would look to commence the cleaning on the primary network in preparation for the winter period. If this work commences too early in the season it is often rendered ineffective during the leaf fall in Autumn.

As the winter season approaches, we are working with Skanska to develop an agreed protocol laying priorities for periods of high demand.

### **5. Establish a more joined up approach between highways teams, contractors and communities**

In February this year we commenced a review of our approach to asset management. This review has grown into a pilot team working in our Okehampton depot. One of the areas the team has focused on is the over reliance on highway condition data to identify future programmes of work. As such we are trialing a revised approach that considers the local technical knowledge and experience within the Neighbourhood Teams and looks to consult and agree priorities with the local community through our network of Parish and Town Councils. This work remains very much at a 'proof of concept' stage but has been well received by the communities we are working with.

The Highways Service has been working for some time to develop an online facility to provide the public with details of works on the network whether they are historic, current or planned for the future.

Due to the various types of works carried out and the various internal and external contractors this has proved technically challenging however a beta version of the software has been published and is being tested internally. Once this has been proved to be working successfully a 'public' version will be made available.



## **6. Improve Skanska's management of pothole claims, in line with the agreed insurance protocol**

Skanska's performance relating to the management of insurance claims is much improved with five outstanding claims at the beginning of September. This is down from an all-time high of approximately 90.

However, this improved performance is in some part due to the close monitoring and regular correspondence from our own Insurance Team. We continue to work with Skanska to improve their management of this process.

Meg Booth  
Chief Officer for Highways, Infrastructure Development and Waste

### **Electoral Divisions: All**

Cabinet Member for Highway Management: Councillor Stuart Hughes

Local Government Act 1972: List of Background Papers

Contact for enquiries: Rob Richards

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Background Paper	Date	File Reference
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Nil

rr050919cirssc Planned and Reactive Maintenance Progress on Task Group Recommendations  
hk 04 120919



## IMPLEMENTING SPOTLIGHT REVIEW RECOMMENDATIONS: PROBLEM GAMBLING

Briefing Paper by the Chief Officer for Communities, Public Health, Environment and Prosperity

### 1. Introduction

- 1.1 This report provides Corporate, Infrastructure & Regulatory Services Scrutiny with the Devon County Council Public Health response to the recommendations following the Spotlight Review of Problem Gambling in September 2018. Corporate, Infrastructure & Regulatory Services Scrutiny made a series of recommendations for action. DCC Public Health has progressed several of these. The recommendations have been grouped in accordance with the original report to provide a coherent response.
- 1.2 Devon County Council is attuned to the national trajectory on problem gambling. Recent national legislation (Gambling Act 2019) has improved safety around:
  - age verification of gamblers
  - identity verification of gamblers
  - reduction of maximum stake on Fixed Odds Betting Terminals from £100 to £2
  - in match advertising for games starting before the 9pm watershed (does not apply to horse racing)
- 1.3 Additionally, in April 2019 the Gambling Commission published a three-year National Strategy to Reduce Gambling Harms. The aim of the National Strategy is to “move faster and go further to reduce gambling harms”. A wide range of partners will need to play their part, encompassing prevention and education, treatment and support, regulation and oversight, collaboration, evaluation, and research to inform action. To support the new strategy, a new website has been launched where all information on the strategy’s priorities can be accessed and progress can be tracked. It is available through [www.reducinggamblingharms.org](http://www.reducinggamblingharms.org)
- 1.4 The January 2019 NHS Long Term Plan includes commitments to strengthening public health and prevention, including an element directed at gambling. NHS specialist clinics will be expanded to help more people with serious gambling problems, therefore helping more people than can currently access support through one national clinic.

### 2. Recommendations and updates from the Spotlight Review

#### **Recommendation 1: Increase the visibility of the dangers of problem gambling.**

- 2.1 **Request that the Health and Wellbeing Board undertake work to understand the interrelation between gambling and people with other complex needs. Including consideration of a focus on problem gambling in the Joint Strategic Needs Assessment. (DCC)**
  - 2.1.1 The Joint Strategic Needs Assessment now includes a detailed section of the data available. It brings together information including prevalence, age, demographics, gambling restrictions, types of gambling, risks, impacts of gambling, links to other services, suicide, treatment and support services, national and local responses. Appendix 1.

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- 2.2 Train frontline staff and employers to recognise the risks and warning signs associated with problem gambling. This should include children’s services, youth services, high needs adults, police custody suites and A&E. (DCC, Police, NHS)**
- 2.2.1 DCC Public Health has contacted some of the services it commissions to gauge needs. There would seem to be a rationale for holding a stakeholder group to discuss identifying problem gambling across all these service groups and agencies, including training needs.
- 2.2.2 GamCare offer a variety of training packages that are tailored to service types (e.g. criminal justice). After completing a training needs analysis, different providers could be contacted to discuss options. Citizens Advice Bureau and Together Devon Drug and Alcohol Service have expressed an interest in training.
- 2.2.3 There are a range of free gambling-related harm e-learning resources including one produced by the RSPH (Royal society for public health) that has been developed with GambleAware. This programme ‘ is aimed at professionals who do not specialise in the treatment of gambling problems and may be most suitable to those working in social and criminal justice settings, e.g. social workers, employment advisers, GPs..’
- 2.2.4 Training can be provided by national organisations and this can be tailored to specific areas e.g. health, criminal justice.
- 2.3 Work with coroners to ensure appropriate use of supplementary codes for gambling as a diagnosable mental health condition (ICD10 F63.0) and lifestyle risk factor (ICD10 Z72.6) in death certification following suicide.**
- 2.3.1 DCC Public Health will work with coroners to improve coding in death certification following suicide. A recent suicide audit of Devon and Torbay of cases registered in 2017 was completed by DCC Public Health. The report coming from this work will be disseminated and fed back to coroners, highlighting the fact that there is a potential anomaly between the number of suicides overall (120) and the number where gambling was mentioned in the case notes (2): only 1.7%. A recent study looking at the relationship between gambling and suicide found that *“among people who had made a suicide attempt in the past year, about one in twenty were problem gamblers (5.2%) and another one in twenty were at-risk gamblers (4.9%). These rates were higher than for those who had not attempted suicide in the past year (0.5% and 2.5% respectively).”*<sup>1</sup> They also found that *“problem gamblers had higher levels of lifetime suicidal thoughts (42.2% vs. 17.5%), Non-Suicidal Self Harm (22.4% vs. 5.0%) and suicide attempts (27.0% vs. 5.4%) than nongamblers.”*<sup>2</sup>
- 2.3.2 The discrepancy between the proportion of those attempting suicide in 2007 who were problem gamblers (5.2%) and the proportion where gambling was identified in the Devon suicide audit (1.7%) strongly suggests that current processes around identification of gambling in coroner file documentation are inadequate. There was a larger proportion of cases highlighted by the suicide audit that identified debts (13.3%), however this group is likely to be a mix of gamblers and non-gamblers.
- 2.4 Work with local healthcare providers to ensure appropriate use of these codes in healthcare activity relating to self-harm and mental health**

<sup>1</sup> <https://www.gamblingcommission.gov.uk/PDF/Report-1-Problem-gambling-and-suicidal-thoughts-suicide-attempts-and-non-suicidal-self-harm-in-England-evidence-from-the-Adult-Psychiatric-Morbidity-Survey-2007.pdf>

<sup>2</sup> <https://preview-gamblecom.cloud.contensis.com/PDF/Report-2-Exploring-problem-gambling-loneliness-and-lifetime-suicidal-behaviours-a-cross-sectional-study-using-the-Adult-Psychiatric-Morbidity-Survey-2007.pdf>

2.4.1 To progress this, appropriate officers could consider who and how best to promote these concepts (e.g. GP surgeries, acute trusts, mental health trusts, etc.). There is some evidence of these codes being utilised in secondary care.

2.4.2 The Devon and Torbay 2019 suicide audit report currently being completed by DCC Public Health will be a key vehicle to drive coding process improvements by relevant agencies.

## 2.5 Include gambling as a specific risk factor within local suicide audit arrangements

2.5.1 Problem gambling is now included in local suicide audits as standard practice. The latest suicide audits were completed in June 2019 by DCC Public Health using coroner files.

2.5.2 Across Devon and Torbay there were 120 cases of suicide registered in 2017. In Devon County Council alone there were 82. Of these 82, 2 specifically flagged gambling and 13 mentioned debt. It should be noted that this is unlikely to represent a true reflection of the involvement of gambling (or debt) in these cases, as the coroner will be reliant on the detail provided by authorities or statements from witnesses or significant others. There may be multiple reasons for this situation.

2.5.3 Current research would suggest that this is probably the tip of the iceberg, and that there is a clear association between gambling and suicidal behaviours. If the 5.2% of those with suicidal ideation with problem gambling identified were reflected in the Devon CC cohort of suicides this would be 4 deaths, and if problem + at-risk gamblers were included (representing 10.1% of those with suicidal ideation) this would be 8 deaths.

## 2.6 Analyse available data to identify local patterns and associated risks to inform service planning and targeting

2.6.1 This action is challenging due to the complexity of gambling behaviour, and the fact that it often presents alongside other behavioural and psychosocial issues. Whilst associations can be explored, it would be difficult to look at direction of causality between gambling and these other characteristics. The addictive/compulsive nature of gambling suggests that directing attention to where there are significant local issues of alcohol or substance use would be logical. The harm caused by gambling is unequal in distribution, with those who are economically inactive and living in deprived areas suffering the most harm<sup>3</sup>, therefore also focusing on localities with higher social deprivation in the county may also aid planning and targeting. Developing the relevant JSNA area to include these associations will be helpful, and also looking at outlet density as a risk factor.

### **Recommendation 2: Understand the scale of the problem by collaborating on insight and intelligence with partners.**

## 2.7 Record how many people who come into contact with our collective services who do identify as having a gambling problem. (DCC)

2.7.1 The JSNA provides intelligence that could help identify services which may be expected to have higher prevalence of individuals who also gamble.

2.7.2 DCC Public Health has made enquiries, and some services ask questions about debt, which may include gambling. These do not identify specific reasons for debt and although this might be included in case notes, there is no systematic reporting.

<sup>3</sup> Wardle H, Keily R, Astbury G, Reith G, 'Risky places?': Mapping gambling machine density and socioeconomic deprivation. Journal of Gambling Studies. 2014;30(1):201-212  
MML - 2019

- 2.7.3 Exeter homelessness service mentions gambling once on their assessment form (under umbrella question about debt) although it is not identified as a “support need”.
- 2.7.4 Together Devon Drug and Alcohol service previously did not routinely ask or record information about gambling behaviour or issues in a systematic way. They have agreed to change their comprehensive assessment process and screening for gambling will be integrated at that point. They are happy to update this and have acknowledged appropriate training need.
- 2.7.5 Informal feedback from housing benefits team in a Devon district suggests they do not ask direct questions regarding gambling behaviour but scrutinise bank statements for evidence of fiscal management and may identify issues here. When they do, they ask clients to reduce or desist their gambling or their benefits will be at risk. They did not suggest they signposted clients for gambling-specific assistance or cross-reference with other difficulties.
- 2.8 Share information to enable the creation of area maps which highlight areas of concern to inform planning or resource allocation (DCC, Districts, gambling charities).**
  - 2.8.1 Area maps have been included in the JSNA page reporting on problem gambling. These mostly refer to online gambling activity. It is not clear to what extent Districts have engaged and provided data regarding the outlet density of premises where gambling is licensed. From the information available, it seems there are higher levels of activity for online bingo in Bideford, Barnstaple and Cullompton.

**Recommendation 3: Continue to support responsible gambling across sectors.**

- 2.9 Raise awareness of GamCare certification (DCC, Districts)**
  - 2.9.1 The GamCare Certification is now called the Safer Gambling Standard (as from December 2018). GamCare Certification applied to specific products and services provided by gambling operators which were assessed against GamCare’s Code of Practice in place at the time of the assessment. Code items reflected focal areas for Social Responsibility, such as age verification systems, standards of training, and quality of interactions. Certification was awarded to both remote and land based/non-remote gambling companies that implemented player protection policies relevant to their platform and gambling service.
- 2.10 Write to government to request that credit cards are not used online (DCC)**
  - 2.10.1 To be completed by an appropriate Councillor.
- 2.11 DCC to take an active role in promoting Responsible Gambling Week through our comms team (1st - 7th Nov)**
  - 2.11.1 DCC Public Health led through communications the promotion of 2018 Responsible Gambling Week, with this press release distributed on 1<sup>st</sup> November 2018: <https://www.devonnewscentre.info/council-takes-action-to-increase-the-visibility-of-dangers-of-problem-gambling/> which included details for the National Gambling Helpline and the GamCare website.
  - 2.11.2 For 2019, DCC Public Health worked through DCC communications team for Responsible Gambling Week 2019 (7<sup>th</sup> – 13<sup>th</sup> November), and will use information sourced from <https://responsiblegamblingweek.org/> to raise awareness and take an active role again.

**Recommendation 4: Take action when people need help**

**2.12 Identify and promote services that offer help for people or families who are suffering from the effects of problem gambling. (NHS, Police, DCC, CAB, Exeter University)**

2.12.1 DCC Public Health have compiled a list of services and support structures that can be accessed locally for residents who are directly affected by problem gambling. This can be seen in Appendix 2. This document could be shared with Directors or Heads of Service to cascade within their teams in DCC, and likewise with partner agencies such as NHS trusts, Police, or District councils.

**2.13 Lead by example as responsible employers and ensure that the staff assistance programme is aware of problem gambling and knows how to help people.**

2.13.1 The employee assist program offers support for individuals with addiction behaviours. This doesn't specifically identify gambling. There are some useful leaflets that are available for staff and families who contact them.

**3. Conclusion**

3.1 National initiatives that have implemented through 2018/19. These reflect that gambling is not just a local issue and some safeguards have been implemented to protect younger people in particular.

3.2 It is likely that the nature of gambling will continue to evolve with new technology leading to an increase in online gambling. Any future work needs to be mindful of the increasing use of online gambling and the move away from traditional gambling premises.

3.3 The multi-agency approach to scoping problem gambling issues in Devon is in its infancy. Work has been undertaken using the JSNA this year to scope the intelligence around problem gambling and an understanding of the support that is available locally.

3.4 Identification within services of problem gambling is not routinely carried out.

3.5 Recommendations from the suicide audit should be considered when it is published.

3.6 The intelligence from the JSNA helps to identify those cohorts with a higher prevalence of gambling and this could direct the next stage of work which could include bringing together partners to consider how identification of problem gambling is occurring and how individuals are directed towards available support.

Dr Rob Hayward  
Specialty Registrar in Public Health, DCC

# Agenda Item 10



Public Health Devon



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Background Paper	Date	File Ref.
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Problem Gambling Spotlight Review report	September 2018	
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## Gambling: An overview for Devon

Gambling is often described as a common recreational activity. However sometimes gambling can escalate to a problematic level characterised by impaired control and adverse and social consequences<sup>4</sup>. Problem and pathological gambling is a public health concern associated with impaired physical and mental health, unemployment, financial difficulties and family violence<sup>1,5</sup>. Gambling-related harm not only affects the individual but also has a wider impact on friends, family and co-workers. It is estimated that for every problem gambler, between six and ten people are directly affected<sup>2</sup>.

Land-based and online gambling includes poker, casinos and sports betting. Following the implementation of the Gambling Act 2014, Great Britain now has the largest regulated online gambling market in the world<sup>6</sup>. Between October 2016 and September 2017, the Great British gambling industry had a total gross gambling yield of £13.9bn, a 0.7% increase from the previous year<sup>3</sup>.

This paper seeks to provide an overview of gambling in Devon.

### National Prevalence

Gambling in general has continued to increase in the UK which is reflected by increases in casino attendance as well as the increasing revenue yielded by the gambling industry<sup>3</sup>.



In the UK, almost **1 in 2** persons gambled in the past four weeks. When the National Lottery is excluded, this equates to around **1 in 3** persons.

Online gambling has continued to increase since 2014 with around **1 in 5** people self-reporting engagement of online gambling in the last four weeks.

This growth is being driven rapidly by the changes in consumer behaviour which is supported by the



technological advancement and the availability of high speed WiFi<sup>3</sup>.

### Age

Gambling participants in the UK tend to be **older** with higher proportions of participants aged between **45 and 64** years.

Online gambling participants tend to be younger with higher proportions of participants aged between **25 and 34 years**<sup>7</sup>.

There is some debate around the idea that new online consumers may come from the convergence of online gaming and computer games. However, the evidence to support this hypothesis is not well understood.



<sup>4</sup> Shaffer (2002)

<sup>5</sup> Citizens Advice: Out of Luck (2017)

<sup>6</sup> Gambling Commission (2018)

<sup>7</sup> AgeUK (2016/17)

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## Gambling restrictions

### Land-based gambling

New legislation has been introduced from the 1<sup>st</sup> of April 2019 where fixed odds betting terminals will have a maximum bet limit of £2. Previously wagers as high as £100 could be placed on any one bet. High-stake bets present a serious risk of gambling harm and the legislation has been introduced to protect players.

### Online gambling

Conversely, there are **no restrictions** on stakes, prizes or the speed of play in online gambling sites. Furthermore, there is no restriction on premises and the participant can gamble almost anywhere that has a WiFi connection. It is both convenient and anonymous.

Many gambling sites offer an array of different types of gambling with attractive welcome offers enticing customers to join. Registration can be done at the click of a button and participants can deposit immediately. Online gambling requires **no physical cash exchange** which can make it more challenging to keep account of how much money they are losing.

## Gambling Marketing

The gambling industry have increased their marketing spend by **56% since 2014**. This includes direct online marketing, affiliates, social media and tv adverts. Online advertisements account for around **80%** of all gambling advertising.



Changes in consumer behaviour around interactive technology may perpetuate the success drivers on which gambling is built. Arguably this success can be

observed in the increasing levels of gambling activity since 2014 described on page one.

Furthermore, gambling advertisements account for **8%** of the total UK advertising market.

## Social Segmentation

Experian Mosaic is a social segmentation tool which synthesises UK demographic, lifestyles, preferences and behaviours data to form distinct segments of the population. Mosaic segments the national population into 15 Groups and 66 different Types. Locally Groups and Types are allocated based on household or postcode.

Experian Mosaic contains internet usage data on gambling activity online. This section identifies the main mosaic type(s) which have higher rates of online gambling for bingo and gambling in general. This does not suggest that other types across Devon do not gamble, it simply shows where there are higher than average rates of gambling activity.

### Bingo activity online

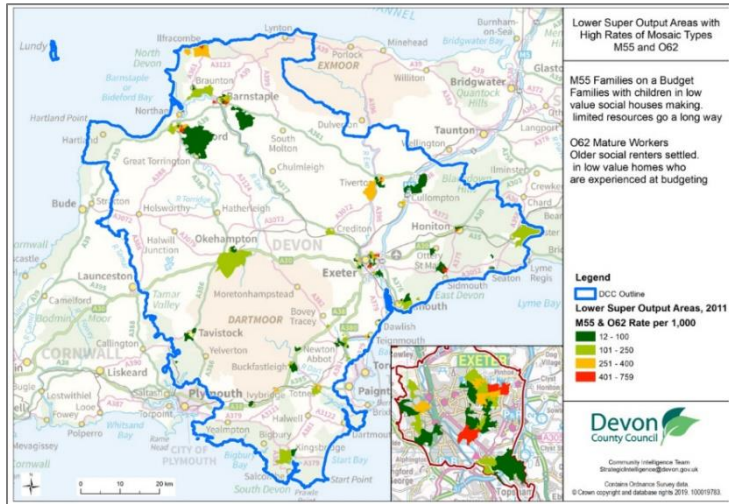
In Devon the two most prevalent mosaic types with higher than average internet usage on bingo sites are:

1. M55 – Families with needs
2. O62 – Low income workers

Families with needs (M55) are generally aged between 26 and 30 years, with children. Low income workers (O62) tend to be aged between 56 and 60 years and are single. Both types generally have low income and on average they tend to live in council or housing association type homes.

Map 1 shows the areas across Devon which have much higher than average rates of online bingo activity compared to the national average. These areas include Barnstaple, Tiverton and central Exeter, which are areas that tend to be more deprived.

**Map 1: Online Bingo activity in Devon**



## Gambling activity online

In Devon the top 3 mosaic types with higher than average gambling activity online are:

1. N60 – Dependent greys
2. N59 – Pocket pensions
3. N61 – Estate veterans

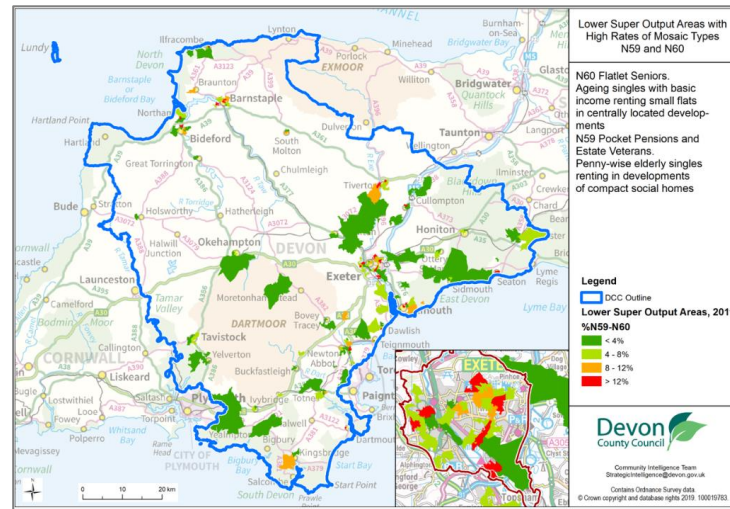
Generally, these mosaic types tend to be people who are single and aged between 60 and 80 years old. Accommodation tends to council or housing association type and varies in tenure type.

In Devon there are higher than national average rates of gambling activity in areas of Exeter (Whipton and Barton), Mid Devon (Westexe) and East Devon (Exmouth Withycombe Raleigh) (Map 2).

<sup>8</sup> Royal College of Psychiatrists: Problem gambling

<sup>9</sup> <https://www.geofutures.com/research-2/gambling-related-harm-how-local-space-shapes-our-understanding-of-risk/>  
MML - 2019

**Map 2: Online gambling activity in Devon**



## Problem Gambling

### Definition

Problem gambling is defined by the Royal College of Psychiatrists as “**gambling that disrupts or damages personal, family or recreational pursuits**”.<sup>8</sup>

### Risk factors

There are a range of risk factors which can contribute to problem gambling and these include<sup>2,9</sup>:

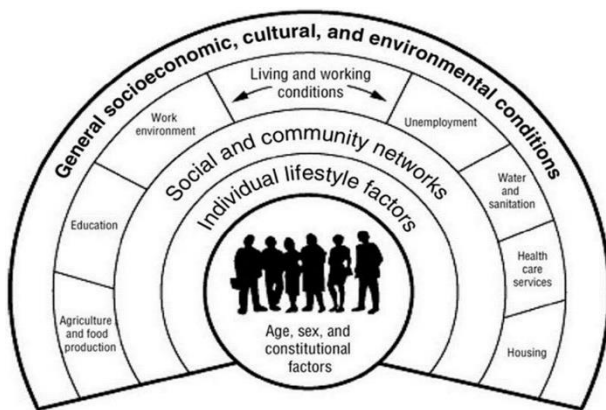
- Ease of access
- Lack of restrictions on gambling
- Escapism
- Boredom
- Thrill-seeking
- Behavioural traits
- Mental health problems
- Exposure at a young age
- Substance misuse

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- Ethnic groups
- Vulnerable groups
- Socio-economic status

Some of the above risks factor may also be influenced by wider determinants of health and therefore they can be described as a symptom of a wider issue rather than the cause of problematic gambling. Influencing some of these risk factors may help to prevent some of the risk factors associated with problem gambling (Figure 1).

**Figure 1: Dahlgren and Whitehead model of health determinants**



## At risk of problem gambling

Around 1.7 million (3.2%) individuals in England are considered to be at risk of problem gambling<sup>10</sup>. This equates to around **21,000** persons aged 16 and over in Devon.

## Problem gambling prevalence

Problem gambling prevalence is estimated to be around **0.8%** in Great Britain<sup>4</sup>. When applied to the Devon population aged 16 years and over, this equates to around **5,250** individuals.

Furthermore, it is suggested that there are around 55,000 children in England classed as having a gambling problem and alludes to the fuelling of gambling through gaming websites and targeted adverts<sup>11</sup>.

## Demographics

**Men** are more likely to be classed as a problem gambler compared to women (1.5% and 0.2% respectively).

Problem gambling is highest among those aged **25 to 34 years** (2.0%) and lowest among those aged **75 years and over** (0.2%).

National evidence suggests that there are inequalities in those who experience harm from gambling. Those who are most vulnerable in our society may disproportionately experience greater harm from gambling<sup>12</sup>.

## Impact of problem gambling

Problem and pathological gambling is a public health concern associated with impaired physical and mental health, unemployment, financial difficulties and family violence<sup>1,2</sup>. Gambling-related harm not only affects the individual but also has a wider impact on friends, family and co-workers. It is estimated that for every problem gambler, between **six and ten** people are **directly affected**<sup>2</sup>.

<sup>10</sup> HSE (2015)

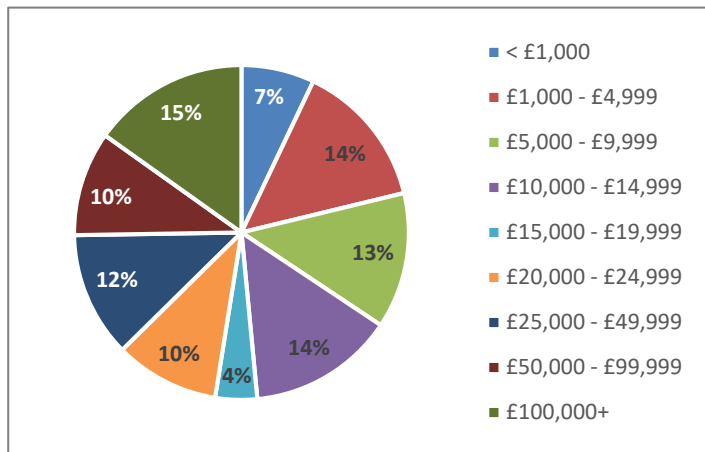
<sup>11</sup> <https://www.england.nhs.uk/2019/06/nhs-to-launch-young-peoples-gambling-addiction-service/>

<sup>12</sup> NATCen, 2017



Qualitative research undertaken by the Citizens Advice Bureau nationally uncovered that nearly two thirds of gamblers reported that they had lost £10,000 or more, with several reporting losses in the millions (Figure 2, overleaf). Many participants discussed spending money on gambling rather than on living essentials.

**Figure 2: Losses to gambling**



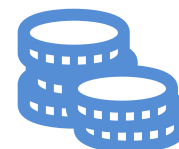
**Source:** Citizens Advice Survey: "Roughly how much money do you think you have lost to gambling?" (Percentages rounded to the nearest whole number) Base: 557

The majority of people who were interviewed reported that they used several means to fund their gambling such as using savings or theft. Almost **4 in 5** people stated that their wages funded their compulsion to gamble and it would often be at the expense of having essentials for household or for family. Over **three-quarters** of gamblers reported that they had built up **debt** through credit cards, overdrafts and payday loans. Ease of access to credit was identified as an issue for respondents.

As a direct impact of problem gambling, 6% of families with children reported that they were made homeless. Many respondents identified that they experienced suicidal thoughts, emotional distress and loneliness/isolation, and this also impacted on relationships and mental health of friends and family.



## Gambling and impact on services



### Inpatient admissions

There is **evidence of admissions** with a primary or secondary diagnosis field relating to gambling. However pathological gambling will only be coded in hospital episode statistics where an individual discloses that information to a healthcare professional. Therefore, it is likely that current numbers of admissions where gambling is either in a primary or secondary diagnosis field is **likely to be higher**.

In Devon, there have been around 50 admissions with a gambling related code over the last decade (2008/09 – 2018/19). The majority of these admissions have a primary diagnosis of either poisoning by drugs, medicaments and biological substances, or mental and behavioural disorders.

### Local services

A series of informal conversations with front line staff across the county and districts in Devon and CAB reveal the following:

#### Housing benefit

Local authority housing benefit teams can provide extra money to claimants known as discretionary housing payments (DHPs). These payments are for claimants who need additional help to meeting housing costs.

The DHP application does not include any questions relating to gambling however assessors have advised that as part of the application process bank statements are scrutinised to look at significant or regular outgoings. It was confirmed that regular gambling transactions would be noted as part of the decision-making process.

It did not appear that there was a process in place to signpost to support services, but rather occasional

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advice was provided to claimants, but this was more around suggesting that this type of activity should reduce or be stopped.

## Homelessness and housing services

Within the homelessness service in Exeter City Council gambling is listed under an umbrella term of 'difficulties with money, budgeting, gambling' and it is not possible to disaggregate this information.

Furthermore, current systems do not identify gambling as a support need and therefore it is not possible to extract information to further understand the issue. Conversations with front line staff confirm that they recognise gambling addiction as an issue among some service users. Staff also spoke about their experience with service users who have chronic gambling addictions and how this led to loss of housing placements due to the addiction.

Exeter City Council confirmed that they are currently involved in a tendering process for an Independent Advice Service and part of this service is to include debt advice attached to the Housing Options team. This service is planned to be available in September 2019.

## Citizens Advice Bureau (CAB)

In Devon, there are many people who come into contact with CAB for advice relating to gambling. When a client discloses gambling as a contributory factor of the primary issue (the issue they are seeking advice on), this will usually be recorded as an addiction. It is possible that the advisor may add additional notes about gambling, but this is not standardised and not easily extractable.

CAB confirmed that it is possible in their local branches to set a flag on their system to allow recording of 'gambling'. However, it was advised that this arrangement would only be temporary because of the additional work it would generate.

## Gambling and suicide

ONS published 21 suicides in England and Wales which had the word 'gambled' or 'gambling' on the death certificate for the period 2001 to 2016. However, this figure is likely to be an undercount because the coroner will not always record detailed information relating to the deceased history<sup>13</sup>.

Public Health Devon are currently undertaking a suicide audit of the coroner files. Understanding suicides with a mention of gambling is one of the objectives of the audit.

To date, there has been evidence of gambling and debt problems identified in some cases in the suicide audit for Devon. However, it is information which is not always captured as part of the inquest. This is because the evidence of gambling may not be available, or family/friends may not have knowledge of the problem to disclose in a witness statement.

<sup>13</sup> ONS (2018)  
<https://www.ons.gov.uk/peoplepopulationandcommunity/birthsdeathsandmarriages/deaths/adhocs/008236numberofsuicideswherethedeathcertificatementionedgambleorgamblingenglandandwales2001to2016>  
MML - 2019

dmarrriages/deaths/adhocs/008236numberofsuicideswherethedeathcertificatementionedgambleorgamblingenglandandwales2001to2016

## Treatment and support services

### GAMCARE

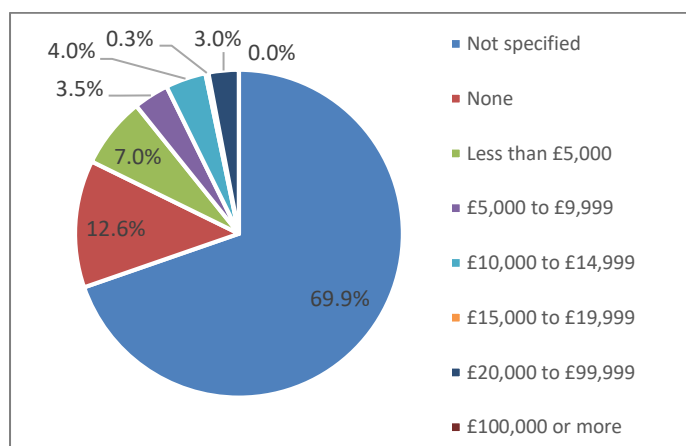
GAMCARE is an online national provider of free information, advice and support to anyone that is affected by problem gambling.

Between 2014/15 and 2017/18 there were 398 callers to GAMCARE in Devon.

On average, the majority of callers to GAMCARE in Devon are the gambler themselves (85.7%) and the remaining is either a partner, family member or friend. Callers tend to be male with more than 1 in 2 persons aged between 18 and 35 years.

While two thirds of callers do not disclose their debt, 17.8% of callers do provide details on the amount of debt they have incurred. Figure 3 illustrates further information.

**Figure 3: Debt disclosed due to gambling in Devon**



GAMCARE collect information on the impact of the gambling problem (Table 1). Double counting is present in various impacts. Most callers discussed impacts around financial difficulties, anxiety and stress, family and relationship difficulties and isolation.

**Table 1: Impacts discussed by callers**

Impact	%
Financial difficulties	78.1%
Anxiety/Stress	73.4%
Family/Relationship difficulties	61.1%
Feeling isolated	23.9%
Mental Health	18.1%
Work difficulties	11.6%
General health	9.8%
Alcohol misuse	7.8%
Housing problems	6.0%
Criminal activity	4.5%
Suicidal	3.5%
Drug misuse	2.3%
School difficulties	1.3%

GAMCARE offer treatment and support groups for people who want to stop gambling. Treatment options include information, support and counselling for problem gamblers. There were 319 callers who engaged with treatment through GAMCARE between 2014/15 and 2017/18. Information on the type of treatment received is currently unavailable.

### Gambling Anonymous (GA)

Unfortunately, there is no data available in relation to gambling anonymous.

### Gambling exclusions

Gambling problems and the compulsion to gamble are often described as being completely outside of the person's control and 'just stopping' is not always a reasonable option. Self-exclusion is in place to protect compulsive gamblers from losing more money, however there may be wider determinants perpetuating compulsive gambling behaviour which also need to be addressed.

In 2018, there were a total of approximately **1.4 million** self-exclusions for gambling in UK, of which

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96% were **online gambling** websites. It is not possible to determine the number of individuals because often compulsive and pathological gamblers will have accounts with multiple gambling websites. Moreover, with the introduction of GAMSTOP, it is likely that the self-exclusion figure is lower in terms of the number of individuals.

GAMSTOP is operated by a not for profit organisation called The National Online Self-Exclusion Scheme Limited. This website provides a self-exclusion facility for those that decide to stop gambling and need support in doing so. Once someone self-excludes with GAMSTOP, they are unable to gambling with online gambling companies licenced in Great Britain<sup>14</sup>.

It is not currently possible to identify GAMSTOP self-exclusions for Devon however GAMSTOP have confirmed that they are currently looking at ways in which they can provide this information in the future.

## What does the current evidence suggest?

The evidence base for prevention and harm reduction on gambling behaviours and gambling related harm demonstrate significant gaps. A systematic review carried out in 2018 by McMahon et al<sup>15</sup> found that much of the current research relates to pre-commitment and limit setting, self-exclusion, youth prevention programmes, and machine and feedback messaging. However, the quality of these studies is identified as being generally poor.

## National response

In April 2019, the Gambling Commission published a national strategy to reduce gambling harms, bringing together health and third sectors, regulators and

business to focus on prevention and education, and on treatment and support.

Alongside this, Public Health England (PHE) are producing an independent evidence review to complement the national strategy. The National Institute of Health Research (NIHR) has commissioned a review of the effectiveness of policies and interventions which will form part of the PHE evidence review. Interim findings are expected in September and the full report is scheduled for early 2020.

As part of the NHS Long Term plan, the first NHS gambling clinic for children will open in 2019 as part of a new network of services for people with gambling addiction. In addition, specialist face-face NHS treatment for gambling is being made available across the country and there are plans for new clinics to open also.

The local government association have produced a paper 'Tackling gambling related harm – a whole council approach'<sup>16</sup> which provides an overview of problem gambling, and how local authorities can begin to try to help their local populations who are impacted by it.

## Local activities

### Local authority district gambling policies

Public Health Devon provided feedback on the draft local authority district gambling licencing policies in 2018. Feedback to districts included making the best use of local information and mapping, especially around density of outlets, supporting developments around safeguarding and asking for clarification regarding duty of care and considerations around vulnerable adults. The need for a health consideration

<sup>14</sup> GAMSTOP (2018)

<sup>15</sup> McMahon N, Thomson K, Kaner E, Bamba C. Effects of prevention and harm reduction interventions on gambling behaviours and gambling related harm: an umbrella review. Addictive behaviors. 2018 Dec 2.

<sup>16</sup> LGA (2018) <https://www.local.gov.uk/tackling-gambling-related-harm-whole-council-approach>



in the licencing of gambling premises was also suggested.

### **Gambling Awareness week**

Gambling awareness week in Devon was held in November 2018. For 2019, Gambling Awareness week in Devon is scheduled from the 7<sup>th</sup> to the 13<sup>th</sup> November.

Maria Moloney-Lucey  
Public Health Specialist (Intelligence)

## Problem Gambling Online Resources

This section draws together the available online resources that provide information and support for those affected by problem gambling as well as educational/training resources for staff who may come into contact with affected or at-risk individuals.

The ICD-11 for Mortality and Morbidity Statistics defines a gambling disorder as being:

“characterized by a pattern of persistent or recurrent gambling behaviour, which may be online (i.e., over the internet) or offline, manifested by:

- 1) impaired control over gambling (e.g., onset, frequency, intensity, duration, termination, context);
- 2) increasing priority given to gambling to the extent that gambling takes precedence over other life interests and daily activities; and
- 3) continuation or escalation of gambling despite the occurrence of negative consequences. The behaviour pattern is of sufficient severity to result in significant impairment in personal, family, social, educational, occupational or other important areas of functioning. The pattern of gambling behaviour may be continuous or episodic and recurrent. The gambling behaviour and other features are normally evident over a period of at least 12 months in order for a diagnosis to be assigned, although the required duration may be shortened if all diagnostic requirements are met and symptoms are severe. (6C50 Gambling disorder)

<https://icd.who.int/browse11/l-m/en#/http://id.who.int/icd/entity/1041487064>

There are currently no NICE guidelines on gambling disorders although a Quality Standard has been referred to NICE but has not yet been scheduled into the work programme (Proposed - GID-QS10099).

There are many different organisations and charities which have resources and support available for problem gambling.

## Resources for affected individuals

There are a number of organisations providing advice and support online for those affected by problem gambling either as the one effected or their friends and family. These include self-assessments, financial tools, telephone and virtual chat lines, forums, counselling and other resources and signposting.

## NHS

The NHS website has a page with help for problem gambling. This includes a self-assessment questionnaire (Box 1, overleaf). <https://www.nhs.uk/live-well/healthy-body/gambling-addiction/>

### Box 1. NHS Problem Gambling Self-Assessment Questionnaire

- Do you bet more than you can afford to lose?
- Do you need to gamble with larger amounts of money to get the same feeling?
- Have you tried to win back money you have lost (chasing losses)?
- Have you borrowed money or sold anything to get money to gamble?
- Have you wondered whether you have a problem with gambling?
- Has your gambling caused you any health problems, including feelings of stress or anxiety?
- Have other people criticised your betting or told you that you had a gambling problem (regardless of whether or not you thought it was true)?
- Has your gambling caused any financial problems for you or your household?
- Have you ever felt guilty about the way you gamble or what happens when you gamble?

**Score 0 for each time you answer "never"**

**Score 1 for each time you answer "sometimes"**

**Score 2 for each time you answer "most of the time"**

**Score 3 for each time you answer "almost always"**

**If your total score is 8 or higher, you may be a problem gambler.**

The NHS suggest CBT as the best treatment option and provides signposting to the following resources to access support:

- GamCare: Offers free information, support and counselling for problem gamblers in the UK. It runs the National Gambling Helpline (0808 8020 133) and also offers face-to-face counselling. In addition, GamCare operates BigDeal which offers information, advice and support to young people impacted by problem gambling. They also provide information and resources to parents and professionals to increase awareness about the issue.

<https://www.gamcare.org.uk/>

<https://www.bigdeal.org.uk/>

- National Problem Gambling Clinic: Those who live in England or Wales, are aged 16 or over and have complex problems related to gambling, can self-refer to this specialist NHS clinic for problem gamblers.

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<https://www.cnwl.nhs.uk/cnwl-national-problem-gambling-clinic>

- The Gordon Moody Association: Offers residential courses for men and women who have problems with gambling. It also runs the Gambling Therapy website, which offers online support to problem gamblers and their friends and family.

<https://www.gordonmoody.org.uk/>

<https://www.gamblingtherapy.org/en>

Gambling Therapy have also developed the first app with features centered on evidence-based therapies for problem gambling, such as mindfulness and Cognitive Behavioural Therapy (CBT). The key features are:

- Self-assessment questionnaire
  - Text based live support
  - Mindfulness and self-help exercises
  - Crisis support information
  - Daily motivational quotes
  - Links to blocking software
  - Directory of organisations that can help
  - Access to the Gambling Therapy online forums.
- 
- Gamblers Anonymous UK: Runs local support groups that use the same 12-step approach to recovery from addiction as Alcoholics Anonymous. There are also support groups for friends and family.

<https://www.gamblersanonymous.org.uk/>

<http://gamanon.org.uk/>

## Gambling Commission

The Gambling Commission supports the Responsible Gambling Strategy Boards' (RGSB) objectives to advise on strategic priorities for research, education and treatment into minimising gambling-related harm. The RGSB sets the strategy for research priorities, with a programme of research being delivered by GambleAware, an independent charity tasked to fund research, education and treatment services to help to reduce gambling-related harms in Great Britain. It also administers and funds BeGambleAware which provides information to help people make informed decisions about their gambling. They support individuals to find out more about gambling and what safer gambling means, to understand and recognise problem gambling, and show you where to go for further information, help and support.

BeGambleAware links in with GamCare to direct individuals to the National Gambling Helpline, webchat service NetLine, chat room forums and printed information.

<https://www.gamblingcommission.gov.uk/home.aspx>

<https://about.gambleaware.org/>

<https://www.begambleaware.org/>

## Education resources for staff

### GamCare

GamCare have a number of resources available for staff. They offer face to face courses on:

- Problem Gambling Awareness
- Problem Gambling - Identification and Brief Advice
- Identification and Brief Advice - For Universities
- Identification and Brief Advice - For Sports Organisations
- Identification and Brief Advice - For the Criminal Justice System

They do provide an e-learning programme, GamCare ExTra, but this is aimed at professionals in the betting and gaming industry.

### Gambling Aware

Gambling Aware provide a free e-learning course, "Understanding and responding to gambling-related harms", which was developed with the Royal Society for Public Health as a resource to assist workers to provide brief intervention to

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address gambling-related harms. It also contains an optional topic for organisational leaders wishing to set up and implement the processes necessary to support workers to provide intervention. The programme is aimed at professionals who do not specialise in the treatment of gambling problems and may be most suitable to those working in health, social and criminal justice settings.

The programme can be completed in two hours and covers:

- What is a brief intervention?
- How to provide a brief intervention
- Important considerations and responding to affected others
- Requirements at an organisational level (optional topic)
- Resources to aid brief intervention.

In addition, a 40 page “Brief Intervention Guide” is available to download.

<https://about.gambleaware.org/education/resources/>

Katherine McHale  
Specialty Registrar in Public Health, DCC

**5 September 2019**

**Climate Change Standing Overview Group – Corporate, Infrastructure and Regulatory Services Committee**

**Climate Emergency Response Group Meeting**

**Present**

Councillors Alistair Dewhirst (Chair), Atkinson, Ball, Berry, Bloxham, Colthorpe, Hodgson, J Hook, Hosking, Slade, Shaw and Whitton

Phil Norrey, Chief Executive and Head of Paid Service DCC  
Doug Eltham, Environment and Sustainability Policy Officer DCC

Members received a presentation from officers on the following:

**Background**

DCC Has responded to concern about climate change and has convened the Climate Emergency Response Group (CERG) at a strategic level.  
The aim of the CERG is to coordinate a plan for Devon to combat Climate Change and its effects aided by Exeter University and the Met office. This doesn't preclude individual organisations implementing their own environmental policies.  
This is an attempt to galvanise Devon as place so people can be clear as to what they can do as individuals and as a group.  
DCC is producing its own carbon reduction plan within 6 months.  
CERG have adopted an emergency planning framework that local resilience forum uses in bringing groups together.  
CERG are working with Paul Netherton of Devon and Cornwall Police, who is the national police lead for resilience.  
The challenge will be to aim for high but achievable goal and to act upon them.

**Public Support**

Inevitably, any actions on climate change will not please everyone. Processes will have to be developed, so legitimacy of what is being done can be defended.  
Devon can and will include Torbay and Plymouth and communication on these issues will be kept across the borders with Somerset and Cornwall.

**Town and Parish Councils**

The SOG can act in the role of Scrutiny and look at the Police and NHS as well as other local authorities.  
CERG is committed to working with Town and Parish Councils.  
CERG is working with the Devon Association of Local Councils (DALC) who recently funded a workshop for town and parish councils to develop their own climate change plans.

**Citizens Assembly**

The planned Citizens Assembly would not have a legally binding role.  
Indeed, it will be a challenge to be balanced, other voices don't agree with Climate Emergency. The first Citizens assembly meeting will take place in February. Doug Eltham is leading on procuring the agency to organise the Citizen's assembly.

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## **Net Zero Steering Group**

A Net Zero steering group will work with the tactical group. This will include Select committee style meetings, for example agricultural groups and supermarkets will be invited to discuss how to decarbonise food system and the timescales involved in this.

## **Biodiversity**

Biodiversity previously has certainly been identified as an important issue by the CERG. CERG is keen to identify how it can be incorporated into the broader agenda without going beyond the remit of climate change. Biodiversity can be considered a risk and therefore be included in community risk registers, for example.

There are overlaps with Climate Change and biodiversity though, for example in the planting of trees.

## **Clean Energy Production**

West of England Energy infrastructure cannot benefit from large inputs of new green energy, due to the complications of National Grid and its capacity. The Government is promising changes in this area though.

## **CIRS SOG role**

DCC has 6 months to come up with an energy and carbon strategy and set a target for its own decarbonisation. CIRS can aide with the scrutiny and overview of this. DCC's carbon plan is going to October Cabinet. Involvement with this would be a constructive next step for the SOG.

## **Issues Identified by Members**

During discussion with members the following issues were raised:

- The need for the involvement of Town and parish Councils.
- The financial cost of environmental policies.
- The role of a Citizens' Assembly in future plans.
- The need to work with neighbouring councils to DCC.
- The need to support biodiversity in plans surrounding Climate Change.
- The importance of maintaining the timescales in place.
- The complexities involved in calculating carbon emissions when factors such as carbon "imports" are included.

## **Actions**

- A brief report of the session to be included on 26 October 2019 CIRS Scrutiny Committee.
- Continued communication and collaboration with the Climate Emergency Response Group.

## **Next meeting**

The next meeting will be held on 4 October 2019 with the theme of the DCC Carbon Strategy Report.

COUNCILLOR DEWHIRST  
CHAIR



*Paper from Cllr Martin Shaw*

## **Devon and Somerset Fire and Rescue Service 'Safer Together' Consultation**

At the 25th June meeting of this Scrutiny Committee, we resolved to add the item 'Devon & Somerset Fire Service – station closures' to the agenda for 26th September, inviting the Devon and Somerset Fire and Rescue Service to attend.

### **Background**

1. The Devon and Somerset Fire and Rescue Authority had approved a public consultation ('Safer Together') involving 7 options for change (six options originally prepared by the Fire Service and a 'pick and mix' option inserted in the light of members' concerns). All 7 options include the closure of 8 fire stations, together with various proposals which reduce the service offered from other stations.
2. The Service admits that reduced response times as a result of the proposed changes will increase risk for substantial numbers of people (it has been calculated that over 600,000 people will be affected). However the Service claims that, as a result of spending part of the savings on additional prevention activity, the overall effect of the proposals will be to save lives.
3. Informed critics have suggested that the calculations used to support this claim are based on a misleading comparison of the current situation (in which not all engines are able to respond to every call-out) and the future situation (in which it is 100 per cent response is assumed). Moreover the Service has also not provided a detailed explanation of the increased prevention activities which are proposed. It is therefore questionable whether the claimed savings of life are valid.

### **The Consultation**

4. The proposals are of great public concern, both generally and insofar as they affect particular stations and the communities they serve. However the format of the consultation has been widely criticised, by members of the Authority as well as other councillors and the public, on grounds which include:
  - (a) excessive complexity,
  - (b) the inclusion of the same closure proposals in all options,
  - (c) the failure to provide a clear method for respondents to comment on the implications for a particular station or community,
5. The Authority has stated that its consultation has been approved by the independent Consultation Institute, but the Institute has informed me that they advised on rather than approved the consultation, although they did agree it could proceed.

# Agenda Item 12

## **The Service's response to this Committee**

6. Officers made repeated efforts to persuade the Fire Service to attend CIRS Scrutiny on 26th September, but they declined on the grounds that the date was outside the consultation, which was due to end on 22nd September. Instead they agreed to attend a Masterclass for Scrutiny members and other county councillors on 4th September.
7. The Masterclass did not represent formal scrutiny and was not carried out in public, so that the public and firefighters were unable to hear what was said and the press was unable to report the event. In the event, while it offered a useful briefing, some important questions were not answered, and there was less opportunity to follow up as there would have been in a public scrutiny session.
8. I requested that, notwithstanding the Service's refusal to attend, the agreed item on the Committee agenda for 26th September should be maintained, with other interested parties invited to present. The Chair did not consider this appropriate, hence my request for this item to be placed on the agenda.

## **The Service's avoidance of public scrutiny by councillors**

9. The fact that our meeting was 4 days after the end of the consultation was known at the time of the decision to invite the Service. Serious work on the consultation results would have hardly begun, and there is no doubt that the outcome of our meeting could have been taken into account, if not formally in analysing the consultation, then in the Authority's consideration of the consultation in November.
10. Likewise the fact that the Committee has no formal authority over the Service was known, but it was nevertheless considered useful for us to examine the proposals. It is, of course, argued that the Authority is the appropriate body to exercise scrutiny. However the Authority will examine the proposals again only in November following analysis of the consultation.
11. Our hearing would have offered the opportunity of an interim public appraisal. In addition, our Committee offers the opportunity for public speaking, so that interested parties could have fed their views into our deliberations. Fire Authority agendas include only the possibility of public questions.

## **The Service's failure to consult this Council**

12. In addition to refusing to attend our Committee, the Service has declined to appear before East Devon and Teignbridge district councils. The Chief Fire Officer, Lee Howell, justified these refusals by telling the Masterclass that the Authority was under no obligation to consult local authorities, only the public at large. However this misled councillors. The Fire and Rescue national framework for England specifically says that fire services must consult with, 'the community, its workforce and representative bodies, **and partners**'. Local authorities are partners.

13. Moreover, the Civil Contingencies Act (CCA) requires fire services to co-operate 'with other local responders', and county and district councils are responder organisations; not consulting is not co-operating. CCA is all about resilience, and the cuts will have a negative effect on this. In the light of these issues, the Fire Service should have consulted with this Council, but the Democratic Services Officer has confirmed that they did not.

## **Proposal**

14. This Scrutiny Committee expresses its concern at the refusal of the Devon and Somerset Fire and Rescue Service to attend and its avoidance of public scrutiny by elected councillors on this Committee, and its failure to directly consult the County Council.

Cllr Martin Shaw, 12 September 2019

